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Cedefop, ten years on ...

Special issue

Vocational training

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Vocational Training Bulletin

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Editorial

In this special issue of *Vocational Training* we hope to celebrate the fact that it has been 10 years since Cedefop came into being. Milestones such as these are, of course, very important to those who work in or for an institution and those who administer its policies. But what about other people? When one reaches the end of a decade, it is customary to step back and review what has been done, and the question of whether our readers should be given a few choice morsels from such a review was debated by our editorial staff. In discussing the point, we felt that the word 'review' might have tempted us into an indecent display of narcissism or have merely given us an excuse to display the medals pinned on us by others. We tried to avoid both these temptations by choosing simply to tell our story. This generated the idea of a special issue containing a series of articles on the themes which have provided (and to an extent still do today) the framework for Cedefop's programme of activities. This issue is the embodiment of that idea.

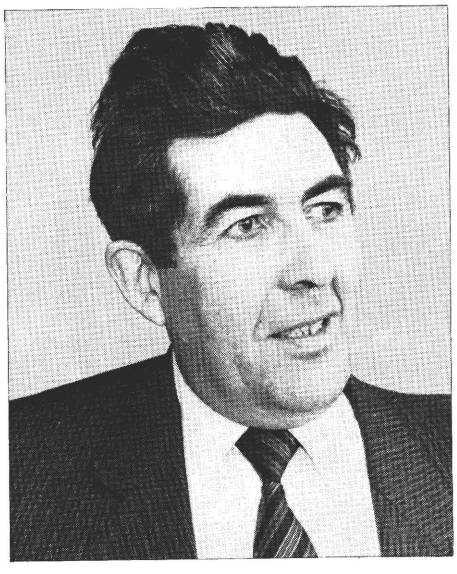
It is interesting to look at the 'history' of the Centre's activities in conjunction with the evolution of the environment in which it operates. It is no coincidence that the year of Cedefop's foundation was the year in which the crisis we are still experiencing today spread like an oil slick to every country in the Community. We felt that our 'special' should open with an article by Roger Faist, Director of Cedefop up to the end of 1984, who attempts the far from easy exercise of setting the story of the Centre's work in its changing institutional context and relating it to those social and economic factors that are the essential referents for any policy on vocational training and education.

Because Cedefop is a quadripartite body, the next editorial decision was to follow this article by interviews with representatives of the two sides of industry and governments sitting on the Management Board as Chairman or Vice-Chairmen. The last in this series of articles and interviews is by Mr Jean Degimbe, Director-General for Employment, Social Affairs and Education in the European Commission. His article bears witness to the close links between the work being done by Cedefop and the Commission, quite apart from the fact that Centre has a duty under its terms of reference to provide technical and scientific support to the Commission.

The articles that follow are on significant subjects included in the themes tackled by the Centre in its first 10 years. The Centre's capital assets are the projects, research and studies that it has brought to a satisfactory conclusion, although when it came to writing the articles, we realized how difficult it is in the space of a few pages to describe all the wealth it has accumulated in this way.

The Bulletin closes with an article by the present Director of the Centre, looking ahead to what Cedefop intends to do in the medium- and long-term future.

We trust that this special issue will give our readers an overall picture of what the Centre has achieved in the first 10 years of its existence. What it cannot convey, on the other hand, is the extent of the resources acquired by Cedefop in the form of all its close ties of cooperation with agencies and institutions, both public and private, universities, research institutes, vocational training centres, associations, libraries and documentation centres in every country in the European Community. We could not even count the number of people who have visited Cedefop and have met on its premises, nor the number of cases in which fruitful cooperation has been launched in the fields of research and the devising and testing of vocational training schemes – and this too is a way of 'promoting the development of vocational training', Cedefop's institutional mission. DG



Over the past 10 years

Roger Faist

How far have we journeyed over the past 10 years? What have we learned? What help has the Centre given to those who, at Community level and within each Member State, are responsible for decisions that will tailor vocational training policies to the problems of the hour and at the same time meet the challenge of the future, at least to the extent that we, working together, are capable of identifying that challenge?

The most immediately striking factor is how greatly the landscape has changed over the past 10 years – so short a time!

With the scourge of unemployment and the even worse scourge of youth unemployment, and with the far-reaching changes which are shaking our countries, Europe and the world, we are forced to reshape our thinking.

This is readily perceptible in the closely related fields of work, employment and qualifications, although we are all somewhat hesitant when we approach operating concepts and procedures. This is a subject to which we shall return.

In 1975, Cedefop (European Centre for the Development of Vocational Training) was set up by decision of the Council (in this instance, the Council of Ministers of Labour or Social Affairs in what were then the nine Community Member States). The creation of a centre for the furtherance of vocational training – an entirely new institutional concept, moreover – was not a haphazard decision. To understand what it implied, we should first place in its historical perspective the role the European Communities have played in the shaping of vocational training policies.

ROGER FAIST. Former Director of Cedefop

The role of the European Communities in the development of vocational training policies

The legal foundation for Community action is the Treaty of Rome (1957).

In signing that Treaty, Member States agreed to promote the improvement of living and working conditions, harmonize social systems and approximate their laws.

The Treaty specifically mentions vocational training: Article 118 enjoins the Commission to promote 'close cooperation between Member States in the social field, particularly in . . . basic and advanced vocational training'.

Article 128 is even more specific, giving the Council the power to 'lay down general principles for implementing a common vocational training policy . . . '.

Besides creating the legal foundation for the Community, the Treaty brought into being an important instrument for intervention: the European Social Fund (Articles 123 to 127).

It will be noted that education policies were treated separately. This decision (for it was in fact a conscious decision) was revealing as to the stereotyped view taken by government officials (and experts) on the demarcation lines between education and culture on the one hand and training and employment on the other! Fortunately, time was yet again the remedy, and awareness gradually dawned of the need to circumvent the obstacle of separate inter-country consultation procedures in matters of education which had made it necessary to set up complicated institutional arrangements. The Commission, for example, was empowered to consider only those education dossiers dealing with subjects approved by the governments represented on the Education Committee.

Nevertheless, since 1976 the Ministers of Education have in fact adopted a whole series of measures in the area where education borders on vocational training. Because those measures have touched on subjects within Cedefop's field of responsibility, they have stimulated its efforts.

Let us return, however, to the period following the Treaty of Rome. At that time of economic growth, two factors reinforcing the long-term aim of introducing a common policy on vocational training (in the Europe of the Six) were the desire to remove obstacles to the mobility of workers (the right to move from one country to another) and a concern for equality of opportunity. In 1963 a set of 10 general principles was formulated stating the development aims of vocational training policies.

In the same year, the Commission set up the Advisory Committee on Vocational Training as a forum for a dialogue with unions and employers, not just with authorities and governments.

At the same time, the Economic and Social Committee of the Communities was kept systematically informed of plans formally drawn up by the Commission, on which it made its own views known.

These two advisory bodies had a formal role to play in the institutional structure. They acted as a sounding board for proposals made by the Commission. The terms of reference of the people who sat on them caused them to voice the views of their organizations or (in the case of the Advisory Committee) their authorities, however, and this inevitably placed restrictions on the dialogue.

It was in this context that in 1969 – 70 the idea arose within the Economic and Social Committee that a research or study centre on vocational training issues at Community level would be of value. An agency of this kind would, it was argued, encourage debate and the exchange of information but not be encumbered by the constraints of having to reach immediate decisions. It would be more free and more rich. A number of governments were also launching similar ideas at the same time.

In presenting its social action programme to the Council (which the Council was to adopt in 1974), the Commission set out what was at the time the conventional doctrine: the purpose of social policy was to offset the negative aspects of economic development. The first oil crisis had, of course, seriously disrupted economic activity, but the extent of the disruption had not yet been appreciated and the true nature of the changes about to take place had not yet been foreseen. Only the most far-sighted of officials noticed the growing tide of jobseekers. Unemployment was not yet the overriding problem.

Under the programme, objectives that had in essence been recognized as important even in 1963 were reformulated:

- full employment through free movement across frontiers;
- help for migrant workers;
- equality for men and women;
- an improvement in living and working conditions;
- the involvement of both sides of industry in steps taken by Community bodies.

With more specific regard to the links between employment and training, stress was laid on the need to adapt educational and training systems to the predicted changes – a point tellingly made by the discrepancies observed between the jobs on offer and the set of vocational skills acquired by young people completing their training.

Two of the practical measures proposed to the Council by the Commission were:

- ☐ the creation of a Foundation to study working and living conditions (subsequently established in Dublin);
- ☐ the creation of a Centre for the development of vocational training (subsequently established in West Berlin).

From that time on, Cedefop was to be concerned with Commission initiatives not only in its role as a technical consultant and generator of contacts, but also as a pathfinder, looking ahead to the problems of the near future.

. . . and to make the quadripartite Management Board the directing body . . .

Cedefop, an original structure with explicit tasks

The Centre's terms of reference are to support the Commission, but it was not set up as a Commission department. Those who inspired its creation had realized that it would be easier to reach solutions to the difficult problems that lay ahead if there could be 'broad involvement of all those concerned, in particular the two sides of industry'.

This led to a decision, unique even at a time when the Community machinery had been functioning for almost 20 years, to endow the Centre with its own individual status and personality and to make its quadripartite Management Board (employers, unions, governments and the Commission) the directing body, within the framework of Community regulations (since its budget allocation corresponded to one of the Commission's budget lines).

The Centre is expected to take any step leading to the broader pooling of experience and the adoption of a joint approach to problems, bringing parties together and coordinating ventures. The text of the regulations setting up the Centre is enlightening in itself. Of course, with a structure built upon these foundations, everything depended on certain vital points of reference:

- A management board reflecting a diversity of national situations and political thought, each of whose members has specific responsibilities in his own country or in the Commission within the field covered by the Centre, is a unique opportunity that should not be let slip. If that opportunity is to be grasped, the management board can play an active role in decision-making, monitoring and support, and also act as a high-level link between the institutional parties in all their diversity.
- Openness and awareness of one's surroundings are vital safeguards against unwittingly backsliding into technocracy and narcissism. How can things be seen in proper perspective unless one is constantly in touch with practical, grassroots problems and in close contact with those whose job it

is to solve them? Even so, the Centre should not lose sight of its primary duty, providing due support to Commission departments, nor its duty of offering a forum and meeting-place for representatives of social agencies from every Member State.

■ The Centre should set itself strict professional and ethical standards, and realize that its role is to provide support for the decision-making process, not to make the decisions; the greatest possible objectivity should be displayed in serving the decision-makers.

It should be left to the partners who have worked with the Centre to judge how far achievement has fallen short of these good intentions, but it is hoped that none of them will fail to acknowledge the efforts constantly being made to narrow the gap.

Those efforts are necessary if Cedefop is to fulfil its original function: serving as a structure for the exchange of experience and ideas, for a patient dialogue at Community level. Through discussions, meetings and a critical analysis of the information available, each party learns from the others. Thinking on an issue is stimulated by other people's practices, sparking off a new venture at national level that will benefit from experiments conducted elsewhere. Countries gradually start to cooperate, and the Community-wide dimension of problems is better appreciated.

It should be pointed out that one factor has remained constant despite changes in the architecture of successive working programmes (changes marked by a shift in the relative emphasis on different themes): in each piece of research the utmost attention is paid to the potential benefit of that research to the agencies concerned, who may have their differences but are all members of the same 'community'.

The evolution in the balance of working themes which have mobilized Cedefop

The changing shift of emphasis should be seen as the result of two separate elements: the changing pattern of work inherent in any agency of this type; and changes in line with priorities as they emerge in the socioeconomic landscape which, as everyone is aware, has altered a good deal over the space of a few years. These two forms of evolution are obviously

. . . serving as a structure for the exchange of experience and ideas . . .

interrelated and constantly interact over the day-to-day process of thought and action.

The first line of development arises understandably from the nature of the work of a new institute, to which no precedents have been handed down and which has to forge its own working tools. During the earliest stage of its life, the prime need was to collect and process information on facts and figures, infrastructures, practices, problems and experiences which could be used in the quest for realistic solutions.

Next, with the benefit of the wealth of resources constantly being accumulated in this way, backed by unremitting research at the highest possible level, there comes a time for more detailed analysis in order to identify interactions between the essential variables and propose a diagnosis.

The second line of development has been the determining factor. In describing it, I would go so far as to say that – with the benefit of the continuous process of discussion and thought that has brought the Centre's permanent team so close to its partners – there has been a move away from the concept of training as a passive response and towards the idea of it being an active response.

It used to be possible to define the aims of training solely in the light of indications given out by business and industry, mainly by employers saying what they would be requiring, but this system does not work today. It is no longer relevant to extrapolate what will be needed 10 or 15 years from now and express it in terms of job profiles and a structure of qualifications; it is no longer possible to draw clear-cut borderlines between education and vocational training.

Furthermore, a young person today should embark on his working life with a far sounder store of knowledge and skills than before, if he is to be flexible, learn the difficult lesson of how to cope with risk in his working career and take advantage of any job creation opportunity. In addition, however, he will have to accumulate that store in a different way from before, since he will be living in a world of great diversity of enterprise, a world in which every individual may have to switch to a different job from one day to the next. Scope should be provided for adding to this initial store: there should be opportunities for going into a subject more deeply and facilities for advanced training and the acquisition of the knowledge and expertise to cope with the situation today and in the near future.

A look at successive annual work programmes (the rate of which is determined by budgetary procedure rules) will give a good idea of this evolution.

The early years were influenced by the priorities laid down in the social action programme adopted by the Council in 1974 (see above). The emphasis was on measures

that might bring about greater equality of opportunity, and in essence the themes were defined in the light of the needs of characteristic target groups such as young unskilled people, migrants and women.

In the rising tide of unemployment that was soon to engulf the young, it was naturally the unskilled youngsters who were the first to suffer, and top priority was then given to young school-leavers in difficulties. Over the years, the Commission took steps to deal with the problems (the references will be found in the various articles on individual subjects in this special issue). In this context, Cedefop made a useful contribution to the debates generated on the subject of 'alternance training'.

It was becoming increasingly obvious to those directly concerned that the difficulties were not just due to the current economic situation but were far more deep-seated: the short-term emergency measures being adopted in most Member States were no longer enough.

In this grave situation – the origins of which lay in a combination of national socioeconomic imbalances, the balance of economic power on the international scene and the extreme interdependence of national economies – came an additional shock: the challenge of new technology.

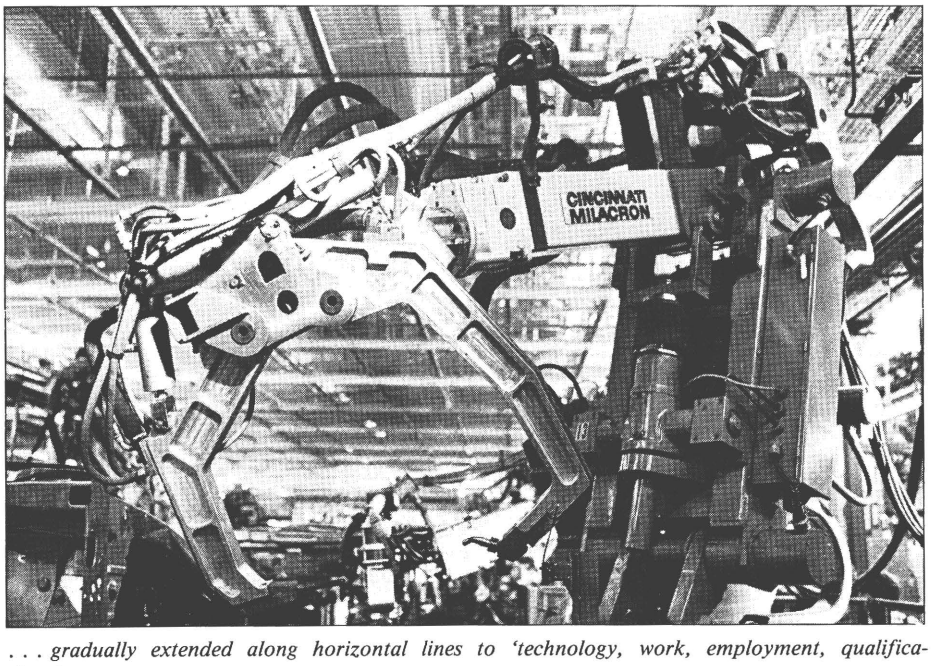
For the well-known reasons, the speed of technological innovation was greatly accelerated. The combination of information technology and microelectronics led to immediate, overwhelming changes in certain sectors (such as printing), and the effects gradually spread to almost every other sector, since those technologies led to innovation in products or processes, or both.

Our society was having to face up to changes that were hard to control and channel. By dint of Community action, countries and social forces gradually came to realize that Europe's hopes of industrial redeployment and its very future depended on how we coped with those changes.

As a result, Cedefop's work programme was gradually extended along horizontal lines to 'technology, work, employment, qualifications', in an attempt to find the keys to the further vital evolution of vocational training systems.

Attention was at the same time directed towards two issues which, although not new, had been made all the more relevant by the situation.

One issue was adult training. Technological innovation affected many trades and very many jobs and was to do so to a growing extent. Helping workers to cope with those difficult changes through the acquisition of the skills they needed was a fundamental objective. Unfortunately, many of them lacked the requisite background education and training for advanced training or retraining, in which they did not believe anyway. It was a challenge and it had to be faced.



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When a practical technological scheme is to be introduced into a company, there are various options as to the way in which work can be organized. To a great extent the issue of dequalification or retraining is linked with the job skill potential of the working population who do the jobs in question.

It was essential, then, that Cedefop should open up this new dossier and make its own contribution to Community thinking. The resolutions passed by the Council in 1983 defining EC medium-term policy on vocational training also recognized more clearly than in the past that priority should be given to the training of young people and that more measures should be introduced to help adult workers.

The other issue related to the dynamics of job creation. In the European context of virtually zero growth, productivity was being stepped up substantially by investment in technology, whereas it was expected that new jobs would be created by the momentum imparted by a multitude of small firms, not the large concerns. The focus then shifted to the development of small and medium-sized enterprises (SMEs) at regional and local level, and investigation was launched on how training could be integrated in development strategy.

Over the years, by dint of comparisons and encounters, explanatory outlines were built up on the foundations of previous work. They were to help us find our bearings without becoming bogged down by the complexity of realities.

At the end of this maturation process, it was possible in 1982 to draft and finalize a three-year working structure, the 'guidelines for the activities of Cedefop, 1983-85' which were to guide and direct the annual work programmes for the next three years on the basis of an overall diagnosis. The exercise is being repeated in this current year, and will cover the period from 1986 to 1988.

A concerted approach: observable progress

The term 'concerted approach' is used in the regulations setting up the Centre. It marks the deliberate choice of adopting a pragmatic, patient course of action, making use of all the many opportunities for dialogue and cooperation to work for the approximation of national policies.

Significant and observable progress has in fact been made. A shared capital of references is gradually being achieved. Communications are being established between research groups and those active in the field. Cooperative ties are being formed between agencies in different countries.

The gradual creation of a shared capital of references

This is in line with the ideal of a 'common policy'. 'The Centre will contribute . . . to the implementation of a common vocational training policy', explicitly stated in the 1975 regulations setting up Cedefop.

A systematic study of how national vocational training systems are organized and run has shown how deeply-rooted they are in the history and culture of each of nations that make up the Community.

The abolition of guilds in France at the time of the French Revolution, for example, Bismarck's decrees in Germany and the persistence of Great Britain's social stratification linked with the vitality and independence of its local bodies all go to explain the diversity that is evident to all in the architecture of vocational training systems. Today it is not so much a question of persuading countries voluntarily to bring their facilities more closely in line with those of other nations as of coming together and finding out what our common goals should be.

Differences in structures and organizational methods are now seen not as obstacles but as assets. The ways in which each country moves towards the shared goals can only be enriched by comparisons with other people's experience; their diversity reflects the diversity of practical situations in each nation even though the problems they face are very much the same.

The free movement of citizens, in the sense of the right to choose the place where one works, is a cornerstone of the Common Market, on a par with the free movement of goods, and the 'approximation of vocational training standards' – in other words, the comparability of diplomas awarded in individual countries as a basic minimum – was incorporated in the regulations setting out Cedefop's tasks. This is a prerequisite in 'arriving at the mutual recognition of certificates and other diplomas attesting the completion of vocational training'.

Cedefop's investment in this field has been substantial, and it has helped to bring about widespread agreement as to a new approach. Given the diversity of national practices, it would have been an impractical course of action to compare and contrast the educational and training itineraries of 6 (later 9 and then 10) countries, and it was decided to analyse what a worker in each group of trades has to know and be able to do, and then describe this in terms of practical action. An itemized list was then made of the diplomas in each country certifying what the worker 'knows' and what he can 'do'.

Here again, the landscape today has changed. The set of skills that must be acquired in order to take up many trades is changing and expanding to include new skills made necessary by technological advances. Furthermore, with the prospects of a 'European industry' there are more likely to be exchanges of skilled workers, technicians and engineers under inter-company cooperation agreements – the kind of exchanges that up to now have been the exception rather than the rule.

The common approach which has been forged should make it easier to make progress in this new context.

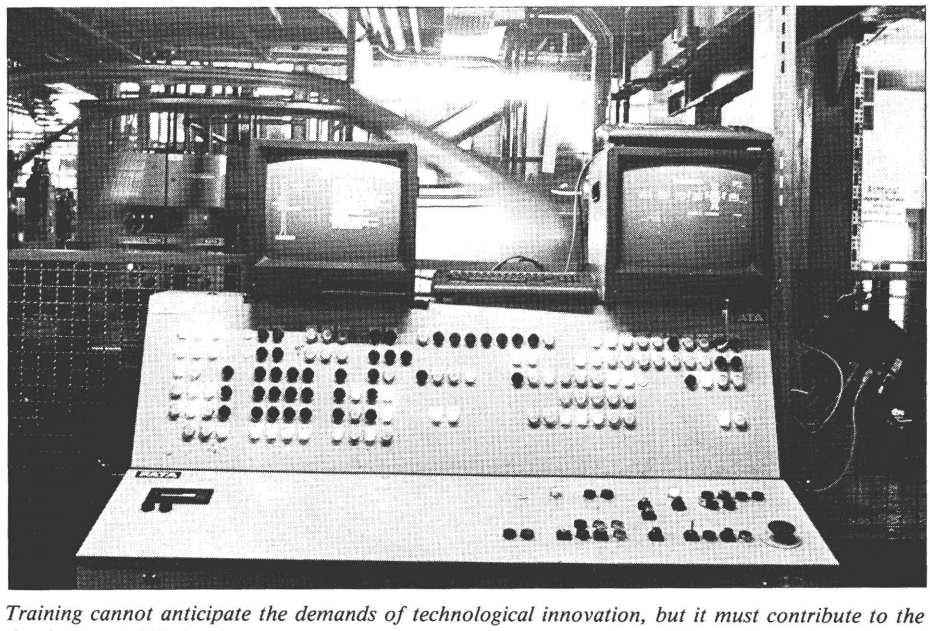
Training cannot anticipate the demands of technological innovation, but it must contribute to the development of technology. There has been broad agreement as to the desirability of arriving at an articulated structure of job training that can be put to immediate viable use on the labour market and training, with longer-term prospects in view.

The idea was debated of how to promote a 'technological culture', a sort of backbone for vocational training as a whole. This idea calls into question the over-simplistic concept that one first acquires a general education in the course of compulsory schooling and then goes on to obtain a vocational qualification. We all know now that the cards have to be reshuffled and dealt out again.

'Think globally; act locally': there is consensus as to the need to take the challenges of the future into account as well as the interactions between technology, work, employment and qualifications if we are to arrive at the proper solution for the problems of today.

Mediation between researchers and those who act

Cedefop has neither the structure nor the dimensions nor the budget to take the lead in research work. It has opted for a different course: rather than coming hesitantly into the field and emulating the many institutions and national teams that already exist, it has firmly embarked on the path of cooperation. It has, for example, patiently made contact with many teams that essentially work within their own national borders. Then, having come to know them, it has



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brought together teams engaged on similar work and offered them oppportunities to compare their approaches and findings in return for direct access to any lessons they have learned from their work.

The wise principle of keeping in the background has meant that Cedefop has not taken direct responsibility for managing the studies needed in its own environment unless they have not yet been tackled by others.

In both cases, the important factor has been the setting up of a dialogue between the research world and people in the field, based on the chosen working guidelines. Colloquia and one-day seminars have helped to establish good lines of communication, which had not been adequately developed even within individual nations. This role of mediation, performed more systematically than had ever been the case before, with the production of short, readable papers, ist one of the services that Cedefop must continue to provide.

The development of cooperation among field workers in individual countries

The Centre has taken steps to bring together people in the field who are interested in communicating with others. Projects have been conducted on the base of case studies, for instance, and there have been one-day seminars at project bases attended by officials from other bases taking part in the research.

To quote two instances, work has been done on the vocational preparation of young people and on the locations of regional economic development. In the latter field, a further request has been made for interregional cooperation, covering six regions in five countries.

Other measures have been adopted at the request of the parties concerned. For example, Cedefop has promoted a meeting between regional officials from Italy and the Federal Republic of Germany on joint schemes for the exchange of young trainees.

Far more numerous and versatile are the forms of cooperation which are being brought into being with the recognition of shared concerns or the comparability of situations among those who have attended seminars. We have been apprised of those repercussions in the course of our meetings in Community countries.

In one case, Cedefop took the decision to arrange meetings of officials from bodies engaged on development research in the field of vocational training after considerring a specific request formulated at a meeting of German and French partners in Paris; and other instances of the same kind could be cited.

There is no doubt, however, that even today the language barrier is an obstacle to wider grassroots cooperation, despite the fact that progress in the collective awareness of Europeans in their everyday lives depends on such cooperation.

Conclusion

Cedefop can take pride in its record at the end of its first 10 years, but at the same time it is aware of its limitations.

The value of a body of this type is gauged by the services it renders, and it must be constantly alert to the needs, questions and concerns of its partners.

There is always room for improvement in Cedefop's cooperation with the Commission and other Community institutions, although by now relations may be seen to run quite smoothly.

The task of stimulating and enriching a lively exchange with the living fabric of individual countries (today there are 10, tomorrow there will be 12!) makes heavy demands. The vital links within Member States are not all equally efficient in their role of multiplying contacts and information. Their work is undoubtedly rendered more difficult by the cumbersome and time-consuming arrangements entailed in producing multilingual summary reports on colloquia and seminars.

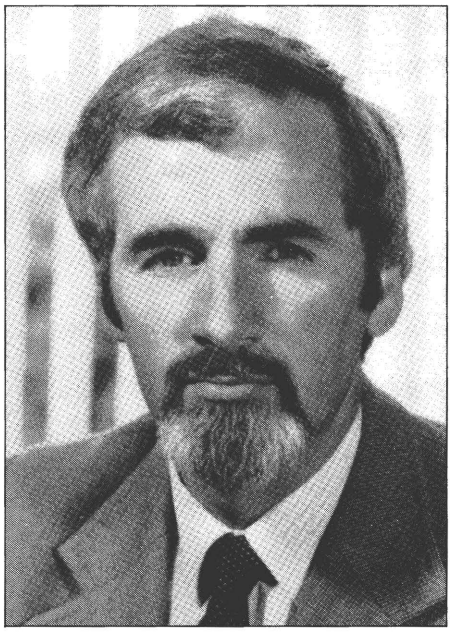
The quality of the network for the rapid dissemination of information, together with Cedefop's periodical publications, moreover, is an important factor, as these media help to reach workers throughout the Community at minimum cost. They bring current developments to their attention and may encourage feedback to the Community resources – in other words to Cedefop and its links. In this respect, however, these have not always played as active a role as we had hoped.

There is still progress to be made.

Of an entirely different nature and scope are the tasks awaiting all those who, directly or indirectly, are responsible for devising and stimulating vocational training policies in tune with our times.

Can the challenge of industrial redeployment, the challenge of Europe's future, be said to have been met when even today, 30 % to 50 % of young people in each age group come onto the labour market in most Member States without completing their initial vocational training and without having acquired a sound general education?

Mass unemployment among young people, grave shortcomings in the acquisition of qualifications: these are the major challenges.



Training

Helping to create the future

Interview with Arthur O'Reilly

Dr O'Reilly, in the late 1960s there were hopes – or was it merely an illusion? – that joint vocational training policies would contribute towards the development of social policies and European integration. Do you think any of the hopes expressed then are still likely to be fulfilled?

I think that a good starting point is to remind ourselves that despite its title and the public attention which regularly attends lack of agreement on this or that economic issue, the EEC is not concerned exclusively with economic affairs. Social issues have been given an important place in the founding Treaty. For example, in the preamble to the Treaty all the Member States declare their resolve 'to ensure by common action the economic and social progress of their countries by eliminating the barriers which divide Europe'. I think that vocational training is probably one of the clearest examples of a policy which links the EEC's economic and social objectives because, on the one hand, it sets out to provide changing economies with the knowledge and skills they require while, on the other, helping individuals to develop their capacities and inclinations to the full, and match them to available opportunities. Now, I personally find it hard to see how the development of European social policies and indeed European integration can be achieved without a joint approach to vocational training.

DR ARTHUR O'REILLY,
Chairman of the Management Board of Cedefop, who is also Manager of Planning Research & Development in AnCO, the Industrial Training Authority in Ireland

The basic principal underlining the Treaty is the free movement of people, services, goods and capital. If you remove tariff barriers you inevitably give rise to problems of industrial adaptation, to which training and re-training are important responses. If we reduce, or try to reduce, disparity between richer and poorer regions, we need economic and social programmes in which vocational training has a significant role. If we talk about creating a common labour market, we must think in terms of considerable intra-Community migration, with its attendant requirement of vocational training. And right across the Community there are disadvantaged categories of persons where a common vocational training approach is absolutely essential, if they are not to be further disadvantaged within a common labour market.

That sounds very good, but is it not just a statement of objectives such as one might have had 10-15 years ago! Everyday we hear of agreements on how many tonnes of cod may be fished or how much a farmer should get for his milk, and yet in terms of actual decision on vocational training, not very much has been achieved. Do you think really that a common vocational training policy is feasible? Indeed some people have expressed doubts as to whether it is desirable?

One could argue that an 'agreement' was reached as far back as 1963, when the Council adopted a decision establishing a general principle for implementing a common vocational training policy. Many of the themes in that decision are today very relevant, for example, initial vocational training for all, closely linked with general education, continuing training, harmonization of training levels and examination standards, mutual recognition of standards, etc.

I would certainly agree, to go back to your question, that actual progress has fallen far short of what was intended. I think myself that in retrospect the aspirations, though acceptable in principle, were unrealistic in practice, because they failed to take sufficient account of the cultural, social and institutional differences between Member States.

A more recent Community communication which states: 'Respect for the diversity of the educational and vocational training systems and practice is a corner-stone in the policy of the Community. It cannot be otherwise if Community policies are to work', is a much better recognition of reality. Each Member State has developed its own unique vocational education and training system which enshrines cultural values, which are not open to political trading in the same way as fish, to take your example. Now, this is not to say that elements for these systems do not need to be improved. I think all Member States are continually seeking to adapt their systems to changing times, but they are less open to a

controlling influence from the Community centre than many other policy areas. At the same time, I think a common approach to vocational training is essential if the common market is to function efficiently, for the reasons mentioned in response to your first question. But this common approach must take account of cultural differences. This to me underlines one of the things that we have been saying in Cedefop for quite some time – that what is needed badly, and perhaps this is the first requirement as far as a common approach is concerned, is a much greater awareness and understanding of vocational training in the Member States and the values underlying them. I accept that this is more difficult to achieve, however, than it appears.

Do you think in that connection that a problem is a definition of the role of vocational training and perhaps the changes which it has undergone during the last 10 years, say since the crisis of the mid 1970s which changed the position from one of almost full employment to one in which now there are far more people looking for jobs than jobs available?

Is its role to fit round pegs into round holes? Is its role like a policeman regulating traffic, or does it have a broader and perhaps a more developmental role?

Once upon a time, there were a lot of round holes, and I think the problem then was seen to be one of finding or adapting the pegs to fit them, basically through vocational guidance, education and training, selection and placement. To stay with your analogy, I think we now have a situation where there are not enough holes to go round, and even the holes that are there are tending to change shape on an increasing basis. Vocational training to me is still very much concerned with giving people the skills, knowledge and the attitudes to find, keep and advance in employment. It is concerned with helping people to adapt to the changing needs of the work place, whether it is due to changes in technology, new forms of employment or whatever. I think it's also now playing a growing role in making new holes, for example in promoting community and local employment initiatives, and we must not forget that even in a situation of high unemployment there are still skill-shortages that must be faced and met, through vocational training.

How important is the role of the social partners in terms of defining vocational training policies and, perhaps in broad terms, in their implementation?

I think I can answer this one very briefly. Vocational training is an essential element of labour market policy and I can't envisage a labour market policy which does not have employers, workers and governments playing complementary roles in developing vocational training policies which are relevant, practicable and politically acceptable.

Cedefop is sometimes held up as a model of cooperation between social partners and governments at Community level, but at national level, do you know of similar models of cooperation?

Well, my own organization, AnCO, has a tripartite board and a number of tripartite sectoral advisory committees. I know of similarly constituted boards in training organizations in other countries.

Is there a certain amount of window dressing in this respect?

I don't think so, because I consulted my governmental colleagues on the Cedefop Board recently about this in a slightly different context, and we were absolutely unanimous in saying that this tripartite arrangement is a very sensible basis on which to build cooperation in vocational training.

On a theoretical basis I am sure everybody will agree, but do the social partners really have the resources in terms of personnel and time to become involved, particularly in countries where the social partner organizations are less wealthy, in the sort of planning and decision-making processes necessary for implementing vocational training policies?

Yes, there may be some practical problems here. I would still not wish to depart from the principle which says that we would like to have the social partners closely involved. It may be that for practical reasons we may have to find other ways than involving everybody directly, but I would not envisage, and I would not like to see envisaged, a solution in which full consultation between government, employers and workers in any Member State was not carried out and the respective views of all three made an integral part of the consultative process that goes into, for example, putting Cedefop's work programme together. I think the inputs are essential. How we achieve the inputs is perhaps something which is open for discussion for the practical reasons which you mentioned.

Could we look at Cedefop's role over the last 10 years? You have been involved with its Management Board for most of that time. What is your assessment of the Centre's activities?

Well, it would probably take me a long time to answer this fully, but I recently had the pleasure of attending press meetings to mark Cedefop's 10th anniversary, and I repeat now what I said then that Cedefop can be justifiably proud of its contribution to the development of vocational training. The Centre's list of publications in itself is testimony to the very wide scope of vocational training matters to which such a small institution – and it is a small institution – has contributed, and on its ability to identify and respond to changing needs and priorities throughout the Community. This, as I said too at the press briefing, could only have been obtained through the good work of Cedefop's own staff, the ready cooperation we receive from those involved in vocational training in the Member States, the Commission and not least the committed involvement through the Management Board of governments, trade-union, and employer organizations.

The idea of Cedefop goes back quite a long way – and I don't intend to go into that here – but it goes back in fact to the Paris conference of the Heads of State or Government in 1972. The social action programme which was adopted by the Council in January 1974 noted the priority 'to implement a common vocational training policy with a view to obtaining progressively the principal objectives thereof, especially with approximation of training standards, in particular by setting up a European Vocational Training Centre'. I have already said that if the Community is to achieve that objective, it needs a much better understanding of vocational training policies and systems and on that note, I would refer to the particularly valuable role that Cedefop has to play, and has been playing in reaching a common policy, through fostering the exchange of information and experience.

This is above all an exchange between Member States. Are you suggesting then that Cedefop shouldn't perhaps be judged just in terms of its contribution directly to Community policy making, but also on its indirect contribution to that process by favouring and supporting the exchange of information between people within the Member States?

Absolutely. I think one without the other really is not going to work. Cedefop is fast becoming the European databank on vocational training which individuals or organizations can immediately use as a source of ready information even if it is only a name, a contact point, a reference concerned with the vocational training area. There are 20 000 individuals and institutions who get regular information through Cedefop on the latest developments in vocational training throughout the Community and elsewhere.

The seminars and conferences that Cedefop runs itself, the contribution that Cedefop's staff make to conferences in Member States, I think, have made a very notable contribution to information exchanges. The cooperative documentation network which Cedefop is setting up between the Member States and which is now well advanced is, I think, going to provide an excellent and invaluable information resource centre, and in 1985 Cedefop will organize a programme of intensive study visits at the request of the Commission for those involved in vocational training, directly to enrich knowledge and experience on priority issues, and to promote further cooperation and exchange.

You have emphasized in Cedefop's programme the area of exchange of information, the documentation network and so on. What do you expect to be the local areas during the next few years? What if you like should Cedefop concentrate on in the next 5 to 10 years?

Well, I don't think I will try to answer that question, because the Board is currently in the process of putting together guidelines for the work of the Centre in the next three years. Could I just say one thing, on a very personal note, that as the Centre was set up to develop and I emphasize the word develop, vocational training, I would personally like to see Cedefop taking a longer term look at vocational training, – for example to the year 2001. When the Centre was being established, the European Parliament stressed the need for the Centre to enjoy autonomy and to have the power of initiative, anticipating perhaps the need for new and more imaginative solutions to the kind of employment and training problems we now have. I think we should use that gift which the Parliament wanted to give us, and let's face it there could hardly be a greater need than now for expanding the horizon of possibilities.

You wouldn't necessarily emphasize then the need for quick results. It has often been said that, even in a small organization like Cedefop, which has tried to produce reports quickly, the very process at Community level of data collection and discussion tends to produce reports too late. Is there not a danger in what you are suggesting that we will become more academic and removed from reality?

No, I would not wish that. One of the great advantages that Cedefop has is that it has a very practical approach. No, what I am arguing for is a balance between the short and the longer term. I think that to concentrate all our resources on the short to medium term without paying some attention to the longer term, would be unwise. All of us are very much concerned with today's problems and indeed tomorrow's problems but we also need to look further down the road. It doesn't have to take very many resources. All it takes is a bit of courage and imagination.

Learning from Europe

Interview with Felix Kempf

In the late 1960s vocational training started to change in many Member States of the European Community. Its development also received a considerable boost at Community level. After being ignored for some time, a common vocational training policy began to attract greater interest. What do you think led to this rediscovery of vocational training at Community level?

After the initial euphoria, the workers of Europe found that many of their hopes had remainded unfulfilled. The only area of education mentioned in the Treaties of Rome by the founding fathers of the Community was the very important vocational training sector. In other words, they expected a common vocational training policy to be established. This goal was also taken up by the European Economic Community in various programmes of action and schemes. But, other than writer about it, little was done, although the 1963 'General principles for the implementation of a common vocational training policy' and the subsequent programmes of action in fact contained some very radical ideas. This, then, was the first disappointment in this area.

After various unsuccessful attempts, fresh thought was given to the subject in the late 1960s. It was realized that this was not a task the Commission could perform solely with the advice and support of the various groups involved. Appropriate capacities had to be installed to service the administration and the Brussels authorities and provide them with scientific and technical support. This was the only way to set about fulfilling the vocational training mandate handed down by the Treaties of Rome.

FELIX KEMPF
spokesman of the Employees' Group on the Cedefop Management Board

The European trade unions played a crucial part in the establishment of the Centre. You yourself, Mr Kempf, followed this development from the start. How was the idea of setting up a centre of this kind received by the trade unions at the time? Was it a completely uncontroversial issue? Was the need for a centre accepted equally everywhere?

The vocational training systems in Europe had evolved differently. Nevertheless, the idea of a vocational training centre was greeted enthusiastically by all the trade unions. It was also approved by the employers, in the Economic and Social Committee, and particularly by the small and medium-sized firms among them. It was realized that major improvements and reforms were needed in vocational training if Europe was to keep up with the rest of the world and if the workers were to have the training they needed as a basis for their working lives.

Mr Kempf, you are regarded as an enthusiastic European. As a trade unionist you are active at national level in the Federal Republic, and you are bound to look beyond the national frontiers. On the whole, would you say that trade unions in Europe, at all levels, do enough for the vocational training of the workers?

From the outset the European Trade Union Confederation has been very active in education and particularly in vocational training. Only recently it has drawn up a new memorandum on education and vocational training questions. Without its intensive efforts in Brussels Cedefop would certainly not have been established. But it is also true to say that in the countries where the government is largely responsible for the whole education sector, including vocational training, the trade unions long directed their demands at the government and did less for this sector themselves. But I think the situation has changed considerably over the years. The interests and concerns of the workers make it necessary for the trade unions to take a very serious interest in their trainig. The trade unions must themselves take action and be prepared to join with the social groups concerned and the governments in creating cooperative institutions to ensure an advanced form of vocational training for the workers and especially the younger generation. Such intensive efforts have now become an integral part of general trade union policy. It would, of course, be welcome if this was truer of all levels than has perhaps been the case here and there in the past.

The Centre's Management Board is a model of cooperation between the two sides of industry and the governments of 10 countries. Do you know of any similar models of cooperation at national level, or do you think that the Centre could be generally proposed as a model for the vocational training system?

Yes, the Management Board, or the special structure of Cedefop, can serve as a model for cooperation in vocational training in the Member States. What is more, I can say that the Federal Republic has imitated initiatives taken and models constructed by the European Community. The Advisory Committee set up in 1963 under the Treaties of Rome and the 'General principles' also served as a model for a similar vocational training committee in the Federal Republic, although the trade unions had been consulted no more than sporadically beforehand and only on certain aspects of vocational training . . .

Cooperation at European level was taken as a model to advance policy at national level? Was this learning from Europe where vocational training was concerned?

Very much so. That is actually what happened. We had repeatedly said to our government: 'In Europe the various groups sit down together, make proposals, deliberate – that is how it should be with cooperation at national level.' This led to the creation by the ministries of an advisory committee on which the unions and employers are represented and eventually to the passing of the Vocational Training Act and the setting up of the Vocational Training Committee and recently of the Central Committee of the Federal Institute for Vocational Training. I, therefore, assume that, where they did not already exist, joint forms of cooperation in vocational training introduced in other Member States were based on the European model, as they were in the Federal Republic.

Cedefop can look back on 10 years of work that began at a time of major challenges to vocational training. The situation has become more difficult, not easier. How do you judge the Centre's activities in the last 10 years?

After a very difficult period of initial development, which was, however, accomplished magnificently by the joint efforts of those involved, Cedefop has done what it could with its relatively small staff. It has carried out numerous analyses, made suggestions and come forward with proposals. That only a small proportion of these has been translated into policy is not the Centre's fault: it is due to the lack of political will to draw conclusions from the knowledge acquired. This, I believe, is an area on which the Centre's activities should continue to focus in the future. Europe's political leaders and those directly concerned at local level must ensure that young people are not left without adequate training, standing on street corners without any prospect of work and earning a living. The younger generation most certainly expects help and support from society and from the national and European institutions, and here too the Centre must continue to make an independent contribution by drawing attention to the situation and suggesting solutions to the problems. It must then be for the political forces to draw the logical conclusions. It is also high time comparable training certificates were recognized throughout Europe – something that everyone concerned has been trying to achieve from the outset.

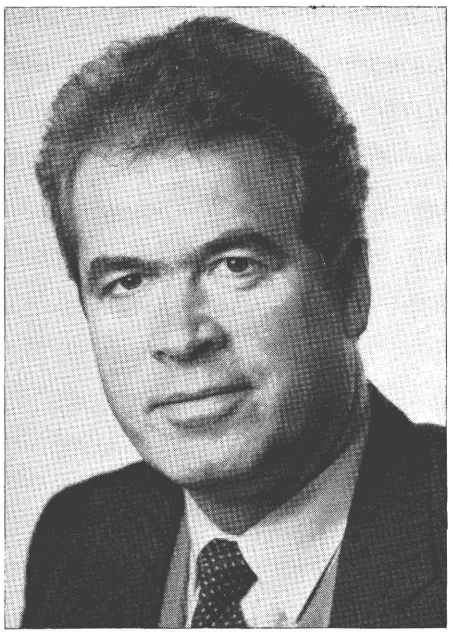
The economic situation has not improved in the last few years. If anything, it has grown worse. The demands made on vocational training are even more varied than before. This naturally raises new problems for vocational training and also for the activities of the European Centre. Where do you think its new tasks lie?

I have already mentioned one of the essential tasks of a basic nature to be performed by the Centre. I believe that here too there are major new areas of activity for Cedefop. We must safeguard the essence of vocational training for the future. We must achieve a situation in which the workers are responsible for the application, control and design of new technologies. Our occupational qualifications become obsolete far more quickly these days than in the past. We must make provision for the continuing vocational training of adults. We must also think of the disabled and disadvantaged, be they mentally handicapped or young foreigners. We have not yet succeeded in integrating them fully into the social system. Above all, we must make the transition from training to working life easier because the fact is that the number of trained people who become unemployed immediately after their vocational training is rising in every country. These are just a few examples. We must, of course, train the trainers and prepare them for their new tasks in the new technologies, because even they have yet to be trained in these technologies. I believe the Centre has a pioneering role to play here by giving advice and making suggestions on both the theoretical and the practical aspects of vocational training. I should like to see Cedefop becoming even more of a meeting place for everyone concerned with vocational training in Europe than it is now.

It might be said that failure only ever has one father, while success has many. You yourself, Mr Kempf, were also involved in the process that led to the establishment of the Centre. Are you satisfied with what has become of it?

If we are going to talk about the 'fathers of success', we should not forget its 'mother'. My colleague Maria Weber, former Vice-President of the German Confederation of Trade Unions, undoubtedly played a crucial part in the establishment of Cedefop. It was on her initiative that the question of the establishment of a European centre was raised and approved in the Economic and Social Committee. At that time she was rapporteur and later, as chairman and vice-chairman of Cedefop's Management Board, she also played a decisive role in the Centre's development and in the hard and good work it did.

Let me add this in conclusion: unlike many other initiatives taken by the European Community, where the impression is still that a great deal of talking is done, a great deal of paper is produced and a great many meetings are held without much really being done, the Centre is doing something practical for the future and so helping young people and workers in the Community.



Making the grade

Interview with Helmut Brumhard

The establishment of the Centre was both a kind of European response to the belief in progress, educational euphoria and reform policies in some Member States in the late 1960s and an expression of the hope that it might give added impetus to the common vocational training policy. What has come of this hope? Has it been fulfilled?

The Treaties of Rome underlined the special significance of vocational training in the European Communities. This has never really been forgotten. The convergence of the Member States and particularly the idea of the free movement of their citizens then brought pressure to bear on the Community authorities to achieve practical results. I believe it was mainly this that led to the establishment of the European Centre. As an institution it was a landmark in the development process, but it first had to find a basis for its activities.

How did German employers react to the establishment of a Centre of this kind at the time? Did they have reservations, were they sceptical, or were they too inspired by the revival of a European concept?

I must admit that the Centre was not expected to achieve a great deal. In view of the resources that would be available for the forseeable future, it was clear that any major task could only be tackled in a very modest way. But even the tasks set out in the Centre's constitution, the Commission's lack of sophisticated ideas on policy, like those now to be found in resolutions adopted by the Council of Ministers, indicated that the Centre would have great difficulty in finding the right way to meet the requirements of both the Commission and the groups that were now beginning to cooperate at European level. I think we were right not to set our sights too high. It was the best way to avoid being too disappointed by the Centre's efforts later.

HELMUT BRUMHARD
spokesman of the Employers' Group on the Cedefop Management Board

While we are on the subject, Mr Brumhard, is there any specific contribution by the Centre of which you as a representative of the German employers can say: that is what we expected, that is something that will benefit us and those whose interests I represent?

The Centre has various tasks. I should not, therefore, like to single out any one contribution. I consider the constant supply of information, *Vocational Training* and *Cedefop News,* very important, particularly because I assume that they reach a large public and that Cedefop is thus involved in the construction of the citizen's Europe, whose continued development will not, after all, depend solely on resolutions, regulations and Council decisions.

What are needed are comparative descriptions to show what is going on in the various Member States. The Centre has produced a number of good analyses and studies that give an impression of this. I regard the 'Guide' through the vocational training systems of the Community countries, for example, as a standard work and one that should be constantly updated because it can help a great many people.

But there is also a great need for views to be exchanged, and personal contacts are more effective here than written communications. I feel that the many conferences and working sessions and also the regular meetings of the Management Board make a crucial contribution to the improvement of understanding and the extension of the Centre's role as a platform for the development of vocational training in Europe.

You said recently that European cooperation in the area of vocational training policy cannot simply seek to harmonize the national education systems. You see the main purpose of a common vocational training policy as being to ensure that the various systems develop side by side, strengthening each other through competition. Does this not imply that we must know more about our neighbours so that we can stand up to them better or perhaps even cut ourselves off from them?

Certainly not. We hope that Europe will become a union, in which national peculiarities will undoubtedly have their place but in which a common European spirit also prevails. Only if they pull together will the European countries be able to solve the major problems they now face and meet the requirements of the future.

However, the chequered history and development of our countries have left Europe with an extremely rich cultural heritage. I believe we must recognize and bear in mind that the Community will derive greater benefit from the variety and the competition it entails than from the harmonization of our cultures. The same is true of the vocational training systems, to which special cultural importance is rightly attached. It must also be realized that many of the problems our countries face in the vocational training sector are the same, or similar, and that it is, therefore, right to seek joint solutions. It is now generally accepted that everyone can learn from the experience of others and so improve his own system.

Can you give an example of external impulses playing a part in the development of the German vocational training system?

In recent years we have been taking a particularly critical look at our system in the Federal Republic. It was important to know in this connection what ideas were gaining ground in neighbouring countries. I think I can say that the stabilization of the dual system in my contry has been influenced by experience and ideas in the other Community countries. The examination and criticism of one's own system may, therefore, be helped in one way or another by findings in other countries.

Where specific requirements are concerned, we can deliberate and formulate objectives together. The most recent resolution adopted by the Council of Ministers reveals a level of agreement in the Community that would have been considered impossible a few years ago. It does not just express idealistic hopes or make programmatic statements but enumerates specific objectives, measures and requirements. I see this as a sign that we have made definite progress towards a common policy which does not seek to harmonize the systems in all the countries but to meet vocational training requirements at local level.

Has vocational training in your country undergone major changes in the recent past, or has the basic structure of the system been retained?

The system has been retained, its validity confirmed. It has not only accepted but satisfactorily met the extraordinary quantitative and qualitative challenges of recent years. This has been a demonstration of the efficiency and sense of social responsibility of all the mainstays of the dual system, particularly the employers and trainers.

We are very pleased that the employers have shown themselves to be the force behind development. Qualification requirements are determined by technological changes, the way in which firms are managed and work as it is done in practice. We, therefore, believe that the organization and development vocational training must be dictated by the employers' needs and opportunities, and this is the case with the dual system.

Only 10 or 12 years ago the dual system came under violent attack, even from foreign experts. A growing body of opinion abroad is now convinced that the dual system has its advantages. Some even describe it as the best system. How do you view this assessment?

I believe it is the outcome of level-headed thinking. The dual system may, therefore, be taken as an example of how a system can attract interest in other countries. As a German I certainly feel this assessment obliges me to give a particularly detailed account of our system when the need arises. We shall also go on trying to learn from others.

Cedefop's Management Board is a model of cooperation between the two sides of industry and the governments of 10 countries. Do your know of any similar models of cooperation at national level, or do you think that the Centre could be generally proposed as a model for vocational training?

In the Federal Republic of Germany we have the Federal Institute for Vocational Training, and the composition of its Central Committee immediately reminds one of Cedefop. I consider it very important that the on-going exchange of ideas, discussion and also coordination between the two sides of industry should be a positive experience. Equally important is that the appropriate government agencies should also be represented, whether at national or European level. I believe this is the most promising way of ensuring buoyant and lasting development. Cedefop and various national institutions are good examples of such cooperation. They may be helpful, and they should be studied.

Despite the trouble it sometimes takes to reach joint decisions?

Yes, despite that, because experience has shown joint decisions to be the best basis for the promotion and development of vocational training. Failing to recognize this or ignoring it when policies are formulated usually causes even more trouble in practice.

Let us now take a brief look at the future. What new areas of activity could the Centre explore, what new initiatives might it take?

The Centre's tasks are defined in its constitution. It must also be realized that certain expectations and requirements are voiced by Europe's political decision-makers, especially the Commission, and the Centre may not, therefore, break completely new ground. On the other hand, I feel that we have become not only capable of working at the Centre but also of setting our own joint objectives. We have completed our first three-year programme. We will soon be tackling the second. We shall have to cope with new and changed perspectives and developments, but I do not see us undertaking completely new tasks. The emphasis will, of course, be on meeting additional requirements due to the accession of Spain and Portugal to the Commmunity. Another item that will always be high on the agenda is the need for vocational training to reflect technological development. Cedefop will attach growing importance in this context to encouraging contacts between experts in Europe and, for example, its participation in the planned Community programme of study visits. I also think it particularly important for the Centre to make more effective and efficient use of its existing opportunities. It should step up its information and documentation activities, for instance. I believe this is what the Centre's primary function should be: it should eventually become a clearing house for information on vocational training and developments in Europe. There is no reason why information on trends in our various countries should not be passed on more quickly and systematically. We have the media we have developed at the Centre, although they need further improvement. The Centre must help the appropriate authorities to take their decisions. The emphasis should, therefore, be less on

ambitious general descriptions which do not reveal the empirical background and more on summaries or general information on aspects that enable comparative evaluations to be made and so help those who have to take the decisions. The study of the development and equivalence of occupational qualifications is a special area of activity that is mentioned in Cedefop's constitution.

In education the normal practice is to give marks for performance. Could it be said that the Centre has made the grade?

Yes, it has.

Cedefop: 10 years after

Jean Degimbe

In my speech at the official inauguration of the European Centre for the Development of Vocational Training, on 9 March 1977, I expressed the hope that 'in the course of the next few years the Centre may become the pole around which the tasks of reflection, research, study and meeting in the field of vocational training will be attracted, thus permitting the establishment of a common European policy on vocational training'. You will be able to judge for yourselves, from the range and quality of work described elsewhere in this anniversary issue, the extent to which that hope has been fulfilled.

Anniversaries are occasions for reflection upon the achievements of the past. I would like to take this opportunity to put on record the Commission's appreciation of the work which the Centre has undertaken over the past 10 years in order (and here I quote the Council Regulation establishing the Centre) 'to assist the Commission in encouraging, at Community level, the promotion and development of vocational training and of in-service training'.

But anniversaries are also opportunities to examine the challenges we face in the future, and our capacity to meet them. It is on the future of the Centre which I would like to concentrate.

JEAN DEGIMBE:
Director General, Directorate-General V, Employment, Social Affairs and Education. Commission of the European Communities.

In the first issue of *Vocational Training* published by Cedefop in 1977, I offered a brief analysis of the employment and vocational training issues then facing the Community. In those days it seemed realistic to expect the restoration of full employment 'by 1980 at the latest'. How times have changed! What has not changed, however, is the central role of vocational training – in assisting individuals to develop personally and professionally – and in enabling the Community to maximize the potential of its human resources.

Over the last decade Cedefop's work has ranged very widely. I would like to look briefly at four areas in which the Centre has already been active, and in which we can expect increasing interest in the years to come.

The first concerns the preparation of young people for adult and working life. A conference on 'youth unemployment in relation to vocational training', held in December 1976, was one of the first major projects undertaken by Cedefop. Despite massive efforts by all concerned, youth unemployment continues to worsen.

There are now more than 5 million unemployed young people in the Community, and no prospect of a substantial improvement in the short-term. In response, Member States have developed major new programmes of education, vocational training, and work experience for young people. Through its analyses, and the discussions it has held with social partners and national officials, Cedefop has become an important point of reference throughout the Community for all those concerned with youth training.

Secondly, Cedefop has also undertaken valuable work on continuing education and training. The pressures of technological change mean that millions of adults in the Community's workforce will need to update their skills and knowledge – and many will change career completely – in the coming years. Cedefop has been actively involved in this area for years, and in March 1984 organized a major conference on the theme which aroused widespread interest. Cedefop has also acted as a pioneer of positive action for women, carefully assembling a mass of evidence to show how training can serve as a powerful instrument to promote equality as well as a more efficient use of human resources in the work place. I have no doubt that the Commission, the Member States and the social partners will continue to draw frequently upon the Centre's technical support as we seek to develop policies in this area adequate to a situation of continuing mass unemployment and technological change.

Thirdly, our Cedefop colleagues have helped us expand the boundaries of vocational training by exploring the contribution which training can make to the creation of jobs. It has been estimated that

in the decade up to 1983, Western Europe lost 1.5 million jobs, while Japan added 5 million and North America 18 million. Improving the job-creating capacity of the Community remains a priority concern for the Commission and we shall obviously be seeking to benefit from Cedefop's investigations in this area, for example on the contribution of vocational training to regional development, in the different aspects of our work on policy approaches designed to create more jobs.

Finally – though this theme underlies all the others – Cedefop can render an enormous service by focusing attention on the quality of training. I have already argued that, for diverse reasons, we can expect a substantial increase in the demand for vocational training in the years to come: from enterprises, struggling to meet the challenges of technological change and international competition; from young people, seeking a good basis of skills and knowledge as they enter working life; from the unemployed; from adults, seeking to update or add to their competences, so that they can be the masters and not the victims of change; and from the many communities blighted by particularly severe unemployment, which seek to exploit their most valuable resource – their people. However, resources – financial and human – are unlikely to keep pace with these growing demands. This is why Cedefop's work in this area, for example on the training of trainers, and on the costs and financing of vocational training, is so valuable.

In meeting these challenges, Cedefop benefits from a number of major strengths. The Centre has an expert staff, a unique body of detailed information on vocational training issues and programmes, and a wide network of international contacts, involving every Community Member State and many third countries. It has also developed much experience in ensuring good communications between people of different nationalities, cultures and professional backgrounds.

Most important of all is the fact that the social partners are fully and actively involved in the Centre's work, at every level. This is what enables Cedefop to play a unique role by providing a forum for a practical social dialogue at Community level and by facilitating the exchange of ideas and experience between all those working directly in the field of vocational training. It is this too which should ensure for Cedefop an important place in the future development of the Community.

Vocational training and young people's employment problems

The relationship between youth unemployment and vocational training

Burkart Sellin

We cannot create jobs by training young people. At best, training makes them better able to compete for jobs. Although vocational training had its shortcomings even at times of full employment, they were concealed by the fact that, like everyone else, early school-leavers without vocational qualifications found jobs with relative ease. The public in the Member States of the European Community did not become aware of these deficiencies until the mid-1970s, when general and youth unemployment levels rose dramatically and the first to be affected were those with a poor vocational training.

The crisis facing young people in the labour market is aggravated by the fact that 40 % of all young people in the Community leave school at the end of their compulsory education without any prospect of further education or vocational training.

Unfortunately, the policy-makers often draw the wrong conclusion from this situation: an improvement in the vocational training of young people is all too frequently regarded as the way to combat youth unemployment, the emphasis is placed on the number of training places available rather than the quality of the training provided, and the measures taken are not incorporated in other policies – employment, education, social and economic.

An average of 40 % – betwees 15 and 50 % depending on the country – of young people leave school without a vocational qualification or fail to reach the required level for various reasons. About a third of all young people under 25 are unemployed or involved in preparatory vocational schemes, practical courses or job creation programmes with no prospect of permanent employment or vocational training that leads to a qualification. Some 60 % of these young people are women, most of whom have good to very good school-leaving certificates but still find it comparatively difficult to gain admission to vocational training and to acquire any practical experience. Young foreigners, or young members of ethnic minorities, are also over-represented.

However, youth unemployment and the difficulties young people encounter as they begin their working lives are not a minority problem unless young people as a group are considered to be a minority. Nor is it a social problem or a problem of the disadvantaged or disabled, although young people at a disadvantage because of their origin or their health are similarly over-represented among the young unemployed.

Nor are youth unemployment and the initial difficulties young people face due to motivational problems caused by their attitudes and patterns of behaviour. Where motivational problems do exist, they are generally a reaction to the conditions prevailing as the transition is made from school to working life.*

Young people who leave school on completing their compulsory education want a job more than anything else, and preferably a worthwhile job and a steady remuneration for their labour so that they can stand on their own feet and be independent of their parents, public assistance and other forms of support and, if possible, one that offers the prospect of training. But despite their willingness to work hard and even where they have relatively good school-leaving certificates, as many young women do, they are either denied such jobs or offered precarious employment in which working conditions are poor, the threat of redundancy always

* See CEDEFOP (ed.), *Occupational choice and motivation of young people, their vocational training and employment prospects,* Berlin, 1980.

looms large and they can neither use qualifications previously acquired nor build on them, which naturally has an adverse effect on their motivation and willingness to work.

Description and critique of programmes in certain Member States of the European Community

The Member States began by reacting differently in the fight against youth unemployment in the 1970s: the countries with the highest unemployment levels – Belgium, Britain, Ireland, Italy and France – tried to help young people directly with job creation programmes, preparatory vocational schemes and short-term measures to integrate them into society and working life by offering to pay them or the employers part of the costs involved.

Expecting an early economic upturn, the countries with comparatively low unemployment levels and more advanced initial and continuing training programmes, like Denmark, Germany and the Netherlands, widened their range of initial and continuing training, adding special preparatory vocational schemes in some cases. The first group of countries thus sought to overcome the crisis primarily with employment policy instruments, while the latter group largely used their education and vocational training policies to ease the burden on the labour market.

Common to all the Member States, however, was the fact that, because of the general economic situation, the social and demographic trends, developments in the labour market and the tendency to restrict public spending, these programmes, though originally intended as short-term and *ad hoc* educational or labour market measures, became independent entities and were in danger of becoming permanent fixtures, with in some respects unfavourable repercussions on the established education and employment systems: what emerged was a grey area of special programmes and education, training and employment schemes too many of which could neither provide vocational training nor ensure the lasting integration of young people into society and working life.

This grey area has so far been characterized by what tends to be sociotherapeutic measures for 16- to 19-year-olds:

The various work experience and vocational preparation schemes developed for unemployed young people in the United Kingdom under the Youth Opportunities Programme up to 1983 and gradually incorporated in the Youth Training Scheme since 1983;

The French Government's programmes *(stages)* for the integration of young people into society and working life, which similarly include practices and vocational preparation measures of debatable quality and are unable to provide training that leads to a qualification and is recognized in the labour market (cf. the 'employment pacts' for young people introduced in 1979 and the *plan avenir jeunes* introduced in 1982);

The employment/training contracts in France and Italy, under which government assistance was to be provided to make it easier for young people to start a career, but which often did no more than cheapen their labour without guaranteeing them the prospect of integration into the labour market in the longer term.

These measures have thus tended to make the employment of young people mor flexible and to cheapen their labour, often having the effect of depriving older workers of their jobs without affording young people any better protection even in the long term: part-time work and job-sharing, for example, are commonly offered to young people.

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. . . if their employers can prove that they have offered young people permanent jobs.

More favourable examples in the recent past have been the 'solidarity pacts' that have already been introduced in France and Belgium and are under discussion in Italy. Under these pacts older workers can retire voluntarily and receive pensions if their employers can prove that they have offered young poeple permanent jobs. In addition, more is being done in France to enable older workers to participate in continuing training schemes, during sabbaticals or educational leave, for instance. The employment authority in the United Kingdom is planning a similar scheme.

Of late growing importance has been attached in the abovementioned countries to vocational training as a means of achieving development and creating new jobs, the aim being to make local and regional or sectoral labour markets more dynamic. This is particularly the case where new methods are being introduced and applied in microelectronics and communications technologies. Assistance in the form of loans, advice and continuing training is also provided for the establishment of collectives, local employment initiatives and firms run by the employees (see Cedefop, *Vocational Training,* No 16). Ireland's Youth Employment Agency and special levy for the employment of young people are examples in this context.

The assistance given to small and medium-sized firms, which are considered more likely to create additional jobs than large companies, also comes under this heading.

The plans to reform initial vocational training that have been implemented under recent vocational training schemes, particularly in France and Belgium, where the apprenticeship system has been overhauled, and announced in Britain as part of the New Training Initiative (MSC, 1982) are increasingly dominated by the purely economic argument that competitiveness with Germany, Japan and the USA must be improved. In these countries and in the Netherlands and Denmark there has been a general decline in the number of training places for apprentices as a result of the downward economic trend. Thus the number of young people beginning an apprenticeship in Britain fell from over 150 000 in 1979 to under 100 000 in 1983 (see *Employment Gazette,* 2/84).

In Italy the apprenticeship system still plays a quantitatively significant part in an industry that is dominated by small and

medium-sized firms, but the quality of the training provided and its usefulness in the longer term are questionable. New full and part-time training centres have been set up under the regional responsibility of the appropriate vocational training assessors, and although they enjoy a very good reputation, there are not enough of them to replace or to act as a worthwhile compliment. In the debate on the reform of the upper secondary level the attempt is being made to forge a new link between general education and vocational training, possibly including on-the-job training. No end to this debate is yet in sight.

In Denmark and the Netherlands the apprenticeship system has been joined in the last few years by new forms of 'alternance training' (see Cedefop, *Vocational Training*, No 12, September 1983): the EFG system in Denmark and the KMBO pilot project in the Netherlands, both intended as genuine alternatives to the training of apprentices by traditional methods. The EFG system is comparable to training at a specialized vocational school in the Federal Republic, comprising one year of full-time instruction and another two years of part-time instruction, with an integrated phase of on-the-job training arranged by the school and controlled in cooperation with the employers. KMBO (= short intermediate vocational training) is also centred on the school, with a number of fairly long periods of on-the-job training, the whole course taking two years.

These are all approaches to a reform of initial vocational training with a view to achieving the objective the Member States have set themselves of enabling all young people between 16 and 18 to find a training place and/or employment by 1987 (see the Council resolution of July 1983 on vocational training policy in the 1980s).

Towards the (re)integration of short-term measures into a cohesive system of vocational training for young people and adults

In view of the social, economic and technological challenges which all highly industrialized countries face, it is essential for greater use to be made of vocational and continuing training as a dynamic instrument of an active educational, social, employment and economic policy. This would appear to presuppose that new training placement systems are accompanied by new financing facilities and instruments (see also the article on costs and financing in this issue).

A wide range of bodies sponsoring and providing training has emerged in recent years, and many different government agencies have become involved in the education and training of young people as they make the transition from school to working life, without necessarily being able substantially to improve their integration into society and working life. Although the undoubted need for flexibility should not be ignored, all these various institutions and opportunities should now be transformed into a cohesive and integrated system so that an active structural policy can be given the support it requires. Short-term and what amount to sociotherapeutic programmes are no longer enough. Perhaps concepts of alternance training being discussed in the Community (see p. 21 *et seq.*) can be combined to form a cohesive system of vocational training for young people and adults in such a way that due account is taken of the needs of specific regions, sectors and occupational groups on the basis of the cultural peculiarities of the Member States that can be attributed to their historical evolution. There will be no patent recipe for solving the problems young people encounter as they make the transition from school to working life until it forms an integral part of an overall strategy for renovation the structure of industrial society.

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Alternance training for young people and adults

Initial training for all young people and regular continuing training for adults with the aid of the 'alternance training' concept

Burkart Sellin

After almost a decade of comparative studies by Cedefop of the vocational training of young people against the background of the labour market crisis, it can be said that, although alternance training has found a place, in the education policies of all the Member States, the goals pursued with this concept are still highly disparate owing to the difference in the conditions prevailing in the Member States when it was introduced or to the difference in their political priorities (see in particular *Vocational Training,* No 12, 1983).

While some Member States – especially France and Belgium – regard alternance training and the linking of practical experience and training it entails predominantly as a means of integrating marginalized and disadvantaged young people into society and working life, others – like the United Kingdom, the Netherlands and, recently, Denmark – use it largely to achieve objectives pursued under their economic and competition policies. This is evident, for example, from the sometimes impassioned debate in these countries on the nature and level of training allowances or apprentices' wages during alternance training in its various forms. It is constantly pointed out in this debate that the training allowances paid to apprentices in the Federal Republic of Germany are far lower than in its northern neighbours (see also the studies by Cedefop on 'The material and social standing of young people during transition from school to working life').

The close link between the situation of older employees and that of young workers entering the labour market for the first time will by now be apparent. The allowances paid to young people undergoing alternance training – during which their status is usually similar to that of employees and for at least some of the time they do work that olders workers also do or could do – are closely related to the wages paid to adults in the sector concerned.

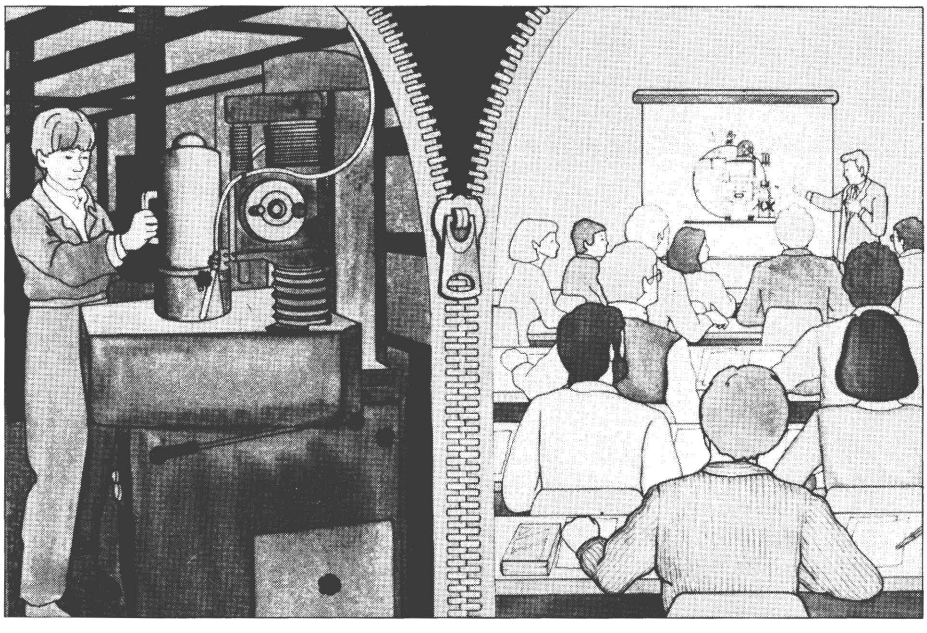
If governments are to do more to ensure that all early school-leavers, or school-leavers who would not receive any further training after completing their compulsory education, have the opportunity of undergoing initial vocational training in alternance form, this being the goal the European Community's Council of Ministers has set for 1987 (see the Council resolution of 11 July 1983 concerning vocational training policies in the Community in the 1980s), older workers may be pushed out of the labour market unless account is taken of their need for continuing training, retraining or in-service training to cope with the growing pace of change in society, the organization of work and technology. The link which alternance training forges between work, training and education is thus designed not only to facilitate the transition young people have to make from school to adult and working life but also to enable adults to return to the education and training system so that they may maintain or improve their qualifications and respond actively to changing requirements.

Alternance training should be regarded as a first step in the essential process of reorganizing continuing education and training. But we still have some way to go before this view is generally accepted, since political priorities have resulted in almost every programme being geared to the needs of young people, often without regard for the consequences which such preferential treatment is bound to have for older workers. Restrictions have in effect or, in fact, been imposed on older workers, many of whom are thus likely to see a further reduction in the continuing training opportunities open to them. A policy which gives preference to one group in this way may lead to conflicting developments. The buck is frequently passed back and forth between young people and adults: young people are accused of not having the right attitude towards work or enough practical experience (which is hardly surprising when there are not enough jobs), adults lacking of appropriate and sufficiently advanced skills to meet the latest requirements (again hardly surprising when suitable training opportunities are not open to them). The object of alternance training in the final ananlysis is to improve the link between education/training and work throughout working life. The priority that is rightly given to young people must not, however, result in the buck being passed to other groups of workers, such as women, older workers or foreign workers.

While all the decision-making bodies in the various Member States are likely to be aware of these links, they have so far paid little heed to them in actual schemes and programmes because education and training still tend to mean measures for young people or special schemes to get them off the streets and minimize their protest.

Conciliation of interests through the joint participation of employers and employees in the organization of alternance training for their mutual benefit

Employers' and employees' organizations should be involved not only in deciding the



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The objective of alternance training in the final analysis is to improve the link between education/training and work throughout working life.

level of training allowances but also in clarifying many other questions:

- the number of training places and the quality of in-company training;
- the type and number of trainees to be recruited and their permanent employment after training;
- involvement in the evaluation and assessment of trainees' performance;
- the type and number of older workers to be released for continuing training, retraining and in-service training (possibly under a quota arrangement), the linking of part-time work and part-time training, educational leave, sabbaticals, etc.;
- involvement in joint bodies which lay down training regulations, examination standards and occupational requirements;
- the local and regional integration of training schemes into development and labour market policy strategies, etc.

The participation of employers' and employees' organizations is specifically designed to ensure that, while the public authorities retain overall responsibility for training in schools and non-company training centres, on-the-job training and practical experience are appropriately administered and controlled. This is intended to ensure that the training objectives are actually achieved and to prevent activities unrelated to the training and target occupation from dominating.

The participation of both sides of industry is absolutely essential to the success of alternance training. Where this participation does not exist or is unsatisfactory, the practical application of the concept poses major problems.

Constant reflection of changing requirements in training curricula and objectives

The linking of education/training and practical experience opens the way to inductive learning, which enables knowledge to be derived from personal experience and does not subordinate practical action to the comprehension of theory, as is usually the case in the traditional, more deductive learning process in school. This provokes a constant feedback leading to the correction/adjustment and renewal of training curricula and objectives to bring them into line with developments in industry, since teachers are confronted with young people undergoing independent learning processes based on their practical experience, which are often inconsistent with processes of acquiring purely theoretical knowledge. Many young people do not, in fact, appreciate the need for theoretical knowledge until they have had practical experience, which therefore becomes an essential precondition for active participation in in-school learning processes.

The targets of abstract learning processes thus contribute knowledge acquired through practical experience to the process of learning the theory involved and cause their teachers to adjust their teaching to the changes that constantly occur in the outside world and to the trainees' practical experience of work.

Organization of places of learning, cooperation between schools and firms or inter-company training centres

Every pedagogue knows that changing places of learning during an education process is in itself an important pedagogical method, irrespective of the nature of the places of learning concerned. However, the interchange of places of learning in alternance training differs from that advocated on purely pedagogical grounds in that the practical experience of work and life gained by young people and adults is recognized from the outset as forming part of their training and is included in the teaching and learning process. Advantage is also taken of the positive interaction between real and abstract situations. The firm or administration or the specific project that is intended to lead to a given product, i. e. a good or service, is the focal point of the real situation. Although the abstract learning situation must be related to this real situation, it can also use the latter as a basis for the consideration of overriding technical, economic and social factors, for providing an insight into more general aspects, etc. This can be done both in (part-time) schools and in company or intercompany training centres. While very careful coordination of these places of learning is desirable, it is not absolutely essential as long as the staff at each place of learning knows what is being done at the other. What does seem important both for the general coordination of places of learning and for the necessary conciliation of interests, however, is that neither the firm nor the school should have a dominant influence on the training. The time spent in training in the firm should, therefore, be roughly the same as that spent in the school or training centre.

Reaction of the general education system and especially of post-secondary schools and universities

Could this form of training not be provided by the general education system? It undoubtedly could if the instruction included not only the theory and practice of the specialized subject or subjects but also actual projects undertaken by trainees individually or in groups as a practical exercise or at least in something other than the traditional classroom setting. As the education system now stands, however, such projects are usually confined to the final stages of university courses or to separate working groups, whose activities do not count directly towards normal tuition.

Constant demands are made for such project-based learning, and it is frequently encountered in non-State schools and some élite schools, but it is the exception in post-secondary State schools, although the interaction between learning and doing in this form of learning, as in alternance training, could be put to good use.

The crisis in the State education system is doubtless largely due to its apparent inability, or lack of opportunity, to relate theory directly to practice and to undertake specific projects. If this was made possible, other important functions now performed by the education system, such as the allocation of status, social reproduction and the setting of standards, would be queried or in some respects counteracted.

The attitude of the education system towards alternance training, therefore, tends to be ambivalent: on the one hand, it is aware of the need and desirability of linking work and learning; on the other, it refuses to recognize the qualifications and evidence of proficiency thus obtained as being of equal value since this would downgrade the formal school system and the certificates it awards. But recognition of such qualifications is essential if alternance training is to be more than a refuge for those who fail selection procedures and so become a genuine alternative to learning confined entirely to the classroom, i. e. a perfectly normal second way of reaching university entrance standard, building rather than demolishing the bridges needed to permit a return to higher education and continuing training or alternance adult education.

Cost and financing of alternance training

The cost and financing question is undoubtedly the key issue in all forms of alternance training. Not so many years ago trainees were still required to pay fees. The enormous growth of education, the consequent partial downgrading of traditional forms of initial training and full employment put trainees in a relatively strong position in the labour market. There

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. . . building rather than demolishing the bridges needed to permit a return to higher education and continuing training or alternance adult education.

was some adjustment of training allowances to adult wage levels. At the same time governments gradually assumed responsibility for the vocational training of the future labour force, directly or indirectly financing much in-company training, and during the current labour market crisis they have tended to increase their contribution. Despite this tremendous expansion many young people (an average of about 40 % in the European Community) have failed to obtain recognized initial vocational training. If these young people and older unskilled workers are to be offered initial or continuing vocational training, the only course will be for the employers again to play a greater part in the financing and joint provision of training. New types of financing or levy systems embracing alternance forms of initial and continuing training should be developed and perhaps even take the place of the unemployment insurance funds in the long term. In other words, the financing of unemployment should increasingly give way to the financing of vocational training, for both early school-leavers and adults (see also section 1 above). Legislation would have to be passed to lay the foundations needed for collective agreements, so that such financing arrangements could be adjusted to the specific needs of occupational groups and sectors or regions and target groups (see *Cedefop flash,* No 5, 1985).

Alternance training as part of a strategy for the uniform distribution of work among the various categories of workers

A host of programmes and different forms of training for young people and an equally large number of continuing training programmes for adults have been developed in recent years, mostly outside the general education system and geared in a fairly uncoordinated way to specific needs or target groups. There would appear to be an urgent need for these programmes to be integrated into a cohesive system of continuing vocational training that is more closely aligned with the general education system and is also able to react flexibly to the changing needs of the labour market.

It is essential for the two sides of industry to be involved in this process. They can use their influence to bring about a more uniform distribution of work among the categories of workers who are affected or threatened by unemployment to varying degrees by ensuring that continuing vocational training again becomes an element of a active employment and labour policy. Post-secondary schools and universities, which already have premises and personnel to spare, or will have in the near future because of the demographic trend, should open their doors wider to new forms of alternance adult education. Many social and physical requirements will have to be satisfied, however, before older people can participate in continuing training (see also the article on adult education on p. 42).

Alternance training as a means of creating new jobs

As alternance training is developed, greater emphasis should be placed on the initial and continuing of younger and older workers together so that joint ventures and development projects can be implemented and also new jobs created. Linking job creation programmes and continuing vocational training and combining initial training and production can help to develop new markets or to encourage trainees to seize newly emerging opportunities and convert them into paid work. Alternance training can then make an active contribution to job creation if skills are taught with local or regional needs or development programmes in mind. The establishment of new small firms, cooperatives and/or independent local employment initiatives might well be encouraged (see also *Vocational Training,* No 16, 1984).

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Opportunities for young people

Without qualifications and skills: help the victims and change the systems

J. Michael Adams

This article refers primarily to two Cedefop projects carried out during the last 10 years: the first on 'Vocational preparation of young people', carried out between 1978 and 1982, and the second on 'Social and vocational integration of young people – local and regional initiatives', on which work commenced in late 1983 and will probably continue into early 1986. As the titles suggest the first was primarily concerned with a question of how to organize specific programmes aimed at helping young people without employment and without qualifications, while the second is more concerned with the systems which are needed to underpin such programmes and initiatives. Whether this was a sensible order for the two activities is obviously a matter of discussion, but to some extent this order does reflect developments in the Member States. The article refers also to the development of Community actions in this field during the period.

☐ Vocational preparation of young people

■ Two parallel actions

Among the first responses at Community level to rising youth unemployment in the mid-1970s were the resolution of the Council and of the Ministers for Education meeting within the Council of 13 December 1976 concerning measures to be taken to improve the preparation of young people for work and facilitate their transition from education to working life*, and the recommendation of the Commission of the European Communities on vocational preparation for young people who are unemployed or threatened with unemployment of 6 July 1977**.

* OJ C 308, 30. 12. 1976.
** OJ L 180, 20. 7. 1977.

■ Defining the problem

These two Community-level initiatives, derived from two different decision-making processes with different partners at Community and national level, implied a recognition by all those concerned (Education Ministries on the one hand, and Ministries of Employment/Labour, training organizations and social partners on the other) that the plight of the relatively unskilled and unqualified school-leaver was, and would be, a serious problem, and that the screen provided by a relatively satisfactory labour-market situation, which had made this problem almost invisible, had now been destroyed. The ineffectiveness of the general education system in providing basic skills for many young people as well as the inadequacy of additional measures for young people in both qualitative and quantitative terms was plain to see. Almost 10 years later, one can at the same time say that much has been done in most of the Member States to try to make easier the entry of young people into the labour market, that many of the programmes that have been created have been imaginative, high quality and successful, that many have also been unimaginative, of low quality and disastrous, that very many young people have been helped, that systems have in some ways been changed more (and more quickly) than one could have expected in 1976, and yet, particularly because of the trends on the labour market and demographic patterns, the basic problem remains. However, a number of general statements can be made which indicate the degree of change which has taken place and the difference of the situation in 1985, as compared with 1976:

☐ (partly) because of the labour market situation, it is accepted that all those in the 15 – 18 age group should be the subject of education or training measures, i.e. attendance at school to the age of 15, even if accompanied by a certificate achieved, is seen to be totally inadequate as a preparation for the modern world;

☐ in most countries, education systems have recognized, admittedly belatedly, and not always with enthusiasm, that they have a responsibility to develop new programmes and courses, which will be of more relevance to the less academically able, both during the compulsory school period, and after it;

☐ there have been many measures to increase the number, and improve the quality, of training places in the mainstream training provision, that is training leading to a recognized qualification, provided through various types of alternance training, e.g. with two days a week off the job, or the whole of the first year off the job;

☐ there has been a tendency, which can be seen as the result of voluntary, circumstantially compelling or compulsory reasons, for more young people to stay on in school;

☐ young people in the 15 – 18 age range have been almost eliminated from the labour market;

☐ almost all types of education and training have recognized the basic truth in an 'alternance' type approach, and so curricula have been heavily influenced by the idea of learning about the working world, with visits to companies, work experience, setting up of mini-companies, etc. on the one hand, and the strengthening of the theoretical base in mainly on the job training programmes, on the other.

Who are we talking about?

The difficulty about defining problem groups is that in so doing we add, almost automatically, one more problem to the difficulties of the group. We are here

primarily concerned with those who leave school at (or before!) the minimum school-leaving age, and do not enter into general education or a training programme, on a full or part-time basis, which leads to a recognized qualification. This figure, it was suggested in the late 1970s, varied from as low as 10 % of the age cohort (e.g. in the Federal Republic of Germany), to as high as 40 % (e.g. in the United Kingdom). Such figures can be disputed, but the fact that there are many young people in the Member States in this situation, has been a undeniable truth throughout the past 10 years.

Community level action

The transition programme

In as far as the main emphasis is to be placed on action within the schools and before the end of compulsory education, the two Community action programmes adopted by the Education Ministers of the Member States* have obviously been the most important activities. This large programme, in which there have been 30 pilot projects, many of which have taken place in a number of different locations, and which has been coordinated, animated and evaluated by the central Ifaplan team under the overall control and guidance of the European Commission and the Education Committee in Brussels, has probably been the most intensive and extensive international education programme in this, or indeed in any related field, carried out in Europe. Cedefop was closely associated with this programme, particularly at its inception and launching, and in the efforts to establish, it must be admitted not entirely successfully, criteria to make possible a cross-country and cross-cultural evaluation.

Cedefop's work on vocational preparation

Cedefop approached this problem, as did the Commission's recommendation of 6 July 1977, in trying to establish what type of measures should be envisaged to provide an attractive and useful alternative to those young people who had already left school. It set out to do this in a practical way, and in so doing created an innovative method for working at Community or international level. This approach (cooperative monitoring), also to an extent used by the Council of Europe, involves arranging for a fairly extensive exchange of views and experience by practitioners; after this, with their aid, trying to bring together examples and ideas which might be useful to others, and then finally structuring these into a form which could be published and distributed, so that other practitioners, and also policy-makers could use the results.

The exercise showed that even if the training and educational systems in the Member States are very different, the problems tend to be the same. The problems of young unqualified, unemployed young persons, and even more interesting, the difficulties facing the people (or teams of people) trying to establish initiatives to help these young people, tended to be the same, whether this was in Birmingham, Vejle, Cologne, Berlin, Genoa, Dublin, Heerlen or Oloron-Sainte-Marie. The basic objective of trying to create an environment in which every young person could gain sufficient self-confidence to believe that he/she were capable of doing something well, to help them find out what this thing was, and then to create a situation in which they did it, seemed to be a common aim of all the project organizers. They rejected the view that young people were not motivated to work, though it was clear nowhere were young people keen to carry out repetitive tasks in dead-end jobs. In general young people's wish to work was found to be as strong as the distaste of many for traditional schooling.

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They rejected the view that young people were not motivated to work, . . .

The use of practical (perhaps often traditional) skills as a medium to encourage self-confidence, communication and development was a central factor.

The results of this working group, which met between 1978 and 1981, were published in 1982.*

They were presented at conferences in London and Dublin in spring 1982, attended by the respective Ministers for Employment and Labour, and in London with the participation of the European Commissioner then responsible for social affairs, employment and education, Mr Ivor Richard.

Expansion of the European Social Fund

Whereas in the early and mid – 1970s the European Social Fund was limited in its interventions to vocational training

* OJ C 308, 30. 12. 1976; OJ C 193, 28. 7. 1982.

* JEREMY HARRISON: *Planning vocational preparation initiatives for unemployed young people,* Cedefop.

programmes, its area of activities was, during the late 1970s, extended to vocational preparation programmes for unemployed young people, and then later to programmes for young people, when these programmes followed almost directly the end of education. The further extension of the European Social Fund following its reform, in late 1983 early 1984, means that very many programmes for young people taking place within the education systems now receive financial support. This again reflects the fact of a greater interest by education systems in coping with the needs of these young people.

Social and vocational integration of young people, local and regional initiatives

If the continued flexibility and expansion of the German dual system, which has astonished even its own supporters, has provided an example of a system capable of adjustment and change to meet changing circumstances, and if the launching of the youth Training Scheme in the United Kingdom, as part of the New Training Initiative and as a replacement for, and development of, the Youth Opportunity Programme, was the largest single new initiative in the training field for young people in Europe in the past decade, and provided a new training framework in a country in which, on its own admission training had been neglected. Perhaps the report prepared by Professor Bertrand Schwarz* for the French Prime Minister on 'The social and vocational integration of young people' has presented the most challenging document for the future, with its emphasis on the need for treating the social and vocational integration of young people simultaneously, and of setting up a better coordinated range of opportunities to young people.

To organize effective programmes for young people it is essential to take account of their special situation, of the environment in which they live, and the local labour market in which they will need to survive. Planning of effective programmes must, therefore, take account of local situations. Similarly to be effective, programmes for young people need to provide a mixture of traditional general education, vocational training, work experience and often social support, e.g. with relation to health, financial support, etc. The challenge, therefore, is how to create a system of delivery of programmes for young people which brings about the coordination of the various services, and is responsive to local conditions and needs. In order to look at questions such as this the 'Missions locales' were established in France, the 'Contactcentrum Onderwijs Arbeid' (COA – Contact Centre for Education and Employment) in the Netherlands, and the Comtecs, while in other countries similar efforts mostly less structured, have been launched.

Cedefop organized during 1984 four meetings of a working group composed of respresentatives of areas in which attempts have been made to achieve this coordination with a view first of all to an exchange of views and experiences, but with the objective of producing in late 1985 a handbook or guidelines, which might be of use to other practitioners and also to policy-makers. Representatives from the following areas participated in the group in 1984: La Rochelle and Lorient in France, Cork in Ireland, Randers in Denmark, Sussex in the United Kingdom. An interim report* on this work was produced in December 1984, and representatives from south Limburg in the Netherlands and Oberhausen in Germany joined the group in early 1985.

Three further meetings of the working group took place in early 1985 (Berlin, Randers and Chichester), and the report is now in the final stages of preparation.

* This report published in France was translated by Cedefop into English and German, and published in these languages.

* *Social and vocational integration of young people.*, interim report to Cedefop, November 1984.

Equal opportunities and vocational training yesterday's challenges?

The challenges of today

Marie Pierret

A European issue

'Equality of opportunity and vocational training' is the title of a Cedefop action programme for women launched in 1977.

In this article, we propose to share with our readers reflections arising from the work on which we have been engaged over the years in which the Centre has been operating.

Within the European Community, it is striking that the problems of training for women are the same but that there are such marked differences in vocational training methods and systems, recognition and financing. At the stage of initial vocational training, girls everywhere tend to train for a very limited number of traditionally female occupations, few of which could be classified as the jobs of the future. They are also to be found in shorter courses leading to a very limited rage of qualifications. In the case of adult women, all the studies that accompany pilot training schemes observe that they are highly motivated, but the statistics demonstrate how small a share they have in the normal supply of continuing training; for example, they make very little use of their entitlement to leave for further education.

The reasons for this situation are to be sought in the fact that people's attitudes are still imbued with stereotyped ideas and in the persistent inadequacy of the vocational training available. Families, schools and the media continue to convey traditional concepts as to the sexual division of labour. Girls face the same disastrous situation as all young people, but they are content with the few 'realistic' forms of training that are available. Surveys have shown that girls in the first four years of secondary education often have 'non-conformist' job aspirations, but when the time comes to make a final choice they are prepared to opt for training in a typically female sphere. It is also common for teachers, parents, trainers and careers advisers themselves to urge them to do so. Other surveys on adults in the Community as a whole show that women are almost unanimous in wanting to combine a family with a career. It is a course of action beset with pitfalls: employers are often reluctant to take on women who have young children; unattached women without children are lavished with encouragement whereas mothers are ingnored when it comes to refresher courses or promotion; continuing training is organized with no regard for outside demands on people with dependants. Taking on part-time work, the only chance that many mothers have to do a job, generally means foregoing any hope of

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Families, schools and the media continue to convey traditional concepts as to the sexual division of labour. The exception confirms the rule.

continuing training or promotion and settling for less advantageous social security protection.

If we hope to introduce genuine changes at all these levels, we need more than innovatory pilot schemes directed at only small numbers of beneficiaries, more even than legislation: we need (and we need it from governments and both sides of industry) a determined resolve to establish true equality in practice. This resolve is not always to be found in Europe. The two EEC directives[1,2] on equal treatment as regards pay, training and promotion are gradually being introduced into national legislation, but their corollary – positive action giving preference to women in training, recruitment and promotion for a limited period of time, in other words until equality is achieved in practice – has aroused heated controversy. At a time when new information and communication technology is being introduced and when statistics show a steadily rising rate of unemployment among women[3], political parties are paying more and more attention to every aspect of women's concerns, from training for the careers of the future to ways of reconciling family and working life. But it will be a long time before the guidelines are translated into realities. At local, regional and national level, women themselves are banding together in associations and pressure groups to disseminate information on the working world and job training as widely as posssible to like-minded people. They are setting up networks for the provision of mutual support and in some cases they are even taking over their own training and job creation.

At every level, women are also fighting for more representation on decision-making and negotiating bodies. There are now innumerable women's commissions and councils, countless committees for equal opportunities, emancipation and women's status. They exist in every country and within international organizations, as they do in both employers' federations and trade unions[3].

It is undoubtedly these developments that offer the best prospects of future change.

Training for the conventional type of 'paid' jobs

Since its formation, Cedefop has conducted several studies under its 'equal opportunities and vocational training' action programme[4,5,6]. A total of 150 pacemaking, innovatory vocational training schemes both inside and outside companies have been analysed to help clarify guidelines that might be generally applicable to the vocational training of women. Schemes are considered as innovatory if they satisfy one of three criteria: they must provide training for occupations in which women have formerly been under-represented (horizontal mobility); they must qualify women for promotion to managerial positions (vertical mobility); or they must motivate and train women with a view to their introduction or return to working life. In 1984, work started on evaluating these vocational training measures. To what extent had they achieved their innovatory goals?[7] All the measures subjected to this further scrutiny had to prove that they met specific criteria of success: that the trainees had subsequently entered the labour, finding work in a career related to the training they had received, or merely a job of any kind; that the training had also been of indirect benefit to trainees, for example by instilling self-confidence and an ability to seek out information.

The impact of these innovatory schemes was blunted by the worsening employment situation, and they did not lead to a significant rise in the number of women recruited to jobs in traditional male spheres. The evaluation studies on the programmes show that there is an all too consistent tendency to neglect vocational guidance for girls. As soon as appropriate steps are taken, however, especially through an 'equality council', girls start to make a bolder and more judicious choice of training. In companies where the training department gives thought to the specific problem of people with dependants, the outcome is satisfactory for employers and their women workers alike. At a time when their unskilled work is under threat from automation of the production process, women workers retrained in this way are very much in sympathy with the aims of the

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. . . many mothers have to give up a retraining course . . .

retraining programme, even though they are unaccustomed to learning and have to look after their families. Training takes place during working hours without loss of wages and help is given with travel to the training centre, for example by providing a minibus. Schemes such as this set a good example, especially in view of the fact that so many mothers have to give up a retraining course they have begun because it is held outside working hours in the evening or at weekends and is often at a considerable distance from their homes. It will be objected that this kind of 'flexible' arrangement is expensive and that there must also be investment in new equipment. In the light of this cost/profitability evaluation and attempts to organize adequate continuing training, it is vital that women are offered not short-term courses designed to train them for one specific job but multi-skill training programmes, the only form of training that is profitable over the long-term. Nor should the training of trainers be neglected; if it is, there will be a far lower return on investment in new equipment and teaching materials.

Far too few girls enrol for the science courses offered by vocational training establishments, which means that there are virtually no women in jobs calling for craft or technical training. The question arises here again: is the effort to persuade enough on its own to bring about changes? Should there not be recourse to a wide variety of positive measures such as setting quantitative goals to be achieved by specified deadlines and providing retraining programmes offering a fresh start to women whose jobs are being done away with by new technology? The jobs that disappear may in fact have been monotonous, unskilled and even insalubrious, but the women concerned will see that loss as a step towards a more humanized existence only if they can go on to do another job, not if the result is unemployment.

Training in new types of jobs

New technology is not the only major challenge to vocational training systems. They also have to adapt in response to a new demand: job creation. Women in large numbers in Europe are involved in the movement to create new activities. It is for this reason that some of them have many vocational advantages, especially qualifications and experience. When they find they are denied access to jobs at a higher level, many refuse to come to a standstill at that point in their career and take the plunge by setting up on their own. They need to learn all the essentials of creating and running a business. What is the law on employment and taxation? How does one set about obtaining a loan, managing staff, allocating one's time and coping with stress? Experiments conducted in the United States have shown how much profit women entrepreneurs have derived from courses that tackle the specific problems faced by people whose education has ill prepared them for the exercise of their own initiative.

Other women, usually unemployed, set up businesses with all the energy of despair in order to obtain the work they so badly need. They too tend to have few skills or none, partly because of their long-term employment. Their training needs are more complex. Since job creation schemes are often generated by neighbourhood centres, local action committees and women's associations, it is essential that there should be cooperation between the groups which are the motivating force of a scheme, those providing the vocational training and the official bodies responsible for development planning and business creation. When cooperatives are being set up, trainers should teach women how to tackle a very varied range of jobs and how to take on responsibility for the work. In both cases, modular courses imparting the requisite knowledge and abilities step by step, supplemented by periods of practical work, are very useful. It has been noted that older women benefit from courses that build on the 'qualifications' acquired through their work in the home and family. The success of service firms which put such skills to good use shows that they do not need to be formally recognized to be 'capitalizable' and 'negotiable' on the labour market.

Even after these schemes are crowned with success, advice and training are still needed. Indeed, programmes should be drawn up that support women entrepreneurs at every stage in the development of their projects.

Vocational training is being confronted with more and more tasks whenever there is a need to make the jobs market more flexible. A growing number of working arrangements depart from the traditional

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It has been noted that older women benefit from courses that build on the 'qualifications' acquired through their work in the home and family.

convention of recruiting a person for a permanent, eight-hour-a-day job. There are contracts of employment for a specific duration, work to order (with the working day or week varying to fit in with the employer's needs, women being called upon only when they are needed and being paid for the number of hours actually worked but not for their idle time) temporary jobs, job-sharing and teleworking in the home. In the Federal Republic of Germany, for example, almost 25 % of the job placements in 1984 were for a specified term.

Advocates of these new forms of activity argue that they remove the obstacles to recruitment and give many jobless women a chance to find work, if only for a specified period. A relaxation of legal controls over the recruitment of part-time staff and contracts of employment for a limited term should encourage employers to take on additional manpower rather than over-burdening their existing work force.

Those who oppose such a move towards greater flexibility are afraid of the adverse effects. If the unions are to be believed, the emergence of two classes of wage-earners has been observed in the United States: those who have the benefits of a permanent job and continue to enjoy all the rights to which an employee is entitled, such as job security, paid holidays, continuing training, social security and union representation; and those employed for a specified period who have virtually no rights. Statistics and research show that women now make up a majority of these 'second class wage-earners'.

Even so, it is of little help to the women who are forced to settle for those 'second class contracts of employment' merely to proclaim that such new forms of employment threaten or abolish workers' acquired rights. All women seeking vocational guidance and training should be given not only the job skills they need but also an introduction to labour law, and be taught about their social rights, the aid and adivsory facilities available and negotiation strategies.

Job-sharing is a good case in point. Women who prefer not to work full-time because of their children are very happy to work in this way. The terms of their contract of employment are vital if they are not to be placed under intolerable pressure: under no circumstances should they agree to stand in for their partner when she is off sick – a clause which is suggested, although not prescribed, by certain legislative measures. Nor should they accept a clause whereby a contract of employment as a whole may be terminated if one of the two job-holders resigns or is dismissed. It is obviously very important to include such considerations in vocational training measures designed for women. Unconventional methods of training should also be used to give practice in negotiating with a potential employer, such as role-playing, mock job applications and filming with a video recorder.

Bibliography

[1] Council Directive (75/117/EEC) of 10 February 1975 on the approximation of the laws of Member States relating to the application of the principle of equal pay for men and women: OJ L 45, 19. 2. 1975.

[2] Council Directive (76/207/EEC) of 9 February 1976 on the implementation of the principle of equal treatment for men and women as regards access to employment, vocational training and promotion, and working conditions: OJ L 39/40, 14. 2. 1976.

[3] Women in the European Community, *European Documentation* 4/1984, p. 140, Division IX/C1/11, 200 Rue de la Loi, 1049 Brussels.

[4] *Equality of opportunity and vocational training:* a survey of vocational training initiatives for women in the European Commuinty, Cedefop, 1982 (DA, DE, EN, FR, IT, GR, NL).

[5] *Equal opportunities and vocational training:* a catalogue of training innovations in the EC Member States, Cedefop, 1982 (DA, DE, EN, FR, IT, NL).

[6] *Equal opportunities and vocational training. Incompany training: proposals for action,* Cedefop, 1984 (DA, DE, EN, FR, IT, NL).

[7] *Equality of opportunity and vocational training/ five years on,* synthesis report with recommendations, Cedefop, 1985 (DA, DE, EN, FR, IT, NL).

From failure to failure

The training of young people of foreign origin

Duccio Guerra

Young people of foreign origin, second generation youngsters, young immigrants: the diversity of terms that can be used is indicative of the problems of defining such complex and varied realities which are so dependent on social, historical, environment, emotional and conjunctural factors that they cannot be explained by macrosocial analysis. We should first state our conviction that there is no such thing as 'young immigrants', or at least not in the sense of a clearly definable, homogenous grouping, for the discussion in this article is based on that premise.

These youngsters constitute a fairly large notional population within the European Community. Little is known about them: their position in the environment of school, training and employment, their aspirations and their problems. There are few statistics in any country and what information is available is either at such an aggregate level as to be of little value or else so localized that it cannot be used as a basis for generalizations. Yet knowledge of the problem is a prerequisite for any attempt to seek a solution.

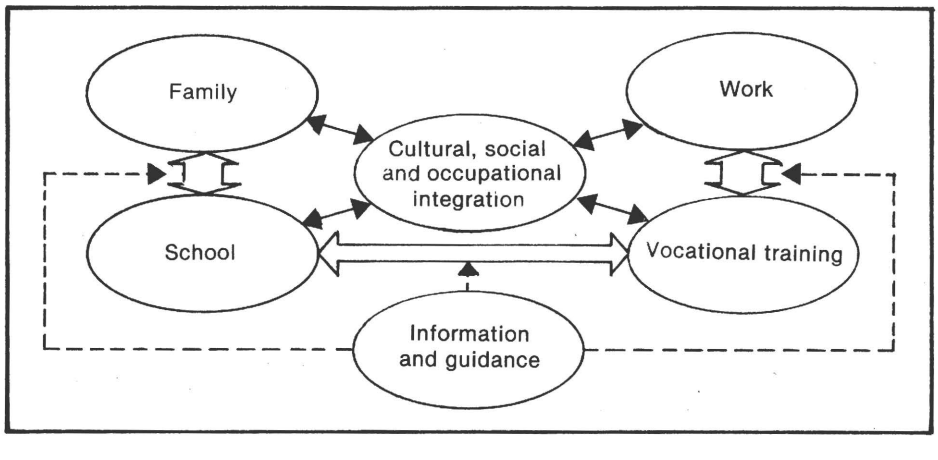
In the light of these considerations, Cedefop embarked on a joint primary research project with the Bundesinstitut für Berufsbildung Berlin (BIBB) on the situation of young migrants in the Federal Republic of Germany. For anyone wishing to gain a greater insight into the situation, as far as we are aware this is still the only material available for the Federal Republic as a whole. The research findings encouraged Cedefop to undertake secondary investigations to determine how much was known about the problem in other host countries within the Community; Belgium, Denmark, France, Luxembourg and the United Kingdom.

This article is based on information derived from the national monographs which resulted from these secondary investigations, though it is obviously impossible to compare or aggregate the contents and conclusions of the monographs since each one provides a picture of the situation within a particular national context.

Problem areas

Even though the national monographs are too specific for any comparisons or aggregation, it is surprising to find that they do all point to very similar, if not identical, problem areas.

These closely correlated areas can be illustrated diagrammatically:



An analysis of the monographs not only confirms the existence of common problem areas in different countries but also shows how these areas are recognizably similar and correlated. Any attempt to explain the problem areas and their correlations in terms of the social, political, normative and structural contexts of individual countries might well be scientifically unacceptable, but not without its interest. Only the briefest mention of a few of the most important aspects of the main problem areas can be made, however, within the limited scope of this article.

The family and the school

Family composition (e.g. a mixed marriage between a national and a non-national) and, more important, its socio-cultural category play a significant part in a young person's school career and academic success there. At least until the end of a youngster's education and training, the family remains not only a 'sanctuary' but also the dominant cultural and behavioural influence. The dominant but not the only influence, for the youngster will, from his early socialization in the school environment, be constantly trying to reconcile the different cultural models offered by the family and the host society. In this process of reconciliation there is an obvious risk of loss of cultural identity.

There is, nevertheless, a whole series of interacting and mutually reinforcing determinants that has a significant effect on the educational life chances of young children:

■ **Knowledge of the host language(s):** all the national monographs show that lack of linguistic competence in the language(s) of the host country has a determining influence on academic performance. In Luxembourg, for example, proficiency in three languages is necessary: Luxembourgish as the vernacular, German in primary school, switching to French in secondary school. 'A lack of knowledge of French and language learning difficulties are obviously an initial handicap which has repercussions at every level of educational and social integration.' [3]

In Denmark, the term 'foreign language national is used more commonly than immigrant' and 'this language barrier may continue even after immigrants have become Danish citizens . . .'. [2]

'The ability of foreigners to express themselves in writing in the German language is far below standard.' [5]

■ **Time of arrival:** the monographs agree that 'late arrivals' usually encounter problems with assimilation, resulting in academic failure in their first year at school and having to stay down in the same year once or even more.

■ **Pre-school attendance:** the number of foreign two to three-year-olds attending pre-school units is disproportionately low. When the children do take part, these activities have a beneficial effect on their future schooling. In Denmark (1980), for example, only 39 % of foreign children in the 2 – 3 age group attended play school. The percentage is slightly higher in Germany and France.

There is, however, a general feeling that experimental schemes promoted and guided by the European Commission in pursuance of the Council directive on the schooling of migrant workers' children* might help to reduce academic failure by creating an awarèness that there may be a multicultural society. The Danish report is quite explicit on this point.

Drop-out and failure rates in primary education differ in the various contexts studied, but there is a general consensus that, after primary education, there is a substantial decline in the number of children of foreign extraction attending general, technical and vocational education. The more advanced the level of education, the fewer the immigrants. Even allowing for the small number of young nationals who go on to further education, immigrant pupils are markedly underrepresented.

Despite the fact that this analysis is based on a number of different contexts and situations, in this sphere it points to a series of common factors:

■ a lack of motivation for staying on in education, due to academic failure or low achievement;

■ family pressure on children to leave school early and find a job;

■ career guidance, often based on aptitude tests which do not allow for differences in the individuals being tested, with the result that youngsters are too readily directed towards 'practical activities' or the less 'demanding' subject options at school;

■ spatial segregation, leading (as all the monographs show) to the creation of a 'ghetto', which also has a negative effect on the learning of the host language and, at a more general level, on integration into society and the more specific environment of school.

* Directive: OJ No L 30, 6. 8. 1977.

School and vocational training

By the time these young people reach the minimum school-leaving age, there are far fewer opportunities open to them. In Germany, the certificate that marks the end of compulsory education is a requirement for admission to vocational education under the dual system, and even when there is no such formal impediment, access to vocational education is conditional on success at school. The future prospects of foreign youngsters both in training and on the job market are, in fact, dependent on their performance at school, one of the reasons why the Community has made this basic problem area a priority.

'The majority of research findings confirm that the key factor in the integration of young people of foreign origin is their schooling' [3].

'Immigrant youngsters remain in education until the age of 15 because it is compulsory, but then they are excluded from all branches of education' [4].

'The reason why a pupil who has to repeat years at school and is bound to be an 'under-user' of the educational facilities available is that academic failure has a strong influence on guidance given by the familiy . . .' [1].

So *failure leads to failure.* Most of these young people come onto the labour market at an early age and try, not without difficulty, to find work in areas which demand little or no skill. By contrast, it is mainly youngster who have had a 'normal' school career who move on to vocational education within the conventional education system (technical and vocational schools) or an officially recognized training system.

The obstacle race continues, however. Here too, the same old discriminating factors influence selection and, even by comparison with nationals of the same social stratum, the number of youngsters of foreign origin is disproportionately low. One determining factor is knowledge of the host language:

'When you realize that almost all teaching, particularly in technical education, is done

through the medium of German, you can readily imagine the difficulties confronting children of foreign workers, even if the children were born in Luxembourg. They have to be proficient in four languages.' [4]

One factor which prevents the youngsters from entering vocational training is 'primarily, the need to earn immediately' [5]. The major obstacle in all the contexts investigated, however, is the failure of vocational training systems to cater for the specific needs of groups of foreign youngsters, including those who, as in the United Kingdom, are not so much foreign as from 'ethnic minorities' [6].

It is a known fact that the dominant culture of any country tends to undermine, if not completely suppress, minority cultures. This applies not only to immigrants but also to peasant and working class cultures. Modern technological and occupational culture and the systems which support it are created by and for the indigenous population.

The inability or unwillingness to adapt educational systems to the specific needs of groups who make demands of the systems and look for a response leads to the last resort of compensatory measures, or perhaps one should call them precautions. Measures of this kind are often taken for 'underprivileged groups' in general rather than specifically for young immigrants. In Denmark, for example:

'Danish legislation provides support for handicapped youngsters within the framework of vocational training. And language difficulties count as a handicap . . .'.[2].

Large numbers of these young people attend 'supplementary classes' in Luxembourg, 'youth schools' in Denmark, 'pre-vocational courses' or 'local missions' in France and 'social advancement' courses in Belgium. It is also not unusual for parallel systems of education to be set up to cater for the needs of foreign youngsters by their own national authorities and, being an alternative to 'non-training', to an extent they attract drop-outs from the conventional educational and training systems in the host countries.

Vocational training and employment

The transition from training to employment might be more accurately expressed as a transition from 'non-training' to shrinking labour markets. The introduction of new technology into industry is steadily reducing the number of repetitive, low-skill, manual jobs formerly done by 'first generation' immigrants brought in to contribute to the economic growth of industrialized countries.

An additional factor is that immigrant labour is concentrated in declining or threatened areas of employment like the steel and building industries.

The pressure exerted on youngsters by family, school and careers advisers to find employment at an early age has already been mentioned. When they do find work, though, it is usually in unskilled jobs, so that their lack of training is paralleled and aggravated by a lack of useful work experience:

'. . . immigrants will never achieve cultural or social assimilation so long as they are segregated on the fringes of the working world' [1].

There seems to be no great discrepancy between the numbers of young nationals and non-nationals without jobs. In France, in fact, unemployment trends appear to be developing along exactly the same lines. It is in the quality of employment rather than quality that there seems to be an appreciable gap.

Foreign young people tend predominantly to be employed in manual or unskilled jobs. One wonders whether the present generation is not merely reproducing the pattern of its predecessors with the added problem of an overall decline in the number of jobs available.

Areas of investment

This brief examination of some of the problem areas which affect the future of young people of foreign origin inevitably touches only on the surface; no original discoveries can be claimed and no new proposals can be made. Nevertheless, we feel that attention might well be drawn to certain areas in which it would be worth investing research and positive action:

■ Too little is known about these young people's situations and problems and the statistical information available is non-existent, fragmentary or contradictory. There is an evident need for a major investment in research on the wide variety of situations encountered in this particular group of young people and the individual connotations.

■ Recognition of the undoubted fact that it is at school that the future of the youngsters in society and the working world is determined should point to a clearer definition of how to mobilize immigrant leaders, employers, unions, the authorities and families to ensure that they give maximum support for schemes set up by the

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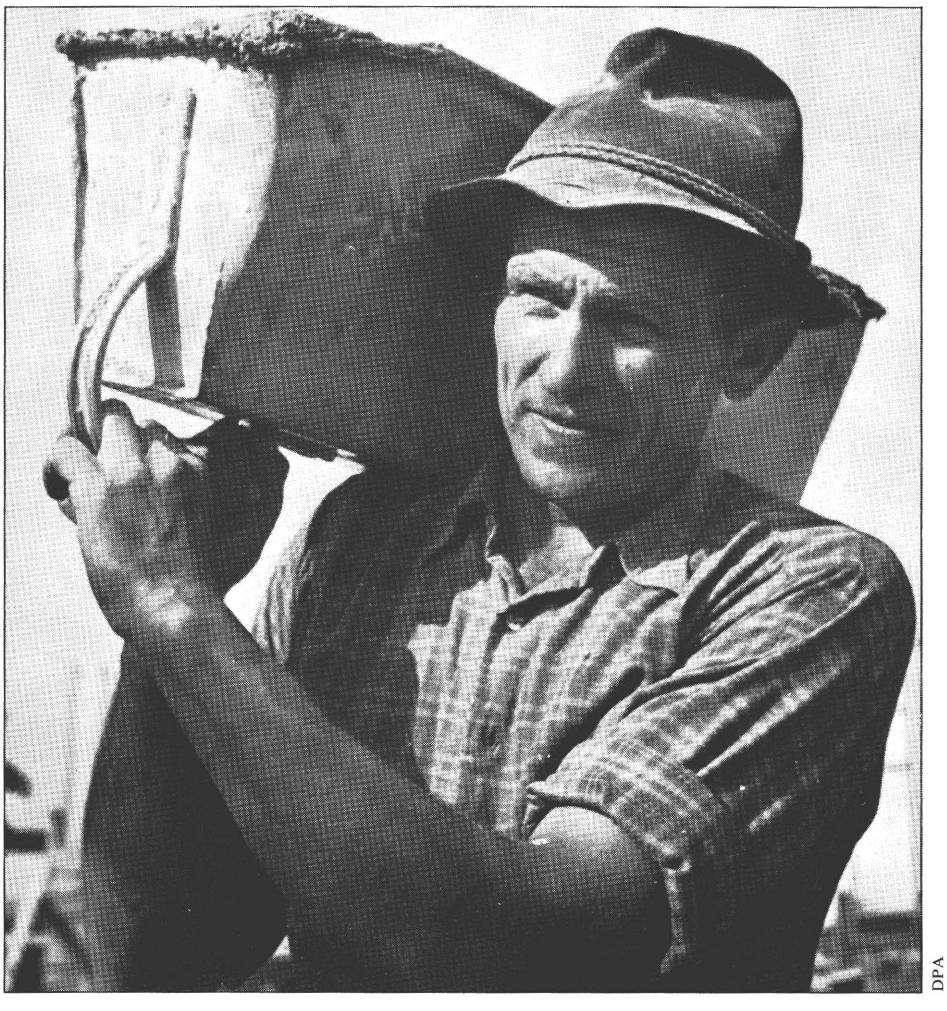
. . . 'late arrivals' usually encounter problems with assimilation, . . .



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Foreign young people tend predominantly to be employed in manual or unskilled jobs. One wonders whether the present generation is not merely reproducing the pattern of its predecessors, . . .

European Commission in pursuance of the directive on 'the schooling of the children of migrant workers'.

■ The ability of vocational training systems to adjust to the specific needs of foreign youngsters and, more generally, underprivileged youth as a whole is a far-reaching social challenge. We need to understand where and how adjustments can be made without having to resort to remedial measures that are not very effective and that segregate the recipients even more.

■ Teaching of the host country's language or languages is still a challenge in terms of teaching methods and aids, the imparting of greater motivation and a commitment in the community at large.

■ The lack of information and the shortcomings of educational and vocational guidance point to the need for a greater understanding and a clearer definition of methods of stimulating interaction and integration amongst teachers, counsellors, families and the community.

■ Finally, there is a clear need for positive measures to make it easier for foreign youngsters to gain access to vocational training, and to support, while they are training.

Notes

The quotations in this article have been taken from reports on the training situation of youngsters of foreign origin in

[1] Belgium*
[2] Denmark*
[3] France*
[4] Luxembourg*
[5] Federal Republic of Germany**
[6] United Kingdom*

* Monographs will soon be available in French, English and German (also summary reports in Danish, Italian and Dutch).
** Research report published in French, English and German.

Permanent impermanence

Migrants returning home

Duccio Guerra

This article summarizes some of the hypotheses and conclusions formulated in a field of research that represents only a fragment of Cedefop's work: the flow of returning migrants. It discusses only the subjects included in that fragment and is also confined to the general context* within which they were studied.

The migration process

Despite a widespread tendency to treat each phase in the process of migratory (departure, life abroad and return) as a 'self-contained event', Cedefop argued that in practice all three phases were part of a single process. This had important implications for the choice of training policies to support migrants in the process of mobility. Training measures seemed to have been devised on a purely functional basis and varied depending on whether the support was being provided at the time of departure, integration or return of the people involved in the process of mobility whom, for the sake of convenience, we shall call migrants. Looking at migration as a single process, vocational training could be seen as a device to help migrants negotiate the whole passage, although this brought one back to the question of what kind of vocational training, subjects and training goals would, in fact, give migrants a single instrument with which they could manage their mobility for themselves.

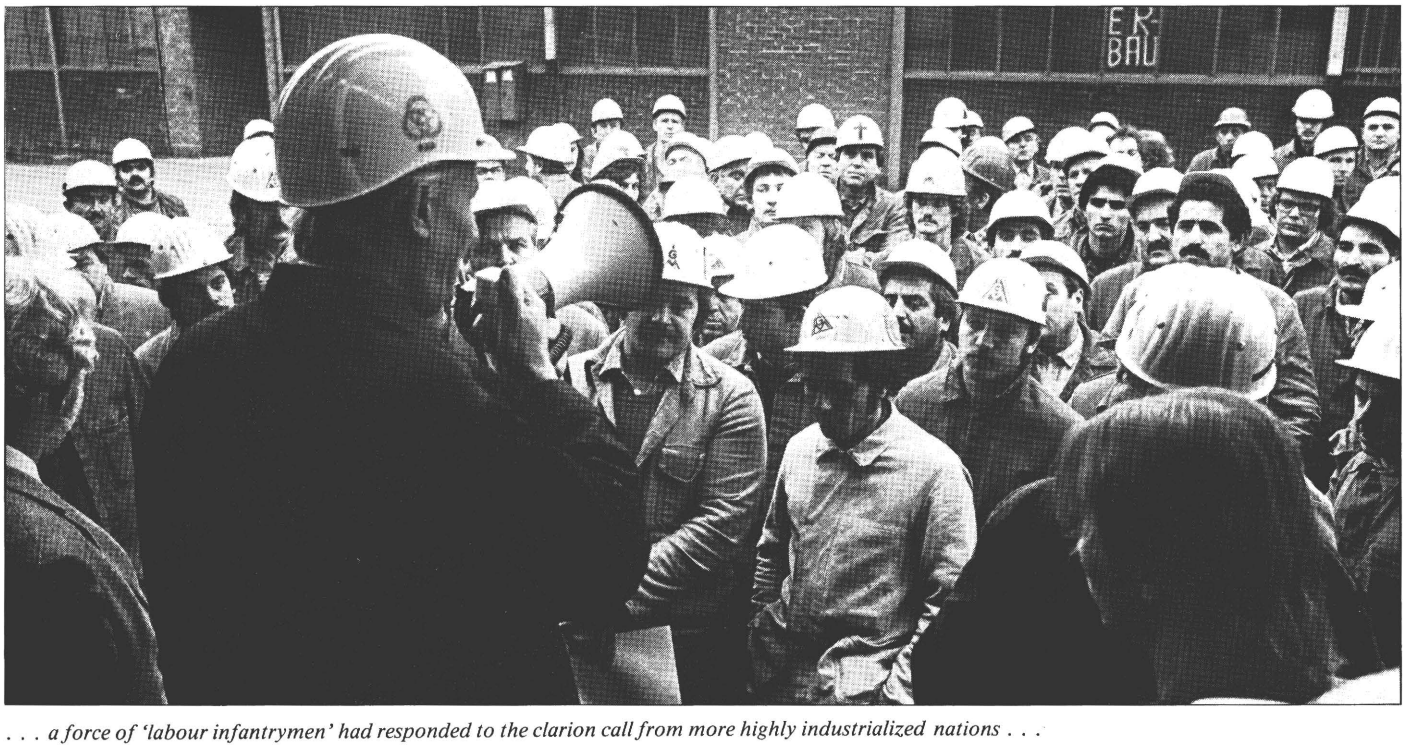
It was undoubtedly an ambitious field of research, if for no other reason than that the study of migration movements and the resulting social macro-trends calls for none of that understanding of specific factors, subjective and objective, which is a prerequisite for the practical application of any vocational training measure.

Attention then shifted to the impact of vocational training during the emigration stage[1] and at the time of migrant workers' reintegration into society and work in their regions of origin.

Illusions shattered

It was in the 1970s that the research project[2] began. In north-western Europe at the time, one worker in 10 was of foreign origin: a force of 'labour infantrymen' had responded to the clarion call from more highly industrialized nations and were contributing the strength of their arms to what was seen as a never-ending process of economic growth. By 1973, however, there were clear signs of a reversal in this trend,

* The project was completed in 1978.



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. . . a force of 'labour infantrymen' had responded to the clarion call from more highly industrialized nations . . .

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This problem will not go away if it is ignored.

manifested in practice by the imposition of various controls over immigration in the Federal Republic of Germany, France, the Netherlands, the UK and, outside the European Community, Switzerland.

The shattering of the fond illusion that the boom would last for ever had marked repercussions on migration and migration policies. Initial fears of a flood of returning migrants were not borne out, although the numbers going home started to exceed the number still leaving their countries. Part of the reason was:

- a policy of integrating the more firmly settled foreign workers, one consideration being the very low rate of population growth in their host countries;
- the deterrent effect on migrant workers of rising unemployment in their own countries.

In this general context, Cedefop's particular interest in the issue of returning emigrants can readily be understood.

Back home: what next?

Once it was decided that a current economic analysis of the returning flow of migrants would be advisable, Italy was chosen as a 'laboratory', i.e. as the field of inquiry, on the grounds that Italian migrant workers were the only EEC nationals caught up in this trend.

The aim was to find out whether, purely in terms of reintegration in the working world, that return had been successful, and if so, how that success had been achieved. A more specific aim was to determine whether vocational training, where this existed, had played a significant part in the process of reintegration.

The research findings built up a clear picture of the return flow of Italian emigrants, obviously within the limits imposed by the assumptions on which the research had been based.

Contrary to what might have been supposed, those returning were not on the whole the less well established workers who had not long been abroad but family units (84.1 %) who had been living outside their country for some considerable time (54.6 % of them for over 10 years). This could not be explained away as a continuation of the normal pattern of turnover in pre-recession years: the people returning home were also influenced by the very serious crisis in employment.

Despite this, the distinguishing feature which continued to affect the working careers of these migrants on their return home was a whole complex of working experience, behaviour patterns and educational and technical achievements – in short, their ***'work culture'***.

One of the factors that made for the success of reintegration into the working world appeared to be the acquisition of work experience before emigration. Such work experience probably had a significant effect on a worker's ability on arrival in the host country to find employment in a job

demanding a measure of skill; country; in other words, it was the minimum requirement for improvement and advancement. A disproportionate number of women and young people came under the heading of those arriving with no experience of work, and they went back home with little or no enrichment in the form of 'work culture'.

The same applied to job skill enrichment, if not actually the acquisition of specific vocational qualifications, particularly in the case of people benefiting from vocational training measures before their departure.

At the risk of over-generalizing, it could be maintained that work culture and job skills were more likely to have been enriched (and to have a significant effect) at the time of return if the worker had already possessed them to some degree before emigrating. In short, 'experience attracts experience' and 'training leads to more training'.

The statistics show that most of these workers (52.4 %) found work as soon as they returned and that those encountering the greatest difficulty in obtaining work in their country of origin tended to be women and young people.

The acquisition of technical/vocational skills through attendance of vocational training schemes served a far less important function than a whole series of other advantages accumulated during emigration, one of which was savings.

Migrants tended to save up a fairly substantial amount of capital, mainly by leading a frugal lifestyle in their host country. As is obvious, the amount of savings depended on the length of their stay abroad, which – as we have pointed out – was generally prolonged (54.6 % staying for more than 10 years).

The savings were often invested in secure assets but were also seen as a resource that could be drawn on to enable a worker to look for a job without the pressure of immediate financial need.

To a lesser extent, the capital saved was invested in production, but even then it was placed in small retail trade rather than in industry. This generally occured in regions already having a high proportion of service industries, with obvious consequences.

A problem in search of solutions

All this reinforces rather than undermining the belief that vocational training has an active role to play in the return of migrants and in other stages of migration. On the other hand, its frequent use as an alibi to encourage migrants to go or return is a matter to be deplored.

This belief has also been the inspiration for a number of schemes promoted by institutions and agencies in host countries (for example, the major Remplod project in the Netherlands) and in the countries to which migrants return (as in the case of the Formez project in Italy). Although the results of these schemes have often been disappointing, this is no reason for giving up the effort. The problem will not go away if it is ignored. The solution will probably be found (and here there is general consensus) as a result of close cooperation between host countries and the countries from which workers emigrate. At this point, the problem acquires political implications, and it is further complicated by the fact that the host country's interests do not coincide with those of the countries of origin and the migrant workers themselves.

It is felt that small-scale projects linked with specific, practical situations are more likely to succeed than large projects whose organizers are generally over-optimistic in assuming the existence of political resolve.

Permanent impermanence

Not a few people tend to shrug off the problem of the return of migrant workers to their home countries on the grounds that the numbers involved are very small. This is also reflected in the attitudes adopted by the authorities in the countries to which migrants return,[3] which tend to adopt measures that are in the nature of welfare support for returning citizens. It is true that the widespread current crisis has reduced the flow of emigration in general, including the reflux of migrants, but returning is inherent in the process of migration and will continue so long as there are migrant workers. With a few exceptions, they live in a state of permanent impermanence: to go back home may not be a 'firm plan', but it is always an 'aspiration', and as such it deserves our continuing commitment and concern.

Notes

[1] *Migrants and return flows,* Cedefop, 1978.
[2] *Conditions and assumptions and processes of mobility in the Community,* Cedefop-IREF, 1979.
[3] *Observatory: significant schemes – Italy,* Cedefop-IREF, 1984.

The handicapped:

a problem and a challenge for society

Tina Bertzeletou

Two major phenomena, amongst others, are characteristics of today's economy: the tremendous increase in technological progress and economic depression.

Since 1947, the beginning of the transistor era, and in a short space of time hitherto unparalleled in the history of the world, new technologies, the microcomputer, microelectronics, data processing, office automation, satellite telecommunications, etc., have found immediate and wide applications in the primary as well as secondary and tertiary sectors.

A consequence of this process has been the introduction of new products and an improvement in the quality of manufactured goods and services.

The generalized application of these new technologies has altered socioeconomic interrelationships by changing manufacturing processes from labour intensive to technological or data processing methods.

A consequence of this change has been the increase in productivity of the labour force, a parallel decrease in the cost of production and, at least in the medium term, the abolition of a great number of skills and, consequently, jobs.

If, on the one hand, the spread of new technologies has resulted in the disappearance of certain jobs, on the other hand they have generated new ones. Precisely because manufacturing systems are relying more and more on the application of new technology, this has created a need for scientifically trained personnel capable of taking initiatives and of solving problems. So now we see a surge in demand for highly-qualified personnel with a parallel decrease in demand for unskilled workers or those of average skills.

The result of this shift is the beginning of an employment dichotomy where, naturally the inferior jobs are filled by socially disadvantaged groups such as women, immigrant workers and above all, the handicapped. The latter are the least likely to be quickly absorbed into the employment market.

A market which, aside from these upheavals, is undergoing a crisis due to the international economic depression – this is the second characteristic phenomenon of our society – which is a consequence of a halt in economic growth and which is causing mass unemployment.

This necessitates a new approach to employment and the organization of work, problems which affect society in its entirety. Everywhere, education and particularly vocational training are being asked to help lead in the change. The tremendous rise in expenditure relating to vocational training and the increasing reference being made to such training, are witness to a widespread recognition of its importance in the establishment of any person professionally.

Vocational training for the handicapped: an attempt to lay out the problem

It is as necessary to discuss vocational training for the handicapped* as it is difficult.

* In this article the term 'handicapped' is meant to apply to any person with a limited probability of finding, keeping or advancing within a profession, due to a recognized physical or mental handicap; as laid down by the 1983 Convention for the professional reorientation and employment of handicapped persons called by the International Labour Organization.

Necessary because vocational training is the only way for the professional and, in the final analysis, for the socioeconomic integration of the handicapped.

Difficult because the handicapped are disadvantaged not only according to the type and degree of their disability but also socially and professionally because the job market is adapted to fit the characteristics of a particular person: where the most prominent place is given to an able-bodied male of 30 – 45 years of age. Therefore, on top of any physical and mental handicap we have to add social handicap.

Apart from that, there is a problem of delineating the extent of the disability. That is, there are difficulties in defining who is handicapped and how: the word disability is relative and can change over time and in different situations. But it has a negative meaning, indicating something a particular disabled person is unable to do rather than what he can do, emphasizing the result and not the cause of the disability.

With regard to vocational training, this is as much dependent on medical care and functional reorientation as it is in tying in with the job market. This requires the close cooperation of various specialists, from doctors, work therapists to labour consultants. The isolation of vocational training form such a chain leading to professional reorientation only makes sense from a methodological aspect.

Moreover, vocational training for the handicapped is directly dependent on the microeconomic environment. It is subject to particular difficulties, such as the extent of the mobility required to exercise a profession.

As far as the actual learning of a profession is concerned difficulties frequently crop up resulting from the low level of the basic education of the handicapped. A speaking illustration: immigrant workers disabled as a result of an accident at work. In any vocational training for such people, a preparatory, individually tailored programme is required in order to fill in certain basic learning gaps.

Relative to the type of vocational training available, it has frequently been observed that there is an inconsistency between the specializations offered and the professions in demand on the job market. This is due, among other things, to the lack of cooperation and information exchange between the world of work and education. A consequence of this is the employment/under-employment of people in outdated and unsatisfying work or an inability to find work at all.

This last is mainly due to ignorance or to the prejudices which still exist in relation to the possibilities of training, employment and productivity of the handicapped, with the result that even people trained in professions currently in demand take much longer to find work than their able-bodied counterparts.

An attempt to establish a direction

Within these parameters, there are certain basic principles which govern every training policy.

The aim of any training programme is on the one hand the professional establishment

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of its students and on the other their varied psychological, intellectual and physical development which, due to their disability, is restricted or halted altogether.

Handicapped does not mean different: thus the overriding aim of every action taken – including teaching – should be the social integration of the handicapped to the same degree ast the rest of the population.

This requires the active participation of those directly involved and their organizations in the determining relevant policies, which from policies *for* the handicapped are becoming policies *with* them, and participative activities are gaining more and more ground.

Finally, with regard to training, its effectiveness depends on whether it is complete, offered at the right time and on a continual basis.

And Cedefop?

Precisely because of the complications which vocational training for the handicapped presents, the Centre is restricted to small activities.

Having ascertained the need for a supply of information on a cautious level, Cedefop has issued two major publications. Thus the 2/1980 edition of this magazine dedicated to the vocational training of the handicapped was brought out and a two-volume publication from the Documentation Service, with a selection from Cedefop's bibliography. It includes the names and addresses of centres and organizations who are engaged in the vocational training and social integration of the handicapped and who work with the Advisory Committee on Vocational Training and Cedefop.

At the moment, Cedefop, in its 10th year, is researching ways to contribute out efforts in promoting the social and economic integration of the handicapped.

In the belief that this can occur only by ensuring for them equal opportunities in the employment market, Cedefop is looking at how to contribute to improving the methods, training and professional establishment of the handicapped. A contribution which can be realized through research, studies, making up innovative programmes and through the distribution of information relating to ways of coordinating the world of work with the world of education, policies and what steps to take in promoting the placement of the handicapped in self-sufficient or more dependent types of jobs.

Adult vocational training

From unwanted luxury to dire necessity

J. Michael Adams

In the European Commission's communication to the Council concerning 'Vocational training policies in the European Communities in the 1980s',* a number of specific proposals were made with relation to the training of adults. When in July 1983, the Council adopted its resolution on this subject,** there was very little specific action in relation to adults.

Perhaps this could partly be accounted for by the fact that at almost the same time the Council adopted a resolution concerning vocational training measures relating to new information technologies,*** and it was, therefore, felt unnecessary to deal with adult training separately. Yet little more than a year later, the Advisory Committee for Vocational Training in which governments, trade unions and employers participate, meeting in Brussels, almost unanimously said that they regarded a new Community initiative in the field of vocational training for adults as an urgent priority.

The consensus on the need for the swift establishment of a framework for broadly-based action in the field of vocational training for adults very much reflects the conclusions of a conference organized by Cedefop in March 1984 on continuing education and training and the labour market,* in which the participants, representing governments, trade unions and employer organizations from the Member States, as well as researchers and experts in this field decided that a piecemeal approach to the training of adults was no longer adequate, and broadly based initiatives, such as those taken with relation to young people in many States during the previous 10 years were now necessary.

Why so late?

It is interesting to speculate on why adult training has, at least in comparison with that for young people, been comparatively neglected in recent years. It can be safely said that most people in 1975 recognized that in the latter part of the 20th century, an initial re-training programme is sufficient, and that most workers would be faced either with the need to develop their skills, learn new skills in the same skill area or to undergo a complete training programme in order to learn new skills in a new occupational area. The reasons for this comparative neglect would seem to be a combination of what one might describe as 'practical' and 'ideological' ones. There is in a sense a lack of both a clear and widely accepted concept of 'Continuing education and training', and also of the structures necessary to implement such a concept. The following are examples of the reasons for the present unsatisfactory situation:

■ The scale of needs with relation to adult training is relatively difficult to define within a national framework, because one cannot speak of training systems as one can in relation to young people, i.e. there are no easily identifiable groups, except e.g. the unemployed, and particularly the long-term unemployed.

* COM(82) 637 final, 21. 10. 1982.
** OJ C 193, 20. 7. 1983.
*** OJ C 166, 25. 6. 1983.

* *Continuing education and training and the labour market – a conference report,* CEDEFOP 1985 (available in all the Community languages).

■ Whereas in most Member States public authorities have accepted a responsibility with relation to the training of young people, and their transition from education to working life, there has for various reasons, particularly financial ones, been an unwillingness to accept any global responsibility with relation to adults, leaving initiatives, therefore, to companies and to individuals, at least with regard to the financing of training.

■ Even where there is a considerable amount of adult vocational training taking place, relatively little is known about it – a number of Cedefop's activities have underlined this difficulty of collecting information concerning the state of the art.

■ The different partners involved tend often to have different objectives in relation to the vocational training of adults, or the same people may have different objectives at different times, e.g. it is natural that an employer's first interest is to enable his/her company survive and prosper in the immediate future, while training in broader basic skills, which may not be necessary at the time in question, but may at a later date turn out to be essential, may be treated as a second (or even a non-) priority, while trade unions may be more concerned with questions relating to the immediate protection of their members' jobs (and possibly the training implications of these), rather than with training considerations, which may in effect in the long-term be necessary precisely for the achievement of this objective of maintaining existing jobs and creating new ones, while governments although supporting the idea of more training and agreeing about the necessity for it, tend to view the financing of such training as basically a responsibility either for employers, or for the individuals concerned.

If there are these types of problems at a national level in launching action with relation to continuing education and training an additional one is added at Community level, that is the enormous difficulties in finding a common language in order to define what is been talked about. Here again the fact is that much of what is considered to be 'continuing education and training' or 'adult training programmes' in effect has tended to be either entirely orientated to, or at least largely availed of by, people under the age of 25.

Cedefop's response* to these challenges

Building on the experiences of some of the established international agencies in the field (Unesco, Council of Europe, etc.) Cedefop succeeded, with the help of a series of partners in the Member States in publishing in 1979 a file on innovation in continuing education and training.** This file aimed at providing 'practical assistance for practitioners and policy-makers in continuing education and training in the Member States, by providing relevant information concerning interesting innovations in other Member States' and contained information on some 400 such innovatory projects. It was at the time recognized to be a unique instrument, but its very existence underlined some of the factors stated above, i.e. information on interesting initiatives while useful, was difficult to use, unless instruments were available to set these within a national framework.

In October 1980, Cedefop, in cooperation with the European Commission, organized a major conference on 'New perspectives in continuing education and training in the European Communities'. This conference was addressed by a number of prominent figures in the field, including the present President of the European Commission, Mr Jacques Delors, who was then Director of the research centre 'Work and Society' at the University of Paris, Professor Henri Janne of the University of Brussels, who was previously Minister for Education and Culture in Belgium, Ms Shirley Williams of the Policy Studies Institute, London, a former Secretary of State for Education and Science in the United Kingdom, and Professor Bertrand Schwartz, who was later Director of the 'Délégation à l'Insertion Professionnelle et Sociale des Jeunes en Difficulté' (Delegation for the vocational and social integration of young people in difficulty) in France. A comprehensive report on the procedings of this conference was later published by Cedefop. The conference attempted to bring together those responsible for adult education in its traditional sense and those responsible for new programmes of vocational training for adults.*

Trends in innovation in continuing education and training

In 1980 and 1981, Cedefop established in a number of countries working groups with the idea that such groups might become a focal point for the exchange of information on innovatory activities in this field. This was the idea of an 'Observatoire nationale'. It became apparent that such a group to function effectively had to have specific instructions from Cedefop with relation to the type of material to be collected, and how it should be presented. From these groups and a series of national meetings came the material which eventually led to a further Cedefop publication in 1984 on trends in innovation in continuing education and training,** which contained a series of national reports, together with a Community-wide synthesis report, on recent developments in this field, as well as brief descriptions of a selected number of projects. These reports concentrated on three priority themes:

■ innovations in continuing education and training in response to the challenges posed by new technologies;

■ training initiatives, particularly those within companies, to respond to the threat of unemployment;

■ training innovations to assist the unemployed, particularly those unemployed for more than one year.

The conclusions drawn from this work emphasized the fact that the process of developing more flexible programmes, so that their delivery be arranged at a time and place to suit the learner, using distance learning methods and credit unit systems is one which is common to most of the countries, and has made considerable strides, but remains nevertheless in its infancy. The relationship of training projects to regional development was one also underlined in a number of Member States. These conclusions were summarized by those who composed working themes in the Member States in four basic recommendations:

* During the period 1976 to 1980, this activity in Cedefop was managed by Mr Michel Blanchère.
** *Continuing education and training: file of innovations in the EC Member States:* Cedefop 1979.

* *New perspectives in continuing education and training in the European Community – seminar report,* Cedefop 1983 (EN, FR, DE, IT).
** *Trends in innovation in continuing education and training,* Cedefop 1984.

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The need for all Member States to fully recognize the significance of new technology . . .

The importance of flexible, locally or regionally-based organizations for the provision of continuing education and training in order to respond swiftly to local and regional circumstances and to labour market conditions.

The need for all Member States to fully recognize the significance of new technology (computer-assisted learning, distance learning, etc.) in providing new channels of communication and means of teaching especially relevant to the area of continuing education and training.

The need for Member States to examine carefully the quality and relevance of continuing education and training for the long-term unemployed adult, where the teams considered that there was evidence of a disturbing lack of innovation and an absence of updating opportunities in new technology.

The need for a greater flow of information both within and between Member States in the area of continuing education and training so that providing organizations and Member States can better identify, and act upon, relevant experience and benefit from the results of pilot projects, experimentation and evaluation throughout the Community.

Paid educational leave, and education and training as a labour market instrument

The move towards expansion of individual opportunities through the introduction of paid educational leave, which was notable in the 1960s and in the early 1970s came to a halt with the economic crisis of the mid-1970s. Paid educational leave, as established in a number of *Länder* in Germany, in France, in Belgium and in Italy obviously continued to exist as an opportunity, but workers were increasingly uncertain about whether to use such opportunities, if this entailed risks to their future employment and promotion prospects. In addition resources which might have been available under these schemes, or their expansion, became diverted towards the seemingly more pressing needs of dealing with the problems of youth unemployment, etc.

In 1979 Cedefop joined with Centre INFFO in organizing a conference on this theme in Paris. Given the changing situation, Cedefop then turned its attention to the question of educational leave and the labour market, and in 1984 published a study focused on the extent to which existing provision for educational leave has lead to an easing of pressure on the labour market, and whether greater advantage could have been taken of such provision. The findings were not encouraging in that in all Member States the present provision for educational leave appears to be having little or no effect on the labour market.*

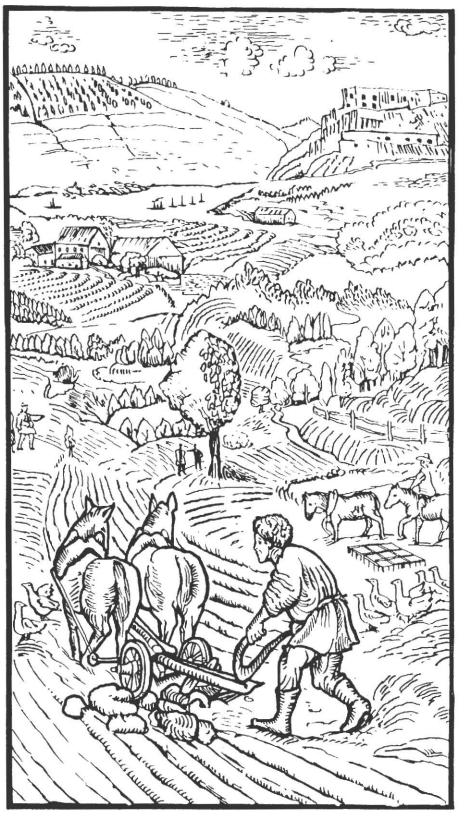
Cedefop also turned its attention to the relationships of vocational training and the labour market. This resulted in a series of studies looking at the use of education and training as a labour market instrument in the Member States.**

These reports with relation to continuing education and training and the labour market, as well as the reports on trends in innovation in continuing education and training were the major input documents for the conference organized by Cedefop in March 1984, which was referred to at the beginning of this article, and which confirmed the necessity for initiatives in this field. Participants at the conference emphasized the lack of resources and an overall framework, the unequal access to training which excludes a large part of the working population, and in particular means the needs of the unemployed are not met, and therefore called for national and Community policies which worked towards the improvement and diversification of the range of education and training available to adults.***

* GÜNTHER DEGEN AND EKKEHARD NUISSL. *Educational leave and the labour market in Europe,* Cedefop, Berlin, March 1984.

** FABIENNE BERTON. *Reintegration of adults into the continuing vocational training systems as a means of preventing unemployment: Belgium, France, Italy,* Cedefop, 1983.
RAINER BRÖDEL, ENNO SCHMITZ. *Continuing training as a means of preventing unemployment: Denmark, the Netherlands, the Republic of Ireland, the United Kingdom and the Federal Republic of Germany,* Cedefop, 1984.

*** *Continuing education and training and the labour market – a conference report,* Cedefop 1985 (available in all the Community languages).



Regional development and vocational training

The active role of training in the creation, preservation and revival of economic activity

Marie Pierret

Vocational training does not automatically or directly create employment, but research by organizations like Cedefop shows that it may make a considerable contribution to that end. A study carried out back in 1978[1] took French, Italian and British examples to demonstrate that job training, in fact, played an active role in the creation, preservation and revival of economic activity. A number of innovatory schemes[2] set up in response to the problems of disadvantaged groups in declining areas of employment or industry owed their viability and long-term success purely to their vocational training component. The aims were to help individuals open up new fields of employment (by starting up their own businesses, for example) and to support local communities in identifying and making better use of local resources. It has been in the field of vocational training that 'development agents' have proved their true worth. Two trends have contributed to the spread of new forms of development: a radical disruption in the conventional model of centralized development based entirely on large businesses with reasonable growth expectancy; and a growing awareness among local communities of the limitations of the traditional form of economic growth and the adverse effects of over-industrialization on the environment, leading to a demand for involvement in decisions affecting their local environment and a search for alternative forms of progress that would improve the quality of life.

Development and training strategies: the urgent need for coordination

In 1980, Cedefop sparked off a more searching debate on the ways of co-ordinating economic development and vocational training policies, by dedicating an issue of its journal, *Vocational Training,* to the theme of 'Training, employment and regional development'[3] and by organizing a seminar on continuing education and training.[4] Research projects were conducted in 1981 and 1982[5,6] to analyse the relationship between economic development and training at a regional level. For their part, regional authorities were having to cope with the restructuring of the production system and their domestic labour market, as well as the redeployment of the labour force and its training in new skills. Economic development throughout Europe had always been based on the promotion of all the major industries, a tradition which resulted in migration away from rural areas and more vulnerable economic structures, whose economic and demographic position was further weakened as other areas and industries attracted more industry and commerce and more people. In this situation, vocational training was used mainly as a means of adapting the work-force to the immediate needs of the employment market. Serious economic and demographic distortions within the European Community were revealed, or highlighted, by the general economic recession and measures have gradually been introduced to alleviate the situation. Regional inequalities are now kept under constant review by the European Commission, and the distribution of Community funds is based on an even more detailed examination of the current situation.

Reorganization of the vocational training system

Although vocational training systems as a whole were still monolithic structures

geared to meeting the demands of national employment markets, alternative ways of organizing vocational training were emerging in response to regional and local need in all three countries studied by Cedefop in 1982.[5,6] In Italy, regional authorities were gradually taking over responsibility for training schemes outside the state education system. In France, implementation of the new policy on the vocational education of 16 to 18-years-olds had already been decentralized and local authorities were themselves involved. In the United Kingdom, the vocational education of unemployed youngsters over the age of 16 was coordinated nationally by the Manpower Services Commission (MSC).

The MSC is, in fact, a national body, but it establishes regional training schemes after consultation with local communities, thus ensuring that decision-making is decentralized and local needs are taken into consideration. It has been found, however, that there has been little regional demand for vocational training and in many cases it has been expressed only when it has been solicited by an outside organization prepared to finance a local project or when it has been stimulated by a voluntary policy of regionalization. The training offered by employers was seldom based on the criterion of 'regional development'. Occasionally employers' schemes have contributed to development in that companies have preferred to retrain their existing employees rather than take on new staff, or training agencies have taken steps to vitalize a network of small industrial, agricultural and craft enterprises. An interesting example is the University of Durham's Business School, which works with committees of local businessmen to advise and train people who may set up in business and create new jobs. Other training schemes linked with regional development have come into being as a result of major investment programmes or schemes to boost devitalized rural areas or, more generally, areas with serious economic problems. These schemes have been particularly prevalent in France, demonstrating what can be achieved by integrated development plan in which training is a dynamic force rather than merely a back-up measure. The schemes in question have been planned as part of wider socio-economic programmes whose aims have been determined in consultation with the local communities. They have affected a wide variety of people and local officials have been involved in their implementation. The trainers, specialists in their own fields, have come from different social and cultural backgrounds; they have used modern teaching methods which draw on both day-to-day practice and formal training sessions.

Regionalization, decentralization, local involvement: towards new forms of expertise

When Cedefop decided in 1982 to work towards the organization of an inter-regional forum on the issue of the relationships between regional development and vocational training, it was following the train of thought started up by research that had begun in 1978. At a time of decentralization, regionalization and participation, there was an urgent need to set the problem in a regional context. Every regional system is the product of its own history and development and as such has its own particular combination of economic and social infrastructures, capital assets, vocational skills and, of course, political colour. If it is to succeed, a development project based in a given area must make use of all these factors and accept that they are interdependent. A common cause of failure is the failure to coordinate policy in the areas in which action is being taken, such as policy on training, the economy, transport and energy. Armed with the findings of its earlier research projects, Cedefop had a message for regional authorities: coordination is vital in every sphere. Having gone beyond the stage of analysing the situation and producing monographs and summary reports, Cedefop was in a position to undertake the task of organizing an initial pooling of experience among regional officials. With its new expertise in the coordinated management of financial, technological and human resources, the Centre decided to make that expertise more widely available and consider how it could be transferred to other areas. Faced with the need for consultation among institutions, what solutions did these new-style engineers suggest? What methods had they introduced to 'synergize' all the available resources in a particular area? In the absence of coordinated development and training strategies, how had they set about forming a coherent relationship between State, Region, Employers and the Local Community?

No region can claim to have found a satisfactory system of coordination which perfectly integrates the diversity of resources available, but work on solving the problem of 'divided forces' is well under way. Institutional and financial arrangements differ from country to country and develop according to their own particular logic, and the plan of action chosen by each region will, therefore, depend on its own set of priorities and specific context. Some regions feel the need to conduct a joint analysis of the training and production machinery before implementing programmes. Others consider it necessary to create separate, comprehensive training and education options. Scotland, for example, has acquired expertise in the field of electronics by adopting the comprehensive approach, establishing research centres and purchasing production licences, patents, etc. Yet other regions, like Rhineland-Westphalia, have set up temporary, experimental projects in the light of a thorough knowledge of the regional and sub-regional situation. Whether they are called 'Schéma régional de la formation professionnelle' (Regional vocational education profile) or 'Contrat de plan État-Region' (State-regional planning contract) as in France, or 'Ateliers régionaux' (Regional workshops) or 'Cellules de reconversion' (Retraining units) as in Belgium, the aim is always to coordinate the work of all the parties involved, either in identifying priority guidelines and target groups or in mobilizing available educational resources (or creating them if necessary). The fact that such schemes are in operation is evidence of a growing ability to use all the available resources, human and otherwise, when planning regional development. The schemes are in marked contrast with rigidly compartmentalized institutional methods in that they are based on an assumption that the groups and individuals affected by economic development are also the potential creators of that economic development. Change comes from within. This concept of internally generated development is particularly crucial in certain disadvantaged geographical areas which are showing no sign of benefitting from measures imposed from outside. The new policy of decompartmentalization and basing development on local agencies is a major accomplishment. The decision-makers and those who carry out development schemes are beginning to take each other's concerns into account, the only way

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The fact that such schemes are in operation is evidence of a growing ability to use all the available resources, human and otherwise, when planning regional development.

to achieve success. If economic growth depends on the vitality of small businesses, then it must be remembered that small businesses can flourish only if they have competent manpower managed by qualified people. In less structured economic sectors, skills can be used to create goods and services. Agricultural progress and the maintenance and development of rural craft industries are also dependent on the quality of the work force, its training and its capacity to use and adapt new technology. When considering investment, large businesses are taking far more account of the fund of skills available, for their survival depends on those skills.

The authorities are faced with a considerable challenge in promoting a 'multi-sector' policy of development. The diverse training needs of individual target groups and industries have to be taken into account and, at the same time, it is essential to gain the support and commitment of groups and individuals with widely divergent interests. Besides pooling financial resources, they must help trainers to keep abreast of their subjects and adapt quickly to changing demands. In such a context, the importance of the training of trainers is equalled only by its complexity. Their courses may incluce subjects that are not strictly vocational such as local history and customs, technological culture and collective management. Trainers may be called on to introduce new theoretical or practical material or devise a range of possible courses of action. Financing agencies must make their regulations more flexible and work together to ensure that, once they have agreed and jointly pursued an objective, its practical realization is not delayed by too strict an adherence to administrative practices. It is also essential to pave the way by making efforts to brief and train civil servants and both sides of industry. Other aspects of this complex situation which should not be overlooked are the social environment and the improvement of living conditions.

A decentralized national system with objectives and methods geared to the regional situation, offering training for industry, agriculture and craft industries, would be better placed to respond to regional demand. The work being done by the Manpower Services Commission in the United Kingdom is a move in this direction: a regional study of training objectives, national coordination of funding and the implementation of schemes through a network of independent agencies.

In parallel with this type of organization, it is essential to develop a system of national diplomas and a national statute for trainers. On the question of diplomas for unskilled adults and youngsters, new procedures for obtaining qualifications by means of 'capitalizable units' in France and 'modules' in Italy may lead to the conception of a diploma which caters for regional needs and is also recognized at a national level.

If vocational training is to make an active contribution to economic development, the methodology, organization and content of training courses must be greatly improved. Teaching methods will have to be radically

changed if students are to acquire knowledge and skills and their spirit of enterprise and initiative is to be stimulated. An alternance system of training and apprenticeship will have to be established or extended to relate training to the working world. Greater flexibility in the timing, location and content of training is a concept that must be translated into reality in the future.

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[3] *Vocational Training,* 3, 1980, 'Training, employment and regional development' (DA, DE, EN, FR, IT, NL).

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With divining rod and micrometer

The difficulty of comparing vocational training systems

Norbert Wollschläger

The visitor seemed very satisfied. He was clearly impressed by the many studies that had been carried out, the wealth of data and information available and the obviously extensive stock of knowledge on the various vocational training systems in the European Community. It was his first visit to Cedefop. Responsible for education policy in his own country, he wanted to know how training was provided elsewhere. Eventually, as the general description of the wide range of vocational training methods in Europe began to confuse him, he became the pragmatic politician again. All he really wanted to know, he said, was which was the best of the various systems. The absence of an answer to his question undoubtedly left him rather disappointed. Who knows what he needed it for.

Political intentions have always lurked behind comparisons of national education systems. Peter I of Russia based the development of his country's education system on experience gained abroad and then set it off against other systems (Robinsohn, 1970, p. 469). Empress Maria Theresa of Austria instructed her Chancellor, Prince Kaunitz, to collect information on education abroad with a view to reforming Austria's own school system (Holmes, 1981, p. 21). Towards the end of the last century British industry saw German competition as so serious a threat that it called for a careful study of the training of German factory workers. Only the German Empire's special vocational training system, it was thought, could explain its rapid advance from a rival of virtually no account to undisputed leader in international competition. Today, less than a century later, another international comparison is helping to show that reforms in the British training system are essential (see *Competence and Competition,* London 1984).

Comparisons of national education systems have had an extremely varied history. Up until the early 1950s the methods used to compare institutes of education in different countries were broadly similar to those used by the travelling school inspector of the 19th century. The peculiarities of national education systems were attributed to history, developments confined to one country to its intellectual and cultural traditions and ideals. Far less importance was attached to aspects of social organization and economic conditions. Such 'knowing' analyses conducted with the 'divining rod' seldom rose above the level of speculative generalities. Many of these studies were geared to political journalism, they sought to 'enlighten' the reader, and their significance with regard to education policy depended on the author's commitment and the reform tendencies of the time (Robinsohn, 1970, p. 471). It was not only their methodological deficiencies, then, that attracted criticism.

Anyone wanting to compare the education and training systems of different countries at that time faced a very difficult task. There was no standardized information to permit a systematic comparison. Demographers and economists were better off in this respect: they could fall back on figures calculated by government book-keepers, birth and death rates, import and export statistics and so on. Nothing 'comparable' was available on education systems. Data on education and occupations, which are essential to any kind of comparative analysis, were few and far between. The methods and background information for this task were inadequate. However, the establishment of international organizations saw the emer-

gence of cautious interest in comparing education systems, prompted initially by 'colonization motives', the aim being the smooth transfer of education and training structures and thus of the conditions underlying certain social trends from one country to another. But the success of this 'import and export of education structures' was limited from the outset.

The real challenge came 'out of the blue'. The successful launch of the first Soviet satellite on 4 October 1957 shocked the world. The immediate consternation at the adversary's technological feat was followed by the fear that, as producers of qualifications, our education systems might be inferior to his.

This led to widespread interest in international comparisons of education systems, but on political rather than scientific grounds. With the world divided into hostile blocs, such comparisons served either a defensive or an offensive purpose: the vindication and publicising of conditions in one's own bloc, the disparagement and criticism of conditions in the other. Wherever possible, research findings were to demonstrate that the situation at home was better than elsewhere. This became what might well be termed the standard goal of international comparisons of education systems. As comparative research into social system had for years been dominated by the image of the 'enemy', his systems were often researched more thoroughly, in quantitative terms at least, than those of our 'friends'. In short, Western Europe's educationists seemed more interested in Academgorod* at this time than in Cambridge.

The relaxation of international political tension and the onset of social reforms in many countries began almost simultaneously. Against this background the *raison d'être* of international comparisons of education systems also changed. This reorientation was triggered off by the changes occurring in the educational and social scene in many Western European countries, a period that was characterized by a rationalistic belief in progress, educational euphoria and reforms of school and university systems. The simplistic division of the world into friend and foe was abandoned and, with something of a time lag, it was accepted that the education systems of one's friends were also worth considering. International studies of (school) education systems were undertaken with growing frequency, largely with a view to rationalization. Every country hoped to profit from experience gained and practical solutions found to problems elsewhere.

International comparisons could be used to show how much more advanced the education systems of other countries were, and at the same time it could be claimed that the situation at home was completely different, not comparable and, in fact, not in such desperate need of reform (Thomas, 1974, p. 20). Scientific support could also be found for such conclusions, since the methods used were virtually confined to mere quantitative comparisons. Even where highly advanced, sophisticated analytical procedures were adopted, the comparisons made often did no more than confirm the findings of previous, less complex, but no less unreliable studies. As by no means all the structural disparities and variations among the education systems of different countries can be quantified, a comparison made with a 'micrometer' is often only slightly more accurate than one made with a 'divining rod'.

It must be realized in this context that the vast majority of comparisons of national education systems are based on secondary data and that the data compared are mostly obtained from the official statistics. Most of the variables of real interest to the sociologist are thus disregarded. Anyone who relies entirely on quantitative methods and statistical techniques looks only where the light is brighter: 'Those who need the electric light to see are blind when the power – the statistical prop – fails' (Robinsohn, 1971, p. 522). International comparisons of education systems are often no more than fact-gathering exercises. They suggest that the countries studied and their structural features have – or do not have – certain similarities, and the data already available (!) are compared. Sometimes the structures studied then appear to be more similar than they in fact are, and sometimes they are more similar than they appear (see Elvin, 1981). Anyone wanting to make an international comparison is immediately confronted with a chaos of phenomena: birth rates, pupil: population ratios, numbers of people in training, employment and unemployment figures, curricula, training regulations, admission procedures, examination requirements, occupational regulations, solutions to problems and problem-solving strategies, educational objectives, quantitative and qualitative data, standards, descriptions, the historical and the contemporary. This confusion must give way to order. The attempt is, therefore, made to give names to the phenomena

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However, the establishment of international organizations saw the emergence of cautious interest in comparing education systems, . . .

* An 'academic city' founded in 1959 near Novosibirsk in the Soviet Union and including a scientific university and a special school of mathematics, physics and chemistry.

recorded, to ascribe certain features to them and to classify them as 'the same' or 'different'. It is unwise in this process to rely on the apparent 'identity of labels'. It would be risky, for instance, simply to equate the French *baccalauréat,* the British 'upper secondary school examination' and the Austrian *Matura* with the German *Abitur.* Linguistically, the German *Lehrling* can be translated as *'apprenti'* in French and 'apprentice' in English, although the are not in fact identical and it is, therefore, doubtful whether a real comparison can be made. No wonder, then, that it is not even possible to put an accurate figure to *Lehrlinge* in the Community. Not even the official labour market statistics in the Community can be used for international comparisons without reservation, and the feeling is that such comparisons have become even more difficult in recent years (Werner, 1984).

In the last two decades the vocational training systems of most European countries have been documented from many angles. Specialized libraries in almost every country are packed with scientific descriptions and papers on specific problems and aspects of (vocational) education. There is hardly a problem connected with vocational training or pedagogics that has not been discussed and scientifically examined – in a similar way at least – in other countries too. The stock of data and information on these problem areas has certainly never been as extensive as it is today, and yet this knowledge is not immediately accessible. Geared to private interests and the needs of the individual country, it is widely scattered, often to be obtained for reserach and practical application in other countries only with great difficulty and of extremely limited value as it stands. Our knowledge of individual vocational training systems has grown enormously. We are aware of many of the differences and similarities without always being able to identify their causes or to explain logically how the various systems operate. What our knowledge of vocational training in Europe lacks is not facts but judgments.

International comparisons of vocational training systems are undertaken for different purposes. They enable education policy objectives to be derived from 'models' in other countries and postulated as necessary reforms. On the other hand, they can be used to show that the situation at home is the only possible and also the best conceivable solution to the problem. Occasionally, what can only be described as a flight of fancy leads to their even being allotted the role of the 'promoter of supranational integration efforts' (Berstecher, 1970, p. 106). Where comparisons are made of national education systems, science leaves its mark on policy and vice versa. Methodological progress and new findings will be possible only if policy lays the foundations. Even more important than appropriate physical and intellectual support for such research projects is renunciation of the desire always to regard one's own education system as the best.

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Comparability of vocational training certificates

in the Member States of the European Community

Burkart Sellin

Freedom of movement and establishment in the Community

While it can be said that goods and capital now move fairly freely in the Community, various major obstacles still stand in the way of the other two requirements of the Treaties establishing the European Communities, the free movement of persons and the freedom to provide services.

In theory there has been nothing to stop workers moving freely in the Community since the adoption of Council Regulation No 1612/68 of 15 October 1968, but in practice difficulties arise over the mutual recognition of vocational training certificates, social insurance systems, which are often linked to such evidence of qualifications, and labour legislation.

Thus no one can now be denied a work permit or permission to work as a self-employed person or to pursue a liberal profession, the latter right having formally existed since 1 January 1970, when the European Treaties prohibited the Member States to practise any kind of discrimination against citizens of other Member States.

Every citizen of a Member State has a personal right to settle in any other Member State of the Community and to pursue activities as an employee or self-employed person under the conditions obtaining in the host country. In the event of discrimination he may insititute legal proceedings and, if necessary, appeal to the European Court of Justice.

But here again, both the employed and the self-employed must satisfy certain requirements in every Member State before they can start work. The most difficult of these requirements is proof of theoretical and practical proficiency, usually in the form of diplomas, examination certificates and other evidence of aptitude. The professional associations, employers' and employees' organizations and chambers of trade and industry are often restrictive or even protectionist in their attitudes. In the private sector at least, they frequently have the last word on government rulings in this area.

This means that a generally binding ruling cannot be introduced if the relevant employers' and employees' organizations are not consulted or if they are opposed.

This was undoubtedly one of the main reasons for the formation of various advisory committees (on free movement, migrant workers, vocational training, the right of establishment and the recognition of diplomas in the health sector) within the Commission of the European Communities and the establishment of the European Centre for the Development of Vocational Training (Cedefop) in Berlin. The regulation establishing Cedefop refers to this problem: 'The main tasks of the Centre shall be . . . to encourage and support any initiative likely to facilitate a concerted approach to vocational training problems. The Centre's activity in this respect shall deal in particular with the problem of the approximation of standards of vocational training with a view to the mutual recognition of certificates and other documents attesting completion of vocational training' *(Official Journal of the European Communities,* No L 39/2 of 13 February 1975).

The pertinent employers' and employees' organizations as well as the national authorities are represented on all these advisory committees and in Cedefop.

In addition to these tripartite bodies, a number of joint committees have been set up under the auspices of the Commission to consider aspects of working conditions and labour market policy in certain sectors of the economy.

The Ministers of Education of the Community's Member States have also set up an education committee in the Council which concentrates specifically on the academic recognition of diplomas and periods of university study on the basis of the resolution of the Council and the Ministers of Education meeting within the Council of 9 February 1976. The Community's activities in these areas and the very modest results so far achieved are described in *Vocational Training,* No 10/1982.

Results of Cedefop's activities in this field

At the request of the Commission and the Advisory Committee for Vocational Training, the European Centre for the Development of Vocational Training has been considering the problems connected with the 'approximation of training levels for employees', with specific reference to the qualifications of skilled wage- and salary-earners, since it was first established and particularly since 1978 (see also the definition of Level 2 of the structure of levels of training on page 54).

With the help of experts appointed by the relevant agencies in the Member States, Cedefop has meanwhile compiled five reports on the ***electrical trades, motor vehicles trade, the hotel, restaurant and***

The Ministers of Education of the Community's Member States have also set up an education committee in the Council . . .

catering trade, construction and ***agriculture,*** which:

- describe the practical occupational requirements to be satisfied by skilled wage- and salary-earners in some 60 individual occupations;
- establish what certificates and training methods are required for these occupations in the Member States; and
- make recommendations regarding the comparability of certificates of occupational qualification with a view to the mutual recognition of the right of access to occupations.

These reports formed the basis of a proposal from the Commission to the Council for a decision on the comparability of vocational training qualifications between the Member States of the European Community, which, after the Economic and Social Committee and the European Parliament had delivered favourable opinions, was approved in principle by the Council of Ministers on 13 June 1985 (see extracts in the box on page 54).

This decision empowered the Commission, after consulting the Advisory Committee for Vocational Training, to publish the findings of the expert groups set up by Cedefop in the *Official Journal of the European Communities* and called on the Member States to draw these findings to the attention of the appropriate employers, and employees' organizations.

Although this process does not amount to *de jure* recognition, it does signify *de facto* recognition, especially as the employers' and employees' organizations and the relevant government agencies have approved these findings, which are set out in comparative tables of certificates and corresponding occupational requirements.

However, such comparative studies not only improve the conditions for the mobility and free movement of workers but also constitute a first step towards the approximation of training in the Member States of the Community, and this without any direct influence being brought to bear on national vocational training policies:

- Common definitions of knowledge and skills (occupational requirements) at Community level give Member States wanting to overhaul or develop their vocational training systems a reference framework which they can but are not forced to use. Even while the expert groups were still at work, the appropriate agencies of some Member States were prompted to change their training programmes or adjust them to practices in other Member States by the intensive exchange of information and views that accompanied the compilation of the reports.

■ The common definition of occupations is essential if Cedefop and other international organizations are to make proposals and recommendations for the development of qualifications and occupations in view of the current changes in the economy and labour market, through the introduction of new technologies, for example, and to conduct fruitful discussions on training programmes, their content and their objectives with experts from the Member States.

■ These comparative studies facilitate effective transfrontier cooperation among training establishments and enable joint ventures to be undertaken both on a small scale (e.g. wine produced by ecologically acceptable methods in the south of Italy and marketed in a German city) and on a large scale (e.g. the Airbus industry).

The pragmatic method of comparing vocational training certificates developed and successfully applied by Cedefop will not produce practical results, however, unless progress is made towards the approximation of living and working conditions through European integration, as required by the Treaties of Rome. But a number of workers have already profited from these studies, since they find their occupational qualifications are now more readily accepted by agencies in the host country.

A great deal remains to be done. We need only think of the present upheavals in the communications industry, of the developments in culture, ecology and not least, large industrial enterprises – all areas in which purely national approaches are already doomed to failure and mergers, or at least cooperative relations between European companies are becoming increasingly common.

If lasting economic growth is still possible, it will have to be qualitative rather than quantitative, in the service sector rather than manufacturing industry, especially as the latter's manpower requirements are steadily declining as productivity rises.

The qualifications required in the service sector, however, differ from and are usually higher than those needed in manufacturing industry. This is an aspect on which efforts must be concentrated in the future.

Structure of levels of training

Level 1	**Access to this level: completion of compulsory schooling plus completion of technical or vocational preparation** This preparation is received either at school, within the framework of the informal sector, or within the firm. Very little theoretical knowledge and fey practical skills are involved. This qualification, which can be obtained fairly rapidly, enables its holder to take up a relatively simple job.
Level 2	**Access tho this level: completion of compulsory schooling plus completion of technical or vocational training** (including apprenticeship) This level corresponds to a qualification obtained for a well defined occupational activity which implies a mastery of the instruments and techniques used in carrying out this activity. In principle this activity takes the form of execution of a specific task, which execution can be autonomous within the limits of the techniques proper to the task.
Level 3	**Access to this level: completion of compulsory schooling plus completion of either/or technical or vocational school and integrative technical training and qualification secondary school/technical school at lower secondary school level** More theoretical knowledge is required at this level than is the case at Level 2. Primarily involved is the execution of an occupational activity which can be carried out autonomously and/or entail other responsibilities such as those of programming and coordination.
Level 4	**Access to this level: completion of lower secondary schooling (secondary school or technical/vocational school at lower secondary school level) plus technical training at upper secondary school level** Involved is technical specialization at upper secondary school level which can be acquired within either the formal or the informal school system. The qualification obtained covers knowledge and attitudes acquired at upper secondary school level but does not confirm mastery of the scientific fundamentals of the subject matter involved. The knowledge and attitudes acquired enable the qualification holder to take over a job involving independent responsibility within the framework of an occupational activity consisting of programming and/or administration and/or management.
Level 5	**Access to this level: completion of lower secondary schooling (secondary school or technical/vocational school at lower secondary school level) plus completion of upper secondary schooling** Persons qualified at this level are equipped to take over a professional job on either a salaried or a self-employed basis. Implied is the mastery of the scientific fundamentals of the profession involved.

Cedefop, *Vocational Training*, December 1982, p. 39.

VOLLMER

These comparative studies facilitate effective transfrontier cooperation among training establishments . . .

The approximation of education and training systems and of occupational requirements has no value in itself: it must always be related to progress towards the political integration of the Member States. This process cannot be influenced by a few experts or Cedefop. But it will none the less determine whether any progress worthy of note is made in this area of activity.

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The cost of vocational training and its funding

Georges Dupont

The difficulty of arriving at precise comparisons between countries is inherent in comparative studies. One of the Centre's earliest surveys on the funding of vocational training revealed how greatly each nation's methods of financing its training are influenced by its cultural background and socioeconomic and political development.

A comparison of funding methods in the Federal Republic of Germany, France, Italy and the United Kingdom suggests, however, that certain similarities and common tendencies do exist and that each country's experience might be instructive to other Member States; besides, differences can be as revealing as similarities.

Both at European Community level and within individual Member States, we are witnessing an immense effort to educate and train at a time when an average of 40 % of young people are reaching school-leaving age and coming onto the labour market without vocational qualifications. That effort is being deployed not only in the traditional education and training system but also under new basic and more advanced vocational training programmes designed to facilitate the transition of young people from school to working life.

The introduction of new technology and structural changes in the organization of labour within companies have also created a new challenge to Member States and social partners there: how to impart the skills that adult workers need to cope with change.

The key issue is: how should the training be financed and through what machinery should it be funded, with all due consideration for the needs of both young people and adults?

Over the past few years the Centre has been seeking an appropriate method for analysing the problem, which is far more complex than one of statistical inadequacies, the intricacies of legislation in

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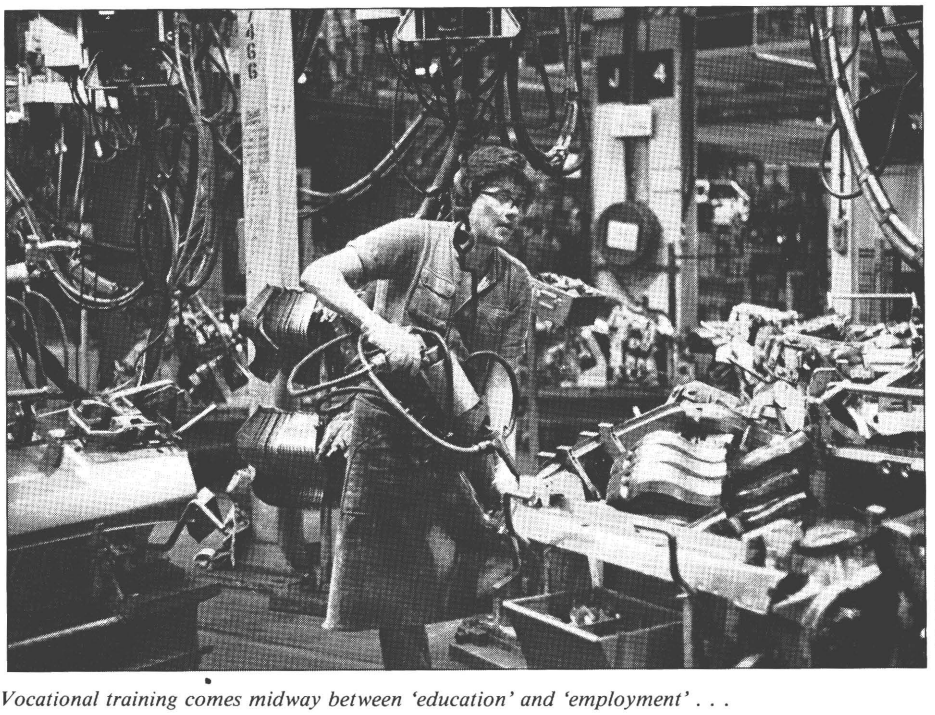


NETWORK

Vocational training comes midway between 'education' and 'employment' . . .

every country or the involvement of a multitude of agencies and institutions at every level.

Vocational training comes midway between 'education' and 'employment' and on occasions overlaps onto either or even both domains. It is virtually impossible to draw lines of demarcation, especially for instance in the case of work-based training and alternance training schemes. Furthermore, these are fields in which funding is mixed (i.e. financed jointly by the public and private sector). The importance of training has been growing over the past few years, especially with the universal effort to combat youth unemployment.

It is against this backdrop that the Centre has developed a method for investigating the funding of vocational training in conjunction with research institutions in virtually every EEC Member State. The method consists of comparing four vital factors in each country's vocational training system:

■ the throughflow: trends in the working population, with a breakdown by sex, over the past 10 years and over the next decade;

■ the training environment: the interaction, relative importance and nature of the goals that determine who benefits from which type of training and the cost of that training. This calls for a description of the role of demand from employers – expressed in terms of training within the employment framework and demand for skills on the labour market – by comparison with the role of other institutions whose job it is to define objectives and supply the resources, such as the public and para-public agencies which finance vocational education in the schools;

■ the flow of resources: where do the resources come from and what proportion is channelled to each major option identified under the heading of 'throughflow'? A distinction should be made between the gross and the net cost to training partners;

■ the financing machinery: what instruments are used to pool and channel funds, pass them from one sector to another and distribute resources among individuals, programmes and institutions?

It is the Centre's aim not to make precise comparisons between countries but rather to analyse and clarify, working towards an understanding of the problems of cost and financing. Its intention is to:

■ provide more accurate information by pinpointing the political goals of individual countries;

■ make it possible to pool and pass on experience with financing;

■ help the Community arrive at a clearer overview of changing vocational training policies and problems.

This is a long-term project calling for cooperation at national level from research institutes, both sides of industry and above all ministries and institutions concerned with vocational training.

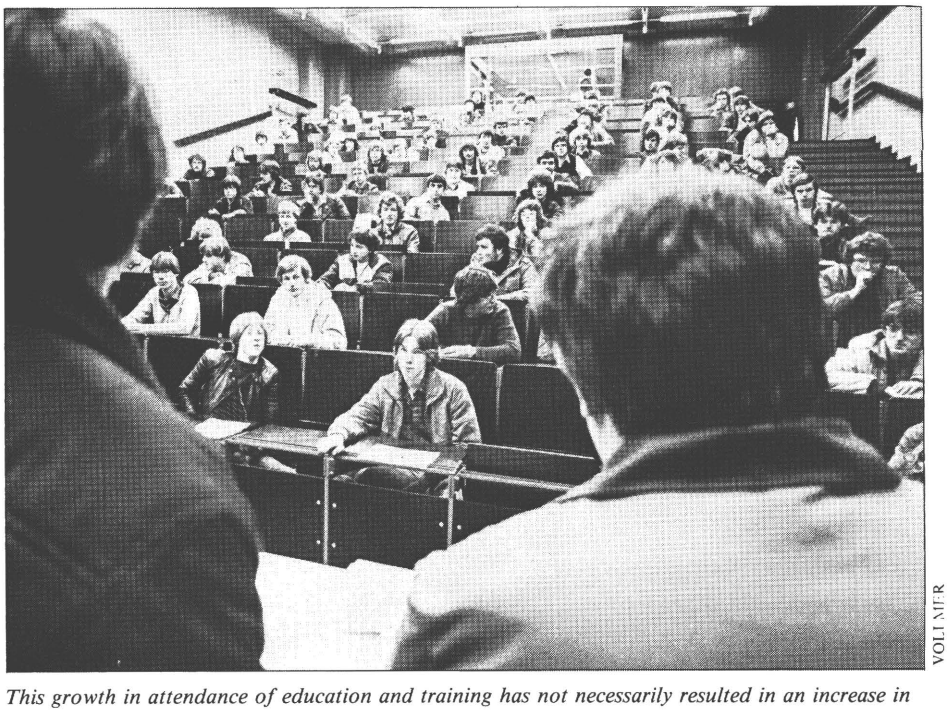
The Centre has completed a preliminary series of studies based principally on the problems of the funding of training for the 16 – 25 age group. It now has national monographs which are to be published in summary form before the end of the year. Even at this early stage, however, certain observations have been made, certain conclusions have been reached and certain trends have been identified.

Common trends at national and Community levels

■ It seems that there has been a general tendency in every Member State for the authorities to take on growing, if not exclusive, responsibility for the training of 16 – 18 year olds. What we find is the open or disguised prolonging of attendance of school or training, full or part-time.

This extension of education is to be found even in countries where in alternance training system predominates, essentially based on mixed funding. In every country, growing numbers of young people are staying on in full-time training or education up to the age of 18, and the proportion is likely to rise to 100 % in the near future whether or not measures exist to force or encourage them to do so.

■ This growth in attendance of education and training has not necessarily resulted in an increase in skills or know-how, at least in terms of the type of qualifications recognized on the labour market. It has taken the form of a year's additional full-time vocational education or a year's work experience, which are titled 'basic training' or something similar even though they have not led to any notable increase in the number of skilled workers in this age group. This finding indicates that there may be a widening gap between stated political objectives and manifest needs and what is actually being achieved.



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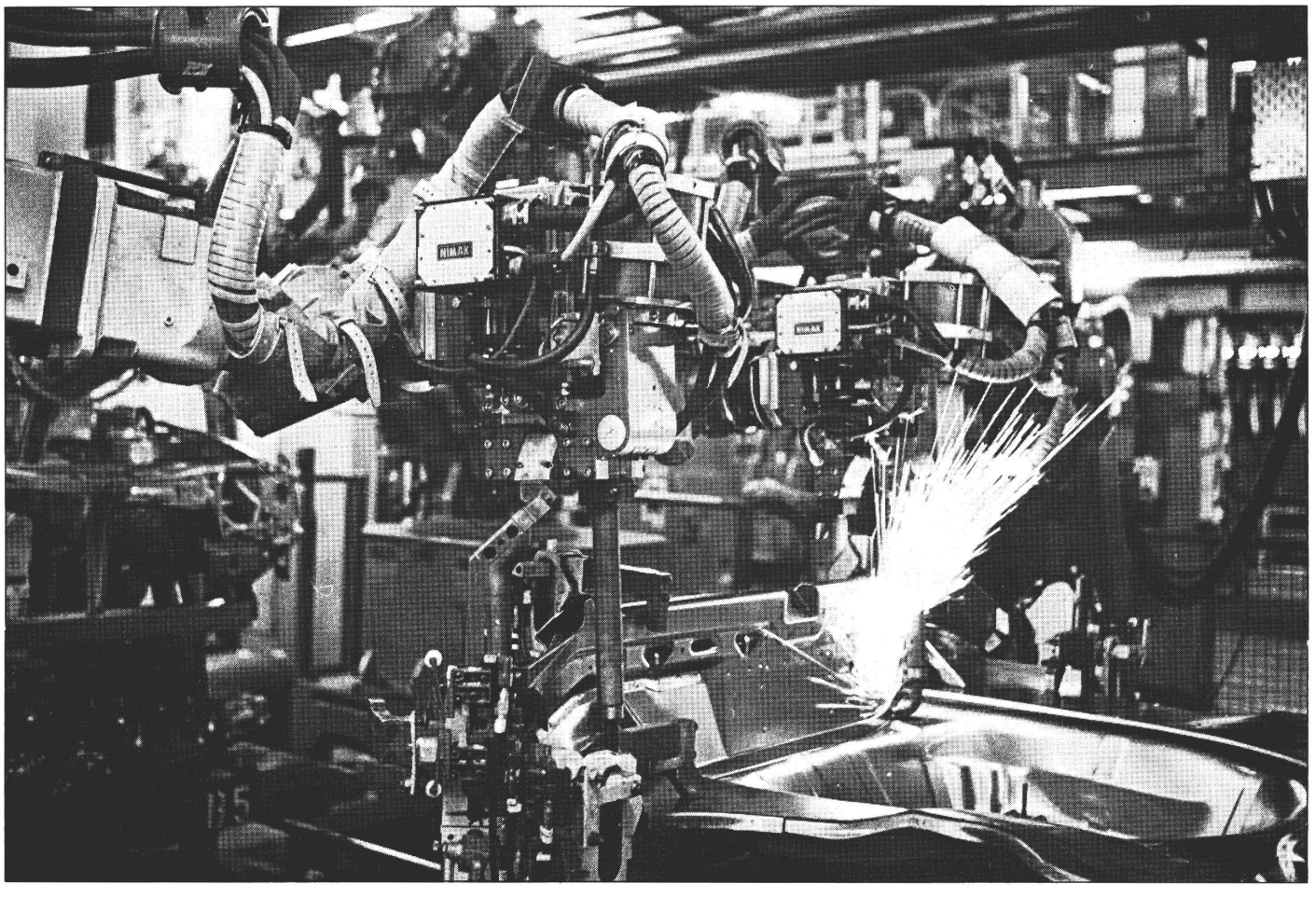
This growth in attendance of education and training has not necessarily resulted in an increase in skills . . .



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Let us not forget society and companies are being profoundly changed by technological, economic and social challenges, . . .

■ One of the effects of concentrating on this problem in response to the major political priority – a short-term emergency programme for young people – has been to divert a growing proportion of public and/or mixed funds towards short-term youth training, often at the expense of longer-term and adult training. The analyses have revealed serious problems in arriving at a fairer distribution of funds among different target groups and training levels.

■ It should be stressed that the authorities are taking an ever greater hand in youth training, but there is also a manifest tendency to resort to new financing devices like mixed public and private funding or the pooling of private funds for the benefit of the general public (the example set by AER* and AUD* deserves recognition), especially in the field of continuing training for young people over the age of 18.

■ Despite growth in intervention by the authorities and/or mixed funding conventions, it is not certain whether this development is creating a more coherent training system. Most of the national monographs indicate the contrary: greater decentralization and regionalization, more intermediate agencies, private institutions being made responsible for the use and allocation of public funds without necessarily abiding by stated political goals.

Financing mechanisms, their transparency and the existence of effective checks on spending in the light of stated criteria are not at all clear. More and more ministries and regional agencies are concerned with training without necessarily having a clear-cut concept of how to translate goals into practical realities. Under these circumstances, funds for training are often used merely for the financial support of young people, either directly or by allocating public funds to companies that set up trainee positions.

■ Is the system being made more flexible by the growing diversification of the structure of training on offer and of the financing machinery? It is doubtful, especially when one judges flexibility in terms of an improvement in the knowledge and expertise of the work force. Neither side of industry appears to be really interested in problems of education and training.

Guidelines for future work

The Centre's aim is to find an instrument which will help social agencies in Member

* AER: 'Arbejdsgivernes elevrefusion': a fund to which all independent employers contribute, used to reimburse employers for all or part of the wages they pay as a result of taking on new apprentices.

* AUD: 'Arbejdsmarkedets Uddannelsesfond': foundation set up under the auspices of the Ministry of Labour, used for the funding of education and training.

States to improve arrangements for the allocation, distribution and monitoring of funds. If employers and their representatives wish to commit themselves more wholeheartedly to the initial and continuing training of their existing and future work force, they will have to find better methods of financing that training by devising new and original solutions.

There are still far too many employers taking advantage of the training efforts of other companies. In few Member States are there as yet any methods of sharing out the load more fairly, through collective agreements or legislation (setting up a system of levies and grants) which would have the obvious advantage of improving the continuing training of young adults and older workers.

Let us not forget that society and companies are being profoundly changed by technological, economic and social challenges, a clear indication that genuine 'permanent training' should be a matter of priority.

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Training, competitiveness and the small firm

Georges Dupont

The exceptional growth rate experienced in Europe up to the mid-1970s was due to large-scale organizations such as the multi-nationals and big companies and the trend towards merger and concentration.

In almost every Member State, there is now a growing awareness of the role of small and medium-sized enterprise amongst economic and social agencies faced with the challenges of today: employment, innovation, new technology, better working conditions and a higher quality of work. Prospects of creating new jobs depend to a great extent on the creation and development of small units producing goods and services. In this period of limited growth, the number of new jobs created by large industrial concerns is very likely to be equalled or even outstripped by the number of jobs lost over the short and medium-term.

We might well enquire whether, in this context, SMEs create new jobs.

Little research has been done on the subject and few statistics have been produced, but an analysis of what does exist sheds light on certain characteristic trends and facts.

There has been a common pattern of revival in SMEs throughout Europe:

- more and more very small firms are operating in the industrial sector;
- SMEs have been proliferating in the service sector;
- a growing number of new firms are being brought into being;
- sub-contracting has become a more common practice and large companies are setting up more subsidiaries.

Despite a high failure rate among new firms, the balance of jobs created by SMEs is positive. If the trend continues, steps should be taken now to mobilize their potential for generating employment. Vocational training may not be the only field for support measures, but it should play a major role in the implementation of policies.

An analysis of the situation

Three basic questions must be answered if vocational training is to be instrumental in the setting up and running of small and medium-sized concerns:

- Does the world of education and vocational training provide an adequate preparation for the young people and adults who will have to work in or adjust to the world of the small enterprise? Is it overstating the case to say that, over the prolonged period of economic recession, vocational training and education have tended to be influenced by the policies of large companies, to the detriment of the skills specifically needed by small firms? Bearing in mind the tradition of craft training that used to exist in most European countries before the industrial revolution, we might ask ourselves whether, rightly or wrongly, this traditional artisanship has been abandoned and the extent to which it has gone for ever.
- Have the heads and managers of smaller firms been trained to run a business?

The fact that 80 % of new firms go out of business less than five years after they are set up seems to show that something is not working properly. Surveys have failed to demonstrate any link between success at school or in training and the success of an entrepreneur and his company, which is often due to a combination of technical and human qualities. There is no one recipe for

Bearing in mind the tradition of craft training that used to exist in most European countries . . .

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success, but the above is, we feel, significant enough to show that the areas in which action should be taken are training curricula, methods and materials.

■ If smaller work units create new jobs, should there not be an extra dimension to education and training: the teaching of 'entrepreneurial skill' or 'how to be self-employed'? Has due account been taken of the problems of such forms of association as cooperatives or spontaneous partnerships?

It is obvious that small firms do not on their own have sufficient resources to offer their employees initial or continuing training. A certain amount of basic, advanced and refresher training is already professionally organized locally, regionally or nationwide. But will the training available be such as to meet current needs arising from new technology, market policies, the competition, etc.?

Training, a prerequisite for the development of SMEs

Might the success of employment policies being promoted by EEC Member States not be linked with the creation and development of competitive SMEs?

Might the competitiveness of small and medium-sized companies not in turn be dependent on the training policies implemented?

The prospects of generating new jobs are brighter in places where the economic and social fabric and the mobilization of educational resources have brought about an improvement in general educational standards and vocational skills. Creative and innovatory potential and the ability to transfer skills from one job to another are factors that help to stimulate new economic activity.

An atmosphere propitious to a 'spirit of enterprise' calls for new training and work structures which can serve as a training ground for:

■ 'up-and-coming' heads of enterprise with both technical and managerial skills (able to run a business and manage people);

■ manpower capable of independent, creative and innovatory work.

The changing pattern of training needs that has been outlined will in turn affect training itself, which should incorporate new functions. To view the problem of training in small and medium-sized firms in perspective, account should be taken of the facts that:

■ the smaller firm would find it hard to provide initial training and strike the right balance between practical and theoretical knowledge out of its own resources;

■ such a firm is less able to set up internal training options for adults or a career structure that promotes mobility;

■ in this type of firm, a single person or a very small group of people is responsible for several different jobs such as management, marketing and production.

These three factors, common to all small and medium-sized firms, demonstrate the importance of support policies. Through its

work, the Centre has identified the new directions for SME training strategies. Our attention has been mainly directed towads small firms.

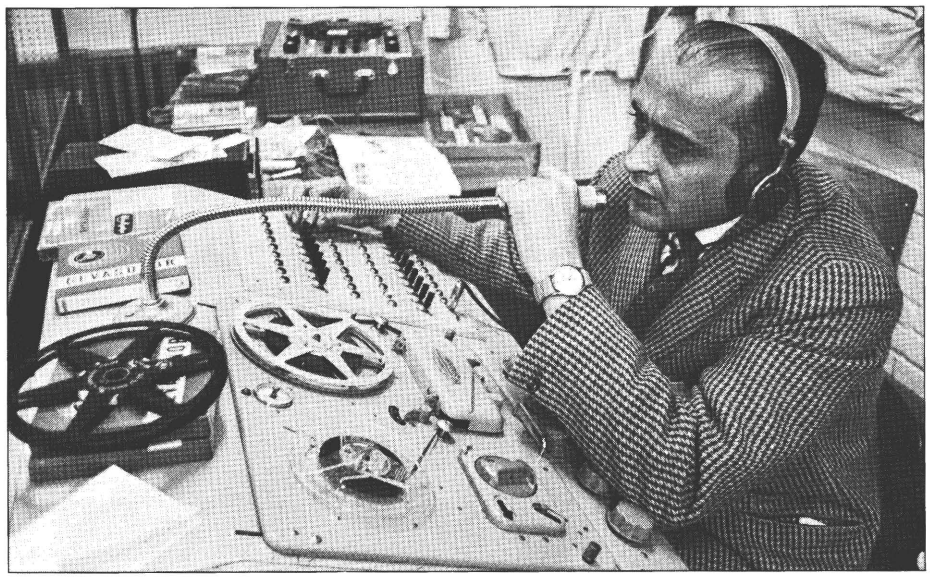
In the first place, a new course of action for training bodies will be to go out into the firm and meet the needs which the firm is unable or unwilling to satisfy itself because it is bogged down by its own methods and routines: diagnosis, innovation, reorganization, planning, planning of equipment, etc.

Secondly, it can only be beneficial for SMEs to come together within groups or associations. Because problems can be shared and resources pooled, this solution has proved effective in breaking down the isolation in which the head of a small firm works and in introducing genuine training into smaller firms.

Thirdly, in addition to these training functions proper – training designed to change people and training designed to initiate action within a firm – there should to a growing extent be a new function: training to inform heads of firms.

Having outlined these three main courses of action, it should be borne in mind that Europe is a collection of individual countries, each with its own national identity, and that a wide variety of enterprises comes under the heading of SMEs. ***In this article we do not propose to tackle the institutional factors encountered by companies in each country,*** but rather to stress the value of a healthy exchange of information. We have found a specific, localized demand for clear, pertinent information that can be put to immediate use in everyday life. Those who hold information have a duty to do more than merely produce facts and figures; they must investigate the new needs and cater for the growing volume of fresh demands.

It will certainly be one of the Centre's future tasks to press on with efforts to move away from the traditional one-way transfer of information, i. e. from those who know to those who do not, and towards an interactive, systematic exchange of information, with all its potential for the development of vocational training and for putting small and medium-sized firms on a more competitive footing.



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. . . 'up-and-coming' heads of enterprise with both technical and managerial skills . . .

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Robotics

Work organization and vocational training

William McDerment

During the past 10 years of Cedefop's existence the rapid advances in new technology developments and applications, both in manufacturing and the service sector have increasingly been reflected in the Centre's work programme.

There is now hardly any area of Cedefop's work projects in which the impact and implications of new technology are not of some central importance, whether it concerns the employment and training of young people; office employment for women or the use of new techniques for teaching modern skills.

Robots being introduced into a factory highlight all the problems of re-adjustment necessary to deal with new technology, including training, re-training and the re-organization of work.

The major issue in new technology, apart from the technical skills required, is how to introduce and manage technological innovation successfully in the longer-term perspective.

This involves devising appropriate training programmes for the social partners concerned with introducing technological change, that is employers and employee representatives, so that they are in a position to carry out an informed dialogue on the short, medium and longer-term implications of the innovations.

Robotics is a fashionable subject which has caught the public imagination in the past few years. Hundreds of magazine and newspaper articles have been devoted to the subject, and countless seminars and television programmes have been aimed at spreading information and understanding on robotics.

Despite all this activity, or perhaps because of it, robots have acquired an aura of almost science-fiction-like mystery. Robots are dramatic in operation and their anthropoid-like activities immediately make workers aware of their jobplace destruction potential. The threat of job displacement and/or deskilling for many types of employee can form a barrier to the exploitation of the full potential of new technology. Yet these problems must be recognized, and those engaged in devising training and retraining programmes for the introduction of robotics have to find answers that take care of the very important human factors involved in technological innovation, whilst bearing in mind the economic survival of the firm as a long-term objective.

Estimates of the likely increase in the number of robots in use over the next six years, to the end of this decade, vary so enormously that one can only guess what the result will be. The vision and sensors improvement at present being made will, however, almost certainly lead to a rapid spread of robotics applications, affecting a great many assembly line jobs.

An OECD survey puts the 1982 robot population in its Member States at 60 000, and estimates that there will be a yearly 30 to 35 % increase during the coming 10 years.

In the meantime there is a growing trend towards the internationalization of certain types of mass production, of which automobiles and electronics are good examples. It is also in these industries that greater use of robots of a more sophisticated nature will be made, affecting many jobs.

In robotics research, development and manufacturing the trend will almost certainly be towards increasing internationalization, partly because of the costs involved, and partly due to an international

distribution of expertise which can be brought to the projects.*

All of these considerations make it necessary to ensure a major effort to upgrade skills at all levels, both in manufacturing and using robots, for those firms that use robots of a fairly simple type now will be in a better position to deal with more sophisticated robots later on, as compared to companies that have not had the experience at this stage.

An inadequate response to the education and training challenges posed by the new technologies, resulting in serious shortages of people with robotics manufacturing and applications expertise, could lead to a polarization of skills, not between workers in a national labour force, but on an international scale, which could have serious, long-term consequences for the European Community.

The robot 'population' is expected to grow by between 30 % and 35 % over the next few years to 1995. Robots employed per 10 000 workers in 1981 were as follows:

Japan	13.0
USA	4.0
Sweden	29.9
Germany	4.6
UK	1.2
France	1.9.

The robots are mainly welding, spraying and handling material in automobile and other engineering factories, but a rapid spread of smaller robots into assembly work, where robots have not previously been used, is anticipated by many research and development people.

Japan has already made considerable progress with such small assembly robots, particularly in electronics and electrical goods assembly. It is, therefore, difficult to get an accurate comparison between robot populations in various countries because of the difference in definitions.

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The robots are mainly welding, spraying and handling material in automobile . .

Although most large automobile manufacturing firms have invested heavily in automation already the process is by no means complete. Apart from heavy, basic work robots are now being developed and used in other assembly and inspection tasks that previously had to be done by hand.

An indication of the rate of introduction of robots into manufacturing is given by the General Motors estimate that from the present robot population of about 4 000 they expect to have over 13 000 in operation by the end of this decade.

Robotics and work organization

A paper* on the work organization implications of the introduction of robots in a large automobile factory, given at a Cedefop seminar in 1983, stated that 'the

* For example: The Jupiter R&D programme for advanced robot technology to be carried out on an international basis, within the framework of an agreement reached at the Williamsburg summit meeting in 1983. Japan is acting as the promoter of the project.

* R. SCHNEIDER: *Social aspects of the use of robots*, German Trade Union Confederation (DGB) 1983.

elimination of a highly stressful job by industrial robots may lead to a deterioration of the work situation at work stations up- and downstream' and 'that the new jobs of the production workers replaced with industrial robots in no way result in job enrichment or upgrading: the new jobs entail stress roughly as high and require qualifications roughly as low as the jobs replaced'. The deterioration of the work situation in the remaining and marginal jobs was principally caused by:

- an intensification of work through the addition of other activities;
- a reduction in job content at individual machines where the only jobs remaining consisted of the simple handling of materials;
- a reduction of the worker's freedom to decide where and when to take action and of work performance as a result of increased commitment to the work cycle;
- a reduction in opportunities for personal contacts, resulting in social isolation; and
- growing monotony of work performance and increased demands on attention and perception due to extended control and supervisory functions.

At present, equipment is largely manned by semi-skilled workers with limited qualifications. Programming, maintenance and the elimination of faults do not form part of these work systems. At company level, this results in a polarization of qualifications. On the other hand, the inclusion of programming maintenance, fault-elimination, retooling and setting up activities in the work system provides opportunities for safeguarding and improving qualifications and for higher grading.

Highly repetitive tasks and a degree of social isolation were cited as main negative aspects of the introduction of new technology, where workers tend to work farther apart in large manufacturing plants than was previously the case, and where their skill and experience were seen to be replaced, to some considerable extent by robots. 'If the range of activities a man undertakes is not to be reduced and monotony is not to increase, opportunities for job enrichment must also be provided. Simple activities should be supplemented by additional monitoring, switching and maintenance work and the adjustment of equipment. To safeguard qualifications, additional programming, supervisory and maintenance tasks should be assigned to employees working on robot-assisted production system'.*

Studies carried out for Cedefop, and other organizations, show however that the new technology does not dictate only one possible system or work organization to cope with it, but the companies concerned have a choice, and an upgrading or downgrading of skills in response to new technology is a matter of company policy.

Vocational training aspects

Vocational training in response to the introduction of robots on a large scale again in an automobile factory, showed that long-range planning and involvement of the training department from the beginning of the innovation project is essential.

In the factory concerned, over 120 robots were installed in the body assembly shop, together with all the necessary automated handling equipment. This necessitated a massive re-training programme planned in phases, with internal and external resources.

The workforce to be re-trained ranged in age from 21-64 years, with a wide range of educational backgrounds, presenting considerable training problems.

In the plant engineering department of body construction there were 180 electricians and 230 mechanical maintenance staff, plus 40 engineers and supervisors.

Training of maintenance staff was a major operation, based on a training needs analysis and the need to impart some hybrid skills, for example, mechanical maintenance staff having to gain some basic electronic skills. Here, again, the importance of basic educational levels and traditional skills was emphasized.

* R. SCHNEIDER, op. cit.

Conclusions

Robots in Europe are at present mainly concentrated in the automobile industry and heavy manufacturing. Small robots are increasingly being used in the assembly of electronic/electrical goods, particularly in Japan where the bulk of them are really small, dedicated automatic assembly machines making such products as video-recorders or Sony Walkman-type items.

The main problem delaying even greater use of robots of all types is the degree of sophistication of their sensory capability which at the moment is quite rudimentary.

Major efforts are now increasingly being devoted to the development of artificial vision in order to improve the range of robot applications and their accurarcy, or ability to carry out quite delicate tasks. General Motors has recently agreed to invest 100 million dollars in the development of artificial vision for robots and inspection systems and other leading car manufacturers are also backing such research and development work.

The effect of an increasing introduction of artificial vision equipment for manufacturing and inspection purposes will be felt mainly by engineers and technician/maintenance personnel in the first instance.

The assembly line workers will also be affected, but to a lesser extent. The need to preserve basic, traditional skills is very important and it is expected that training in fairly basic keyboard skills and learning to work with a visual display unit will be adequate to enable most people to adapt.

Improvement in robot technology and sensory capabilities, both tactile and artificial vision, can offer opportunity for the extension of the workers' skill and productive capacity at the same time upgrading the level of skill and responsibility.

The question of dealing with technological innovation raises important issues so far as training and education are concerned. Too many responses to training for new technology take a very short-term perspective – a kind of fire-fighting exercise. The long-term answer to preparing

people to cope with new technology lies with the general education system. Vocational training for preparing people to enter industry and commerce should be able to build on a solid general education foundation of mathematics, a science subject and a good command of the mother tongue.

A capacity for team work, logical thinking and good communication will be key elements in preparing future generations for a life with constant technological change. Learning to understand the basic principles behind the new technologies during general education would make the task of initial and re-training considerably easier, and render people less vulnerable to career crises at various stages of their working lives.

The economic and social costs of not making an adequate, long-term education and training effort to cope with technological change would be very high.

Training and the challenge of technological change

Georges Dupont

In 1977, the Centre held a seminar on the effects of technological change on vocational training. Re-reading its conclusions, one feels that things have changed little since that time: the questions being raised then are still topical today. This is a very superficial judgment, however, for studies and analyses of the repercussions of technological advances show that the changes are taking place in a world that is moving rapidly forward not only in technology but also – indeed above all – socially and economically. Since the earliest years of the Centre, thinking on the subject has been advanced by a whole series of meetings, seminars and studies. Today we have to consider whether the question implied in the title of this article, 'training and the challenge of technological change', is in fact what we should be asking. Experience has shown us that, with the introduction of sophisticated technologies to the shopfloor and the office, we are approaching a turning point in industrial organization and more particularly in work skills, and that vocational training will have an extremely important role to play in this context. For several decades now, technological and organizational change has borne out Tayloristic logic by deskilling production work and transferring away from the shopfloor a whole range of tasks such as the setting up of work, toolsetting, maintenance and quality control. Today at last it seems that the trend could and should be inverted; indeed, as we shall explain, it will be essential to upgrade the skills of shopfloor workers. There would be no major technological obstacle to such a movement, and it might well have substantial benefits in terms of running costs, adaptability and viability in a very variable environment. On the other hand, a movement towards the upgrading of skills might come up against the social and cultural inertia and traditions that are evident both in national educational and training systems and within companies, particularly in the way the latter manage their manpower resources.

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It is no longer possible to look at technological changes and infer what skills will be needed, . . .

In this situation, conventional concepts of the relationship between vocational training and technological innovation become obsolete. It is no longer possible to look at technological changes and infer what skills will be needed, so that training can be passively adapted to provide those skills. On the contrary, training should become a strategic weapon, a powerful tool to break down strongholds of resistance or give employers more scope for manoeuvre. If this were to be achieved, training would truly promote flexibility and modernization.

The main starting point for this reasoning is a rejection of technological determinism. This may be seen as a somewhat abstract argument, and some explanation may be needed. The hypothesis or statement of technological non-determinism in no way implies that new technologies should be ignored when deciding on the format and content of vocational training, but it means that skills are not directly or closely determined by technological innovation. The ideologies of technological determinism or technical constraint have long dominated the organization of labour. Programmes of research on the organization of labour have gradually shown that work, using the same technology, may be organized in very different ways. The research has been conducted on a variety of companies and sectors in the countries concerned and has

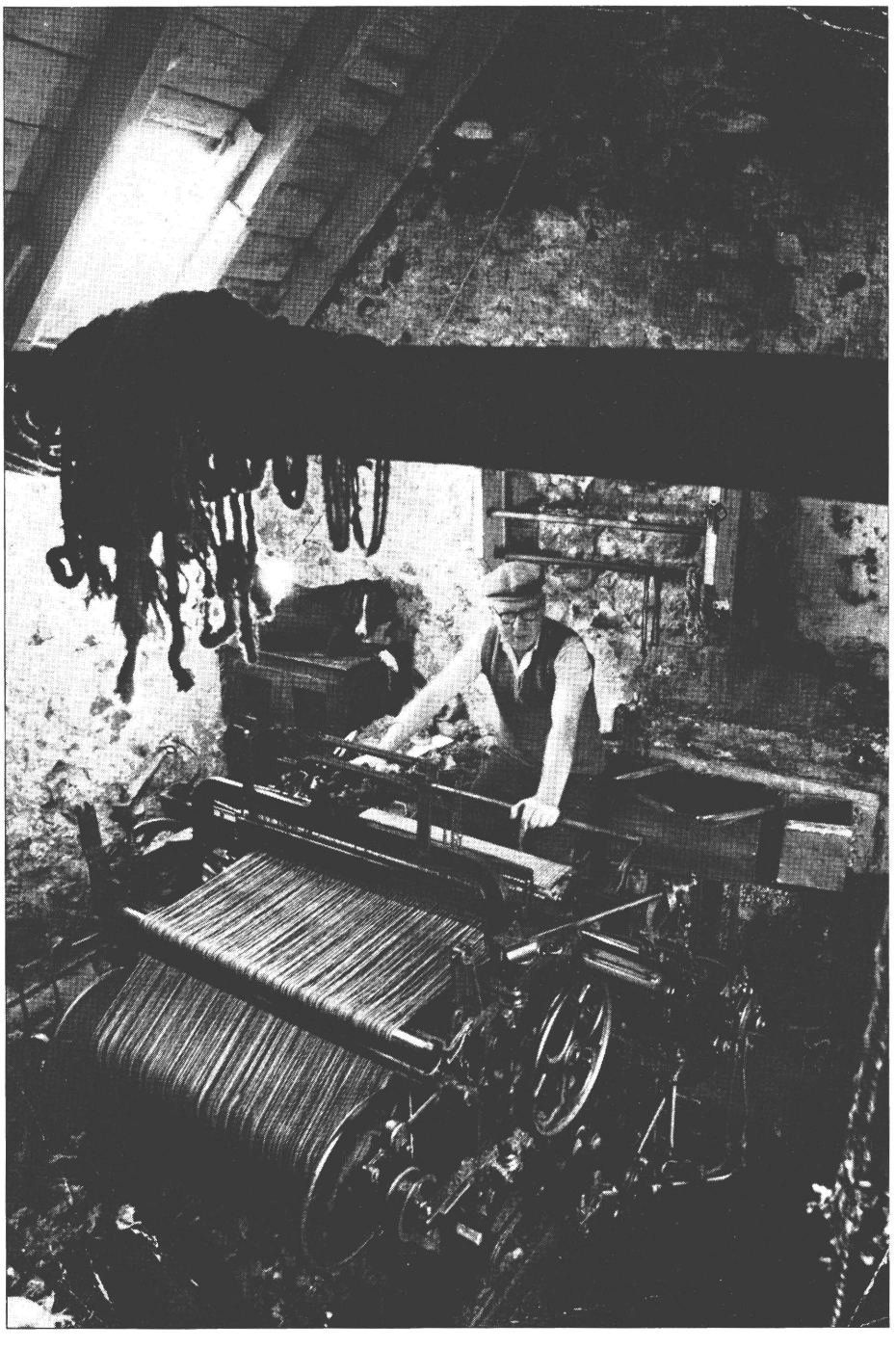
been in line with the evolution in organization theory away from the idea of a measure of technical constraint and towards the concept of organizational contingency.

In Europe, ISF in Munich (Institut für Sozialwissenschaftliche Forschung e. V.) and LEST in Aix-en-Provence (Laboratoire d'Économie et de Sociologie du Travail), whose partnership has received a good deal of encouragement from the Centre, have been the pioneers in research on international comparisons. From their research has slowly emerged the idea of a societal contingency of organizations, opening out new prospects although much remains to be done. There is, then, a degree of latititude in making choices, which depend on the behaviour of the parties concerned, political events and the socioeconomic environment in which the technological change is taking place.

Training is confronted by a combination of technological, economic and social changes, which in turn are transforming the concepts, role and organization of society and companies. New training needs must, therefore, be considered in the light of a broader evolution, not just technological advances.

Acceptance of this assumption, though, in no way detracts from the importance of technological changes. On the contrary, since all three factors – technological, economic and social – are not only changing in themselves but are interdependent, and since each factor may equally amplify or offset changes in the other two in the joint process of evolution, it will be seen that this is a period characterized by the acceleration of change due to the interaction of technological, economic and social advances. This is destabilizing the strategies and structures of the traditional enterprise.

Today, then, we are faced not with a training problem but *several* training problems applying to quite separate target groups. Their significance or scope is not always the same; they do not all call for the same solutions. We see every country arriving at solutions for these groups in its own way, seeking to solve each problem as best it can in the light of the initial situation and its own national characteristics. This is what makes for international similarities and at the same time the variety of national situations.



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The enterprise is caught up in this transformation and, in order to stay alive, it is forced to change itself.

Why distinguish between 'change' and 'evolution'?

■ The working world, companies and social structures are in a perpetual state of evolution, and yet we talk of 'change'.

Why?

The entire period from the end of the second world war to the mid-1970s was a time of unprecedented economic and social growth. These 30-odd years of growth strongly influenced and shaped production and consumption norms, the role of governments, lifestyles and the way in which the educational and training system operated. Everything was directed to a Tayloristic type of production, standardized and rising consumption and a training apparatus that socialized the reproduction of the workforce.

Even though this kind of growth virtually disappeared throughout the Community in around 1975, almost everything continued to run as if nothing had changed in a general context in which little had evolved. Ten years later, in 1985, we are brought up against 'breakdowns' in more and more fields, calling into question every factor that prevails in the ordering of our societies.

■ The enterprise is caught up in this transformation. It is being changed and, in order to stay alive, it is forced to change itself. In so doing, it is also bringing about changes in its environment.

Having looked at what is happening in the US and Japan, all the governments and the Community have set themselves the tasks of catching up in fields in which they have been somewhat outdistanced technically and making massive headway in certain areas such as optical fibres, genetics, biochemistry, and communications technology.

Companies are actively involved in this movement and are embarking on a radical change in their strategies, moving away from profitability based on the production of standardized goods and services and towards profitability based on innovation in the manner and means of producing goods and services. This calls into question their internal structures* and the job profiles of those they employ. Once again, one realizes why training should be a motive force rather than merely a device for coping with existing changes. The implication is that companies must place great stress on training in their policies and strategies.

■ The concept of an acceleration of change deserves special attention in this analysis. It incorporates two concepts, which should not be confused: the time-scale of given sequences is shorter; and changes are spreading wider, aggravating the risk of breakdown or discontinuity.

■ The ***shortening of time-scales*** can readily be perceived in the technological factor. It is common knowledge that product life is shorter and that, with the current rate of technical innovation, production equipment and processes are quickly superseded by new inventions.

■ The ***broadening of the scope of change*** is only in its early stages. There has been a good deal of discussion on changes associated with the introduction of new basic technologies in fields such as electronics or information processing. These changes are genuine but not yet widely integrated; in other words, they are still being developed for specific, independent applications. The new information technologies have a horizontal effect on all sectors, from agriculture to the production of services, including all types of production and design of goods.

The major change will come with integration and interconnection, a process which is gradually coming about. Research in various countries has shown that when a new technology is introduced – a numerically controlled machine tool, for example – all the basic expertise acquired with former technologies is just as valid as before so long as the company retains its old production and product policy. But other research on flexible workshops (for example, with a system of machine tools served by a conveyor belt, the whole linked with a central control unit) shows that we are moving on to a situation in which the combined effects of several changes, both technical and organizational, are completely disrupting previous structures and the whole logic has to be thought through again.

■ Continuity is broken by a combination of the speed and amplitude of an evolution. Change has always existed, and training has always been confronted by it, but it has been part of a relatively slow and non-extensive movement by comparison with the ***turnover of generations*** – the stable yardstick. In this traditional spirit, education and training are seen as only one segment of a person's life and only small parts of the life of a working man. Any amplification in the rate of change brings about internal tension and may rapidly outstrip the ability to adapt unless the speed and amplitude of change are incorporated in the social universe, including education and training. The main problem today is destabilization of what is happening in one world, the workplace, by comparison with what is happening in another world, society. We are indisputably in a state of transition and disruption which will continue for some time, although it will stabilize once we have launched the two worlds on the same trajectory. This, however, is a problem far beyond the bounds of vocational training.

The problems faced by vocational training

All the training policy agencies confronted by acute everyday problems realize that the medium and long-term strategic responses to individual problems must be appropriate in a context which will be completely different from what we have experienced over the past few decades. The responses must come within the triangle of the relations between technology, employment and work.

An analysis of those relations indicates that skills and training are still at stake.

Unless we succeed in gradually but steadily remedying the shortcomings in the training of young people and adults, there is a great risk of slipping into a 'polarization' of skills, a new style of what one might call computer-age Taylorism. Fortunately our countries have already launched a debate on strategies and arrangements for vocational training systems directed towards young people and adults. Employers have to make choices. They will do so in the light of the problems raised by the cost/efficiency ratio and their resolve to be and remain competitive both in profitability and in their innovation potential.

The characteristics of the working population in a given region, the levels and nature of that population's job skills and the nature of the labour market are all vital data which an employer will use to build up the structure of its work organization. There is a risk that society will be faced with the polarization of skills, with a minority of people who have acquired sound vocational skills and a majority who have not. For the latter, the danger of marginalization is very acute, since the only jobs they may be offered may be those that Taylor taught us to discover in mass production, where there is no scope for making the best of oneself.

This is a problem affecting the adult working population even today. If we are to face up to it, we must tackle the problem from the roots. Up to the present, the training of adults has been focussed more on social advancement, designed to help people who were already the best served to go even further. This approach will no longer be adequate in the face of the problems we shall be encountering in the future. Whole segments of the working population will have to be aided if they are not to be elbowed out completely; many of

* Both at decision-making level and at the level at which tasks are allocated.

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Unless we succeed in gradually but steadily remedying the shortcomings in the training of young people and adults, there is a great risk . . .

the people concerned are not adequately educated or prepared for immediate access to such retraining in job skills.

■ Young people coming onto the labour market face a twofold problem. They have to find a job when jobs are scarce, mainly because of the lower growth rate. The extent of youth unemployment is due not so much to the fact that they are less employable than before as to the relatively high cost to the employer of taking on newcomers to the manpower in overall circulation. A distinction should, however, be made between levels and types of training and between boys and girls. This is the reason for all the integration measures set up by the authorities in every European country, designed to create a sort of transition period between school and full working life. They undoubtedly have two aims in so doing: the socialization of young people in the world of production and helping them to increase their employability with, if possible, additional training in technology, and also reducing the administrative cost to employers so that young people become more of an 'attractive proposition', even if this represents a departure from previously recognized employment 'norms'.

■ It has been established that training cannot anticipate technological development. Vocational training must, therefore, give the skill profiles that will make it easier to adapt to successive changes in occupations and jobs whose content is bound to be profoundly altered by the broad and rapid dissemination of technological innovation. Educational and training systems are called into question by this prospect. Apprenticeship-centred training may well be in difficulties when what is needed is to prepare young people for skilled jobs requiring the ability to master symbolic language and modelling processes and a capacity to think in the abstract. Vocational education in the school cannot recreate the conditions in which a young person learns to work as a member of a team, nor can it offer the continuing turnover in sophisticated equipment he would find in the workplace. Furthermore, research on the training of NC machine operators has shown that workers with a fair measure of skills and adequate practical experience adapt more readily to new technology than academic youngsters with better academic skills but not working experience. The question arises, therefore, of how to promote the acquisition of a technological culture in many, if not all, vocational training courses. It is a question that forces us to reconsider the over-simplistic formula: the acquisition of general education during the period of compulsory schooling, followed by the acquisition of a job skill. The cards will have to be shuffled and dealt out again.

General observations

There is ample literature on research on changing skills in every country. The Centre has arranged a series of meetings on the subject, for example to discuss 'training and new technologies', the approximation of training standards and the equivalence of titles and certificates, or in the course of research on the various working programmes in which skills are an important element.

Our aim is to introduce a method that will help us to create an observatory for new skills and new jobs in the Community. This is a complicated, medium-term project. The reader, in coming to the end of this article, might legitimately ask the Centre this question: what system of education and training would best create the skills serving as the optimum foundation on which to build up abilities and vocational skills enabling the worker to cope with change?

The reply to this question has an institutional aspect. With the great diversity of training systems within the Community, the Centre might, for example, point to the German or the French or another model. Nevertheless, education and training are a combination of theory and practical learning; they must be combined in a way that respects the original and specific features of each national system. It has also become evident that permanent training must play a growing part and must be designed and constructed in such a way as to make vocational training a powerful force for transmitting the ability to cope with technical, economic and socio-cultural change. The current situation in which we are faced with an ever faster rate of technological change is difficult, because of the distortion between the speed of evolution in the three factors described above. The main problem is how to translate words into action.

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Training of trainers

Here, there, everywhere – yet nowhere!

J. Michael Adams

The December 1983 edition of this magazine was devoted to the theme of 'The trainers'. In that issue, Cedefop presented the work which has been carried out on this theme, and also a number of articles which attempted to analyse key issues with relation to the training of trainers in a broad perspective. The work* done by Cedefop during the period 1981 – 83 had resulted in publication of a series of national studies dealing with the situation of vocational training personnel in each of the Member States, and a Community-level synthesis report.** In addition three national monographs on the theme of the training of trainers in alternance training were prepared as was a synthesis report.*

In the editorial to that issue of this magazine, we underlined the difficulties of definition, the many unfulfilled statements of intent with relation to training of trainers, and the complexity of doing anything about the problem. Rather than trying to say the same thing in another set of words and arriving at basically the same result, it seems best to reproduce here, the majority of that editorial.

Good policy-making demands, amongst other things, detailed and accurate information on the existing situation, a medium to long-term strategy and a careful use of the most valuable resources available. In many ways in the Member States of the Community, one gets the impression that none of these requirements are fulfilled with relation to the development of vocational training, and that in particular, information about, and plans for using, one of the scarcest resources, i.e. skilled trainers, are particularly deficient. Most of the many reports at international, European, national, regional and local level, dealing with education and training reform, and in particular dealing with measures to improve the transition from education to working life, produced during recent years, have made some references to the need for special measures to assist teachers and trainers to adapt to the changed circumstances caused by demographic trends, new technologies, economic recession and increasing unemployment. Yet, it is not easy to find a coherent strategy, at any level, which sets about changing this recognition of a problem into a programme for action, that takes into account the often apparently conflicting interests posed by the needs of the trainees, the professional and career development of the trainers, and the limitations of public resources.

It is not difficult to see why this is so. Firstly, there is the fact that while, on the one hand, the economic and social situation changes relatively quickly, on the other hand, education and training systems, and particularly education systems, are

* This work was managed in Cedefop by M. Bernard Pasquier.

** *Vocational training staff in Denmark,* 1983.
Trainers and teachers in vocational training in the Federal Republic of Germany, 1983.
Teaching personnel in initial vocational training in France – Conditions of service, qualifications, training tracks, 1983.
The vocational trainer of young people in Ireland, 1983.
Teaching staff in Dutch vocational education, 1983.
The vocational trainer of young people in the United Kingdom, 1983.
Vocational training personnel in Belgium (situation, training and prospects), 1983.
Vocational training personnel in Italy (the present situation and future prospectives), 1983.
Professional situation and training of trainers in the Member States of the European Communities – Synthesis report, Berlin 1984.

* *Training of teachers and trainers for alternance programmes in the United Kingdom,* Berlin 1983.
Training of trainers for alternance training in France, February 1983.
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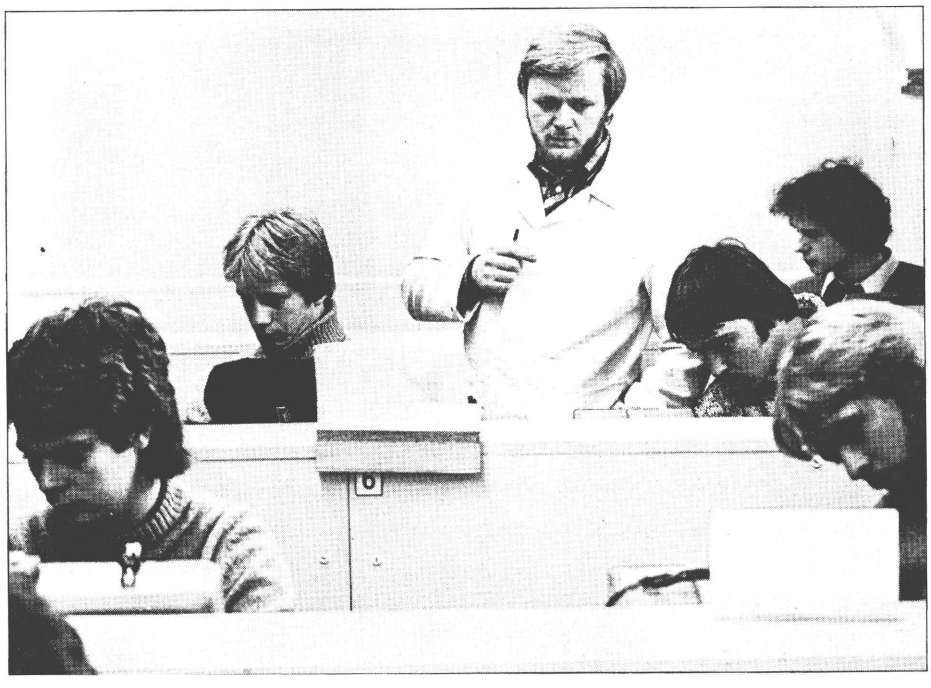

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relatively rigid and change slowly. This means that the systems in which educators and trainers are operating are themselves faced with the need to change, but without those responsible knowing in what direction, or how, to change.

Secondly, there are enormous difficulties with definitions and deciding who is a trainer, and what, if any, are the distinctions between 'teachers' and 'trainers'. This produces enough problems in one country or language; on a multinational or multilingual basis, it is worse; for example, in English, in schools people 'teach', in industry they 'train', but people also 'train' dogs, while in French 'on forme' pupils, students, trainees, but not dogs! . . . This is not a semantic question. There follow questions of professional status, of whether or not similar objectives are being pursued and whether or not the approach to particular target groups is similar.

All this means that when we start talking about training of trainers, we end up talking about the whole of the training system. This may be avoided at a local or company, or particular industry, level, but is more and more difficult as one moves towards the national and international level. The reader of this Bulletin, who is seeking detailed information about some programmes of training of trainers, should probably not read any further, as we have found in preparing this Bulletin, as in the Cedefop project on the training of trainers, discussing these issues results in the danger of talking about everything and nothing. Information about a detailed training of trainers programme is of limited value, unless the reader knows and understands the institutional setting, the status, career expectations and patterns, and the specific tasks of the trainers concerned.

There is an apparent contradiction too in the situation in many Member States, in that due to the demographic trends, it is suggested that there is a surplus of teachers, particularly at the primary and lower secondary levels, while on the other hand, it is clear that many of the new programmes which have been launched to assist the social and vocational integration of young people have major difficulties in finding suitably qualified and motivated personnel. Clearly, this raises the question of whether a number of these teachers threatened with unemployment could, after some re-training, be able and suited to play a part in these new programmes. This underlines the need for much greater mobility possibilities within the overall teacher and training profession. The barriers to such mobility are not just those of qualifications and training, but also the question of status and esteem, referred to above.

Another problem is that of flexibility and the very different locations and structures in which training, no matter how narrowly one defines it, tends to take place. Accordingly, trainers have different employers, different career structures and are required to have different types of qualifications. And this multiplicity of situations is likely to continue and to develop further, because just as one of the contributions of the 'de-schoolers' has been to lead us to accept that the teacher and school are only one of the educational influences on young people, so we are becoming more and more aware that vocational training, particularly for adults, and above all, for disadvantaged groups, should, and must, take place in structures that are less monolithic and more flexible, in places which vary from on-the-job in-company to the individual's living room, with methods varying from pencil and paper to video packages, and with certification processes which may lead to traditional examinations, but also a degree of auto-evaluation.

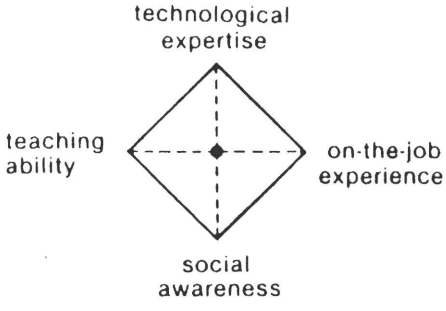
After this rehearsal of problems and difficulties, we must ask 'Are we then condemned to a type of (creative?) anarchy?'

If training is to be varied and multi-faceted, is there any point in trying to develop categories of trainers and detailed information on how they are trained and on their career patterns, qualifications, etc.? This must, to a large extent, remain an open question, but there remains the overriding factor that the interests of all parties concerned, i.e. the trainees, industry (as the users of skilled manpower), the trainers themselves and the public authorities, require that maximum use is made of available resources, and there is a widespread agreement that good trainers are the most precious of these limited resources. This will require possibilities for mobility, re-training, re-employment, etc.

And in 1985, are we any further?

To some extent one has to say the state of anarchy continues. On the other hand during the past 18 months, there have been some hopeful signs. The reform of the European Social Fund has specifically recognized the importance of the training of trainers and has provided financial support for certain types of programmes in this connection. There does seem to be more pressure in Member States for action to update trainers. There is perhaps a greater awareness of the four areas of skill, which

were defined by Benoît Thery in the synthesis report referred to earlier as necessary for a trainer, and which he presented as follows:



The implications of the application of new technologies, particularly new information technologies, are becoming clearer in the field of vocational training as are the many opportunities of using these technologies as an education and training instrument. The difficulties remain, however, in defining and developing new qualifications, and also in training trainers who can help in this process of definition and then impart the necessary skills.

And what has Cedefop done in the last 18 months?

Here the answer must be that Cedefop has rather like other international organizations having defined the problem, arrived at a situation of not quite knowing what to do about it. By the time this article will be published, however, Cedefop will have organized a brainstorming session, based on the existing materials available to it, and hopes to have been able to help the European Commission by defining specific areas for future action. That there are still many innovatory ideas is illustrated by a working paper Cedefop has received for this meeting which suggests that perhaps the training manager in industry should be given an entirely new status, which takes him outside the line-management structure of a company, and outside the normal financial pressures related to everyday market forces. We shall have to wait and see!

Documentary information

Cedefop's library and documentation system

Gesa Chomé
J. Michael Adams

One of a series of instruments

In addition its other information instruments (publication of the majority of Cedefop's studies, *Cedefop news,* the review *Vocational training* and *Cedefop flash),* Cedefop has found it necessary to develop a library and documentation system, which is able to provide up-to-date information in relation to what is happening in the field of vocational training in the Member States and at Community level. This article deals (very briefly) with the development of that system, and tries to describe how it can be used.

The task

One of the advantages of being a relatively small and young organization is that one can sooner, rather than later, face the fact that many other organizations and institutions at international level, but also in the Member States of the Community, have already a great accumulation of experience and information.

The question, therefore, given the responsibility of Cedefop, as described in its founding Regulation to act as a centre of information, was how to draw on the existing sources of information and documentation in the Member States, so as to create a mechanism which both links these together, and works with them to provide an effective service to potential users, particularly given the fact Cedefop was located at a distance from other Community and international organizations, and from most of the potential users of such a system. This in turn raised the question: Who are the users or potential users of a documentary information system?

A basic decision was made early on, i.e. that Cedefop would not develop an enormous library and documentation and information centre in Berlin, but would try to keep the central unit to a minimum size, and rely on the effectiveness of a cooperative network.

The network

What we mean by a cooperative network is a partnership between Cedefop and a number of organizations in the Member States, each of which has the dual responsibility of providing input for Cedefop, and when requested for other members of the network, and of acting as a focal point at national level in providing information made available by Cedefop and the other members of the network. Emphasis has been put on the dissemination of information about the actions of the European Community in the field of vocational training, links with Eurydice (the Community information network on education established by the Council and the Ministers for Education meeting within the Council), and the International Labour Organization in Geneva, and its International Centre for Advanced Technical and Vocational Training in Turin.

The choice of partner in the Member States as a member of the network was clearly a crucial decision. It was not always an easy task, as apart from the INFFO centre in Paris, there is no organization within Europe, which has a specific responsibility at national level in the field of information on initial vocational training and continuing education and training, with a participation in its management structures of all the various public authorities and ministries involved, as well as the social partners. The choice was made in many cases with the active participation of the responsible public authority in the Member State concerned, and these authorities have,

in many cases, continued to be directly involved in the network. (For the list of members of the network see Annex 1.)

Who can use the information network?

Anybody involved in the field of vocational training may use Cedefop's library, which contains some 9 000 books and 250 reviews related to the field. They can also consult the catalogue, which contains references to many more publications, all classified on a common basis. If the enquiry made requires work, for example a search which goes beyond the information readily available to Cedefop or to members of the network, both the subject of the enquiry (to what extent is it related to the priorities of Cedefop's work programmes?), and the status of the author of the question (is it a senior official in a government department or the social partners?) will help Cedefop to decide whether it will involve its own resources and that of the network members in preparing a detailed answer. In general Cedefop's attitude is that it is simply a question of capacity and resources, which restrict answers to questions posed; the objective is, therefore, an open network.

How do I use the service?

In the first place the enquirer should normally contact the network member or associated organization in the Member State concerned. Many enquiries may be answered by using Cedefop's own publications. They may also be answered through the various bibliographies and documentary dossiers which have been prepared on specific themes by Cedefop and members of the network, such as those on the financing of vocational training, the relationship of vocational training and the labour market, etc. (see list in Annex 2). If the question cannot be answered on this basis, it is possible, as indicated above, to ask for documentary search to be carried out in Cedefop's library and catalogue, and then in certain cases Cedefop to address a question to network members. Obviously, in a cooperative network, Cedefop encourages network members to respond to any questions posed by one network member to other network members, and Cedefop can often contribute the part concerning the activities of the European Communities.

The catalogues

In a sense the catalogues are the heart of the system established. Each month the members provide indexations including basic bibliographical data, descriptors from Cedefop's thesaurus, and a summary or abstract, of the most important books, articles and documents, which have been published in their country. These indexations are added to those made in Cedefop and are inserted in four catalogues, of which the two most used provide access to the material through subject headings and authors (there are also catalogues by institution and country). The choice of what publications should be indexed is made primarily by the national network members, taking into consideration some general guidelines laid down by Cedefop, for example the indexations should cover the whole field, and all levels, of initial vocational training and continuing education and training, and in particular should cover the priority themes of Cedefop's three-year guidelines for actions and annual work programmes.

It is important to remember that, in a sense, the catalogue is 'fictitious', i.e. many of the publications which we identify in the catalogue, are not actually in Cedefop's library. A large percentage will, however, be available from the network members who provided the indexation, but the objective of the system is to provide the information necessary, to help the enquirer decide whether a publication is of interest to him/her, and then to provide the information necessary in order to obtain a copy of it. Particularly to assist in achieving the first of these two objectives, all indexations since late 1984 have been accompanied by a brief summary of the publication, and this summary can be consulted by Cedefop. As far as indexed articles, drawn from periodicals are concerned, a larger proportion of these are available in Cedefop's library, which currently receives and analyses some 250 different periodicals. The total number of references in the catalogues is (mid-1985) approximately 25 000.

Cedefop's thesaurus

To organize both the input of material coming from network members in the Member States, dealing with the published material in all the Community languages, and to enable effective searches of this material, it was essential to establish a common documentary language, i.e. a multilingual thesaurus. In 1979, a first Cedefop thesaurus on vocational training was published in three languages (English, French and German).* In 1982 work on reviewing this thesaurus was commenced, on behalf of Cedefop, by Mr Jean Viet who was the author of a number of multilingual thesauri and in particular the Eudised thesaurus of educational terms, which was developed by the Council of Europe and is now jointly managed by the European Commission and the Council of Europe and is used by the Eurydice educational network, which has been mentioned above. In revising the thesaurus, efforts were made to ensure that there would be a maximum degree of compatibility with the ILO macro-thesaurus of labour market terms and the Eudised thesaurus, and to take into account established Community usage, for example the Sedoc system** of classification of occupations.

The preparation of this thesaurus was a major subject of work for the network during the period 1982 – 84, and the final result is a four language thesaurus (German, English, French and Italian) to be published by Cedefop in 1985.

Automation

As indicated above the thesaurus is essential for organizing the classification and retrieval of the material received. As the number of indexations increased it has been necessary to consider how to use modern technologies to facilitate the process of storing material, but above all to make searches and retrieval of an ever-expanding amount of material a realistic proposition. It has been recognized for some time that this could only be done by transferring the Cedefop catalogue to an automated system. The initial steps in this respect have been launched during 1985, by the establishment of an experimental data base containing a limited number of records. This data base has been made available to members of Cedefop's network, and after a review of

* *Cedefop-Thesaurus* prepared by Progris Projektgruppe Informationssysteme GmbH, December 1979.

** *Register of occupations and professions in international exchange.* Commission of the European Communities.

the effectiveness of the systems used, further decisions will be made in late 1985 or early 1986 about the future developments in this field.

ANNEX

The following are the organizations involved in Cedefop's network, as of mid-1985. In principal there is one member organization per country, but in some cases a second organization, or ministry, participates in meetings of the network and/or fulfils some tasks relating to it.

Centre intercommunautaire de documentation (CIDOC) – ONEM Intercommunautair Centrem Documentatie (ICODOC) – RVR Boulevard de l'Empereur 11,
B-1000 Bruxelles

SEL
(Statens Erhvervspædagogiske Læreruddannelse) The Royal Danish School of Educational Studies for Teachers at Technical and Commercial Colleges
Rigensgade 13
DK-1316 København K

BIBB
(Bundesinstitut für Berufsbildung)
Fehrbelliner Platz
D-1000 Berlin 31

KEME
(Centre des Études et Perfectionnement des Enseignements)
396 Messogion Street
GR – Attica (Agia Paraskeve)
(The final arrangements for KEME's membership of the network were still being made when this article was written.)

Centre INFO
(Centre pour le développement de l'information sur la formation permanente)
Tour Europe CEDEX 07
F-92080 Paris la Defense

AnCO – The Industrial Training Authority
PO Box 456
27-33 Upper Baggot Street
IRL-Dublin 4

Istituto della Enciclopedia Italiana
Piazza Paganica 4
Casella Postale 717
I-00186 Roma

ISFOL
Istituto per lo sviluppo della formazione professionale dei laboratori
(Institute for the Development of Vocational Training of Workers)
Via Bartolomeo Eurstchio 8
I-Roma

PCBB
(Pedagogisch Centrum Beroepsonderwijs Bedrijfsleven)
Verwersstraat 13 – 15
Postbus 1585
NL-5211 Hs's-Hertogenbosch

Ministerie van Onderwijs en Wetenschappen
Europaweg 4
Postbus 25000
NL-2700 LZ Zoetermeer

BACIE
(British Association for Commercial and Industrial Education)
16 Park Crescent
London W1 4AP, UK

Manpower Services Commission (MSC)
Moorfoot
Sheffield S1 4PQ, UK

DOCUMENTARY DOSSIERS

Community level

1. *Linking work and training for young persons in the EEC,* Cedefop, 1982 (out of print).
2. *Vocational training for the unemployed in the European Community,* Cedefop, 1982, pp. 230.
3. *The impact of microelectronics on vocational training in the European Communities,* Cedefop, 1982, pp. 500.
4. *Technological development and its implications for qualification structures in the tertiary sector,* Cedefop, 1982, pp. 260.
5. *Contribution of vocational training to regional development in the European Community,* Cedefop, 1982 (out of print).
6. *Vocational training for the handicapped in the European Community,* Cedefop, 1982, pp. 430.
7. *Trends in television training in the member countries of the EEC,* European Institute for the Media, Manchester, 1983.

National level

1. *Formation organisé et financée par les entreprises pour leur personnel en France,* Centre INFFO, Paris, 1983, pp. 250.
2. *Employee training organized or financed by Danish enterprises,* SEL, Copenhagen, 1983, pp. 150 (contributions in Danish and English).
3. Le iniziative di formazione in azienda in Italia, Istituto della Enciclopedia Italiana, Rome, 1983, pp. 240.
4. *In-company training in Ireland,* AnCO, Dublin, 1983, pp. 250.
5. *Observation du marché du travail et formation en France,* Centre INFFO, Paris, 1983, pp. 330.
6. *Interaction between the labour market and the education system in Denmark,* SEL, Copenhagen, 1983, pp. 80 (in English).
7. *Il mercato del lavoro e la formazione professionale in Italia,* Istituto della Enciclopedia Italiana, Rome, 1983, pp. 683.
8. *Labour market observation methods in Ireland,* AnCO, Dublin, 1983, pp. 220 approx.

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2. *Women and vocational training,* Cedefop, 1980, pp. 200.
3. *Vocational training and the social integration of the handicapped in the Member States of the European Communities,* Cedefop, 1984, pp. 30.

National level

1. *La formation professionnelle en France,* Centre INFFO, Paris, 1983, pp. 30.
2. *Vocational education and training in Denmark,* SEL, Copenhagen, 1983, pp. 14.
3. *Vocational training in Ireland,* AnCO, Dublin, 1983, pp. 35.
4. *La formazione professionale in Italia,* Istituto della Enciclopedia Italiana, Rome, 1983, pp. 110.
5. *Vocational education and training in the United Kingdom,* BACIE, London, 1984, pp. 70.
6. *Le financement de la formation professionnelle continue en France – Bibliographie commentée,* Centre INFFO, Paris, 1984, pp. 52.
7. *Le financement de la formation professionnelle au Danemark,* SEL, Copenhagen, 1984, pp. 28.
8. *Funding of vocational education and training in Ireland – annotated bibliography and dossier,* AnCO, Dublin, 1984.
9. *Finanziamento della formazione e della istruzione professionale in Italia,* IEI, Rome, 1984, pp. 32 (also in English).
10. *Finanzierung der beruflichen Bildung – eine Dokumentation,* BIBB, Berlin, 1984, pp. 170 (also in English).
11. *Financing vocational training in the United Kingdom – a selective annotated bibliography,* BACIE, London, 1984.
12. *Summaries of Danish literature on vocational training and labour market issues 1982 – 1983,* SEL, Copenhagen, 1983, pp. 75.

Thesaurus

1. Cedefop Thesaurus 1979 (out of print).
2. Cedefop Thesaurus 1983. Alphabetical list of descriptions with their synonyms and broader terms (out of print).
3. CEDEFOP Thesaurus, list edition, september 1984 (EN, FR).
4. CEDEFOP Thesaurus, final edition (forthcoming 1985) (DE, EN, FR).

Erhvervsuddannelse
Berufsbildung
Vocational training
Formation professionnelle
Επαγγελματική κατάρτιση
Formazione professionale
Beroepsopleiding . . .

Brigitte Linshöft-Stiller

No review of the first 10 years of the European Centre for the Development of Vocational Training should ignore an aspect that sets the European Community and the work of its various bodies apart. The principle that the Community should be a multilingual organization helps to ensure public awareness of its activities and to keep the variety in European culture alive. Seen from this angle, the question of the price to be paid, which rises at a steeper rate than any increase in the number of languages, is irrelevant, although there is a temptation in the day-to-day affairs of a Community institution to regard the need to comply with the language ruling as a restriction. One journal said of Cedefop in its early days that it could do more if it were not hampered by the obligation to translate every document. This view failed to recognize Cedefop's European mission. The same is true of the speaker who did not like exercising self-discipline 'for the sake of the interpreters'. A review of the past 10 years shows that Cedefop has resisted temptation and accepted the challenge of multilingualism.

This has necessitated the cooperation of many interpreters and translators, whose ability is reflected in the results achieved by Cedefop. They helped the newly established Centre to overcome its linguistic teething troubles, were involved in its activities in many ways and forged the necessary links with those attending Cedefop's meetings and conferences and the readers of its publications. Their continuous collaboration was all the more valuable as it concerned communication in an area where linguistic usage still depends largely on the context.

The expert must clarify the terms he uses if he is to avoid frictional losses when communicating with others. There are terminological principles and methods and international standards for the listing of special terms and the compilation of dictionaries containing them. These words, devoid of any context, go to make up the specialized language to which the expert and the interpreter or translator can adhere. Rules also govern the arrangement of multilingual glossaries.

In vocational training, with its deep roots in a country's tradition and culture, an undertaking of this kind seems so complex, however, that it was long considered impossible. Cedefop's first attempt to compare the vocational training systems of the Member States (Cedefop, 1982) proved extremely complicated, especially as account also had to be taken of differences within national systems. It is likely to be even more difficult to cater for the wide range of divergent schools of thought and opposing political views when it comes to clarifying the content of basic concepts.

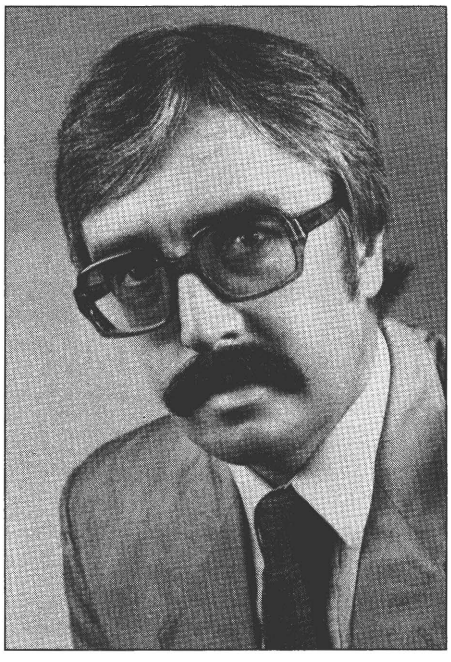
Questionable though the feasibility of compiling a multilingual glossary might be, the rapid expansion of Cedefop's information activities made it increasingly necessary. As its work evolved and its terminological efforts increased, however, Cedefop had to decide what specific role it should play in the formulation of principles in its specific area of activity. This in itself reveals that various courses were open to Cedefop, but it completely lacked the staff and technical facilities required.

In 1984 the search for further opportunities led to the launching of a pilot project involving all the major Community institutions, with Cedefop in overall control. Within the framework of the Inter-institutional Terminology Group (GIIT) of the European Communities, a

Terminology Committee, on which the relevant services of the European Parliament, Council, Commission and Economic and Social Committee are represented, was set up. The contribution their terminologists make is combined with the contribution made by Cedefop's vocational training specialists. The work is prepared and structured by the terminologists. The content of the various concepts and their relationship one to another are then examined by experts in each country. Their findings are collated by the terminologists, who compare the terms in the various languages. Cedefop's structure ensures that the results are acceptable to everyone concerned with vocational training.

While the project is bound to be a long-term undertaking, help will also be provided in the short-term. In the year in which Cedefop celebrates its 10th anniversary a small multilingual compendium of basic vocational training terms is to be published. Addenda will then appear at intervals in the future.

Since the project began, the number of working languages in the European Community has risen to nine. It must now be ensured that communication is possible in any of the 72 combinations of Danish, Dutch, English, French, German, Greek, Italian, Portuguese and Spanish. Major advances have also been made in information technology, emphasizing the need for terminological development to cater for such future applications as machine translation. The trend towards 'user-friendly' computers and the prospect of 'artificial intelligence' call for some rethinking on the solution of the problems connected with multilingualism. Cedefop is participating in this process with the aim of easing the burden which multilingualism imposes on the European Community as it seeks to inform the public on vocational training.



Cedefop tomorrow

Hypotheses on future trends in vocational training in the European Community and the European Centre's main areas of activity

Ernst Piehl

Preliminary remarks

At the time these articles are being written for *Vocational Training,* the Spring of 1985, 'Tomorrow' might be construed as a reference to the short-term and the Centre's main areas of activity in the second half of the year. But such information would be superfluous since both the 'Action guidelines 1983 – 85' adopted by Cedefop's Management Board and the current work programme have been well publicised.

Taking a very long-term view, readers might also expect forecasts for the year 2000 and beyond. The Centre's directorate naturally regards itself as less competent to make such forecasts than the many futurologists in virtually every country who have already filled substantial libraries with their predictions. This fascinating task has also been tackled by research programmes undertaken with Community backing, particularly those concerning the possible effects of the new technologies, like FAST.[1] Cedefop will undoubtedly be expressing its views on the subject on some future occasion, especially as preparations will have to begin in good time for another commemorative publication in the year 2000, when the European Centre will in all probability celebrate its 25th anniversary.

Logically, all that remains is a third definition of 'Tomorrow', the medium-term view, by which we specifically mean the period up to the end of 1988. Consequently, various links between this article and the 'Action guidelines 1986 – 88' proposed by the directorate are not only unavoidable but even desirable: it would be odd to say the least if the directorate were now to express different ideas on developments in the medium term. The action guidelines proposed by the directorate in May of this year will not, of course, be reproduced *in extenso*. Instead, we shall endeavour to pick out the salient points and above all the new lines to be followed over the next three-year period. Nor need the reader fear that he will be called upon to examine the same document again since the draft submitted by the directorate in the Spring of this year will undoubtedly be amended by the Management Board before it is finally adopted in the Autumn.

The following hypotheses do not necessarily represent original thinking in every respect, if only because the article is based on a collective effort within Cedefop undertaken in consultation with the members of the Management Board, who have contributed important, but generally known information on practices in their respective environments. Despite this strong backing, the authors have deliberately chosen to use the term 'hypotheses' because it is impossible to predict accurately either future development in vocational training or the Centre's main areas of activity since these will be decided by the quadripartite Management Board, soon to comprise 12 representatives each of the governments, employers and employees and three representatives of the Commission.

General context

The demographic trend will ease the pressure somewhat in the medium-term in the case of young school-leavers (aged 16 to 19) in most Member States, but the same cannot be said of young adults, older workers and job-seekers. In view of the continuing high level of demand among women for the marketable skills that can be learnt in continuing training and retraining or in-service training courses, this is an area in which action is urgently needed. On the whole, then, it is not inconceivable that, although the potential labour force is shrinking in most Member States, the number of people seeking initial and continuing vocational training will increase.

It is generally forecast, by the OECD specifically, that, taking the Community as a whole, the number of people in employment is unlikely to grow and unemployment will, in fact, increase sharply.

■ In the industrial sector jobs will probably continue to be eliminated as productivity improves; repetitive work will increasingly be done by robots; the number of production workers will shrink to a stable nucleus (particularly in the coal/steel, shipbuilding and automotive industries).

DR ERNST PIEHL: Director of Cedefop.

■ At the same time, the rationalization of administrative activities in both industry and, increasingly, the service sector will continue; female workers with limited qualifications will be particularly hard hit by this trend.

The most efficient workers will continue to be recruited and employed. Even initial training will be affected by this process. But the more stringent the selection criteria and the greater the efficiency required, the more people there will be who fail to make the grade in initial training without extra help.

The introduction of new technologies will probably accelerate and spread to all sectors of the economy. According to a forecast by the Federal Institute for Vocational Training, 70 % of the labour force in the Federal Republic of Germany, for example, will be affected by the applications of information technology by 1990. In some of today's high-tech sectors technological development may be eliminating certain jobs, but it is also creating new ones requiring different skills, albeit in limited numbers for the moment. The continued advance of technology is everywhere accompanied by an upgrading of the skills required.

While the 'stronger' members of society may be fascinated and its 'weaker' members alarmed by the speed of technological development, there is also growing awareness that the future of work is less than ever a technological problem. It will, in fact, call for new social and different specialized qualifications, particularly the willingness to learn and adaptability as well as a sound basic knowledge of a specific field. For the future of both Western European society and individual companies high-tech production facilities seem less important than the creativity and skills of the working man. Initial training is no longer enough: continuing education and training will be essential if the skills of the whole labour force are to be improved.

Community context

The process of European unification is gradually becoming more comprehensive and also more complicated. Every step down the stony road from EEC to EPC – the European Political Community – is a struggle. The closer the Community comes to being a 'Europe of the citizen', to which the new Commission intends to make a major contribution by the end of the 1980s, the more directly the 'Community citizen' will be involved and the greater the chances of success in democratically constituted societies.

The authors share the conviction of a growing number of European politicians that joint action in the Community to meet the technological challenges, especially in the form of a 'European training offensive', will lead to greater public participation and interest. The 'programmes of action' that have been launched under the industrial, research and development policies and to promote innovation, like Esprit (information technologies), RACE (communication technologies) and Brite (industrial technologies), are to be welcomed, although none of these 'stimulation programmes' yet provides for initial or continuing training.

The Commission's efforts to launch a programme of practical action to introduce initial and continuing training in the new technologies at least are, therefore, to be applauded. This new programme of action, proposed in April 1985, is based on the two resolutions adopted by the Council of Ministers in 1983 on:

■ vocational training policies in the European Community in the 1980's; and

■ vocational training measures relating to the new information technologies.

The programme covers three areas of activity:

■ a 'network of pilot projects';

■ a 'framework programme for research priorities';

■ a 'programme of study visits'.

The Commission, the national authorities and Cedefop have already begun to cooperate in the last two of these areas, and this cooperation will be discussed below. It is not yet clear, however, how Cedefop will be involved in the first. It will in any case relate its main projects in the next three years to the priorities set by the Community, without losing sight of the views of the Member States and the two sides of industry, which are bound to play a predominante role in the development of vocational training.

Permanent activities

Information and documentation activities,[2] one of the Centre's institutional functions, will be further developed along the lines laid down by the Management Borad, meaning specifically:

■ adjustment of the potential for cooperation with national institutes involved in the Cedefop documentation network;

■ gradual computerization of information processing and dissemination with a view to establishing a European documentary data base with a computerized processing facility.

The Centre's publications will continue to be the principal media for the dissemination of the findings of its work and their evaluation.

■ The three regular publications (the journal *Vocational Training,* the topical *CEDEFOP News* and the information sheet 'CEDEFOP flash') are to be maintained. Means must be found of gradually introducing at least a Spanish-language version of these three periodicals.

■ The content and form of the occasional publications will be geared more closely to the needs of the various target groups and users, and the production process will also be made more flexible to ensure rapid dissemination.

In the next three years even greater priority will be given to the preparation and updating of comparative analyses of vocational training systems and structures, another of the Centre's permanent activities:

■ updating of the country monographs and revision of the 'Cedefop Guide'. The work begun in 1985 to present the monographs on the Member States' vocational training systems in slide and video form may also prove useful in this context;

■ continued expansion of the terminological base through the clarification and comparison of the terms used in the vocational training systems of the various Member States.

■ comparative studies of the roles played by management and labour in vocational training, with special reference to the funding of initial and continuing training. Importance will be attached here to particularly close cooperation with the appropriate authorities in the Member States and the employers' and employees' organizations represented on the Management Board.

In view of the emphasis the new Commission under President Delors has

placed on the independent role to be played by the two sides of industry specifically in vocational training and the need for the 'social dialogue' in the Community institutions to be encouraged, this will be an increasingly important area of Cedefop's activity.

New permanent activities

Freedom of movement is considered to be one of the most important objectives set by the Treaties of Rome, but it could be greatly improved, for example, by promoting the comparability of training certificates.

A number of preliminary studies carried out by Cedefop have already made a substantial contribution to the achievement of this objective, but only when its conclusions have been translated into practice in the Member States will the citizens of the European Community reap the benefits.

In view of the Commission's proposals on the equivalence of qualifications,[3] in anticipation of the resolution to be adopted by the Council of Ministers in June 1985 and with account taken of various supportive proposals made by the European Parliament and the Economic and Social Committee, even greater importance will henceforth be attached to this area of activity, especially as the regulation establishing the Centre sees it as a priority.[4] Cedefop is thus likely to be assigned a labour-intensive role in the implementation of decisions taken by the various Community bodies. On the whole, Cedefop's function in this particular area might be described as that of a 'permanent observatory'.

The study visits by theoreticians and practitioners in the field of vocational training, jointly organized with the Commission and launched in 1985, are to be continued in the various Member States and, where possible, expanded each successive year. The Centre will consequently be called upon to perform such new and complex tasks as assisting with the conceptual development work and the selection of the projects to be visited, the detailed briefing of the participants and the parallel evaluation of the study visits.

Taking account of the interests of the individual Member States and working in close cooperation with 'national liaison officers', the Centre will encourage a more intensive exchange of information and experience among vocational training experts working on the same subject areas or comparable 'innovative projects' in the Member States.

It should be ensured that the two sides of industry are involved at all stages of the decision-making process, specifically through their representatives on Cedefop's Management Board, who should be consulted above all on the organization of programmes for foreign visitors and the selection of participants from their own countries.

The exchange of information on the main areas of research being carried out by the relevant institutes in the Member States with a view to preventing duplication of effort and disseminating major research findings beyond the frontiers of individual Member States should be increased, a further object being to encourage cooperation among teams working in related areas. The *ad hoc* meetings with specialists in a wide range of fields should continue to be held as often as necessary and possible within the framework of the Centre's basic research work and of special projects. It would also be helpful if the directors of R&D institutes responsible for vocational training could meet at the Centre at infrequent but regular intervals. This might lead to a permanent 'platform' for the exchange of research findings and information on the concepts on which they are based. A number of focal areas and methodological approaches to the 'framework programmes for research priorities' referred to under Hypothesis 9 above might be considered in greater depth.

Specific areas for research 1986 – 88

Enlargement of the Community

The enlargement of the Community to include Greece, Portugal and Spain will cause a fundamental shift in the social and economic balance in the Community.

In cooperation with the Commission, Cedefop must take a particular interest in these countries' training requirements. It will join with experts and research institutes in the new Member States in developing special projects likely to meet their need for information and advice, taking as a basis descriptions of their vocational training systems that have already been compiled.

The Mediterranean countries and particularly the two most recent Member States of the Community (Spain and Portugal) are especially interested in restructuring and developing their initial and continuing training systems in the years immediately following accession, and this will give rise to an increased need for counselling and information.

Research into the status of foreign workers and observation of the range of initial and continuing training for their integration into their host countries or reintegration into their countries of origin will continue, the object being to establish special monitoring instruments and more effective cooperation between training institutions in host countries and countries of origin.

New technologies

Activities relating to the challenges presented by the new technologies to vocational training will probably have to keep to a middle course between a position which rates the importance of these technologies extremely high and one which tends to ignore their existence.

While ensuring close coordination with the Commission's programmes and national research efforts, Cedefop will carry out comparative studies of new developments in the organization and content of training in the Member States, with account also taken of experience gained in highly industrialized non-Community countries (particularly the USA and Japan).

The Commission's 'Programme of work for the years 1985 to 1988 concerning vocational training and the new information technologies' calls on Cedefop to help to improve the knowledge of training specialists of the systems and methods applied in the various countries.

In the complex 'new technologies' area of activity it will be necessary, for example, to consider how manpower with medium-level skills should be prepared for the introduction of new information technologies and how secretarial personnel and unskilled workers can be trained to do more responsible work.

Adjusting workers to the introduction of new technologies will presumably be less important here than information on the conditions under which they will be used and the effects they will have, so that the workers may play an active role in controlling their use and retain the highest possible degree of autonomy in day-to-day work.

New qualifications

The new technologies are changing requirements and skills: the emphasis is shifting to such requirements as abstractive capacity, knowledge of systems, responsibility for people and machines, the ability to read and express oneself, skills outside one's own specialized field and basic technical knowledge in commercial occupations, basic commercial knowledge in technical occupations.

Comparisons at European level can provide interesting insights into developments in both individual firms and sectors, especially as the pace at which occupational and general skill requirements change is steadily increasing. In these circumstances, it is particularly important for the link between general education and the initial or continuing vocational training of the labour force to be seen in a new light: overly rigid and premature specialization appears to be just as unsatisfactory as a broadly based general education that excludes the practical application of knowledge and skills. A number of case studies on specific occupational sectors or training levels should be carried out to determine the implications for a modern approach to the organization of training and programme planning.

Continuing training

The role of initial and continuing training in schools, universities and firms must be adjusted to the changes referred to above. In the medium-term there would appear to be a need for a closer link between initial vocational training and the expansion of continuing training. Otherwise there is a danger that not only will young people have problems during the transition from school to working life but that more and more 'problem groups' will be condemned to unemployment: the unskilled and particularly older women, foreign workers and the disabled.

In general, young people should not be seen as competing with adults in the conceptual work done on the subject: they should be regarded as complementary categories. The groups hardest hit by unemployment and marginalization will continue to be a subject of serious concern in Cedefop's research programme. Where possible, training concepts should cover all levels of qualification and all categories of worker so that girls and women, for example, are not exposed to further disadvantages. Account should also be taken of the in-service and continuing training of unskilled workers, and especially the reintegration of older women, the initial and continuing training of foreign workers and ethnic minorities and positive action to help the disabled. Studies might also be made of the specific initial and continuing training needs of the long-term unemployed.

Training of trainers

Increasing attention will be paid to the training of skilled personnel for initial and continuing training, not only in schools and vocational training centres but also in firms and associated institutions.

Studies of the role played by trainers in small and medium-sized firms and in intercompany training centres would seem particularly important in the Community context. They should ascertain what functions teachers, trainers and advisers perform in the development of initial and continuing training opportunities and also follow up the preliminary work done by Cedefop on alternance training.

Skilled workers who act as trainers in any way must undergo more initial and continuing training, especially in the 'intermediary tasks' of counselling, informing and coordinating, linking in-company and state training activities, advising on training and occupations and involvement in local or regional training and employment initiatives.

Local initiatives

In line with the priorities of the Community's structural funds (for which the President of the Commission is now directly responsible), namely, the European Social and Regional Funds, a comparative analysis might be undertaken to examine, support and evaluate innovative strategies and demonstration projects in the various Member States. Special attention must be paid to the Mediterranean countries in this context.

In this area of activity Cedefop might focus on the following measures:

- new types of local training and employment initiatives for young people and women;
- innovations in vocational training involving new technologies, new media, distance instruction, etc.;
- special job creation schemes with associated initial and continuing training activities;
- innovations in retraining and continuing training related to the labour market, particularly in structurally weak regions (rural areas and traditionally industrial regions);
- studies on how initial and continuing training systems might be geared more closely to the specific needs of small firms, local employment initiatives and the self-employed.

A study of one of these subject areas undertaken with the Foundation in Dublin might be of interest to both sides, especially in view of the links with its four-years work programme 1985 – 88.[5]

Concluding remarks

Cedefop has already done considerable preliminary work on many of the problem areas referred to above, and it assists the Commission both with complex programmes – like the study visits – and with specific queries on current policy. Some longer-term problems, however, have yet to be studied jointly with the Commission's services. The four groups on the Management Board also believe that the Centre's main complementary task should be to participate in the formulation of concepts that go beyond current policy.

Although most of its activities are developed in close consultation with the Commission, the Centre must also have the freedom to take independent initiatives so that it may contribute to the development of a common vocational training policy and continue to act as a quadripartite institution in which both sides of industry are involved in the decision-making and work process, all the more so as both these aspects are explicitly mentioned in the regulation establishing Cedefop.

Cedefop's role as a 'platform' for those concerned with the practical side of vocational training (the representatives of the governments, employers, employees and Commission do not just meet three times a year: they are actively and continuously involved in numerous projects) is complemented by its role as a 'forum' for specialists working on aspects of vocational training in a wide range of national and international institutions. The complex problems connected with the new technologies and qualifications, for example, should be considered in depth in

collaboration with competent specialists and research institutes, and their findings should then be disseminated and discussed at regular intervals at Cedefop's colloquies and/or through its publications.

Whether the above-mentioned hopes for the medium-term future can be satisfactorily fulfilled will also depend on the availability of adequate resources. Although Cedefop cannot expect a substantial increase in staff and operating funds in view of the Community's budgetary problems, a gradual expansion of its services is likely to be necessary, especially as its workload is growing and new Member States have acceded to the Community. The distribution of the available resources among the various areas of activity and their definition will continue to form part of the work programmes and budgets adopted annually.

In 1982 the British Minister Norman Tebbit described Cedefop as a 'powerhouse of ideas and research work which – although located on the outskirts of the Community – is of central importance to vocational training in the Member States'.

The author would be pleased if 'tomorrow's Cedefop' could consolidate and gradually strengthen its position as the only European centre for initial and continuing training in the enlarged Community.

Notes

[1] See Commission of the European Communities (ed.), FAST (Forecasting and Assessment in the field of Science and Technology): *EUROPE 1995 – Mutations technologiques & Enjeus sociaux,* 1983.

[2] For details see Document XXXI-8.2., adopted by the Management Board on 15 March 1985 on the basis of the preliminary work of its working group.

[3] See communication from the Commission to the Council, September 1983.

[4] See Articles 2 and 4 of the Regulation establishing Cedefop, *Official Journal of the European Communities,* L 39/2, 13 February 1985.

[5] Four-year programme of the European Foundation for the Improvement of Living and Working Conditions, Dublin, 1985.

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