



# Vocational training

**Training, employment and  
regional development**

# Vocational training

## Bulletin of the European Centre for the Development of Vocational Training

# CEDEFOP

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## Editorial

The 1960s and part of the 1970s were characterized by the expansion of the labour market in industry and in the services.

The development model tended to place ever greater value on industrial sectors (mechanical engineering, ironworks, chemical engineering, etc.), thus accelerating the process of rural exodus. This economic system gave rise, among others, to the phenomenon of geographical mobility involving great masses of workers moving to the nearest agglomerations. In some countries, such as Italy, this mobility took on the form of a veritable exodus of armies of workers towards more industrialized zones in northern and central Europe.

The first consequence was marked regional disequilibrium; entire zones declined rapidly at economic and demographic level while other zones attracted ever more activities and ever more people.

On the one hand industry accelerated the processes of transformation and modernization of the means of production, orientating a maximum of production towards a maximum of consumption. On the other hand the traditional manufacturing industries were practically abandoned, with the older trades no longer being pursued; no longer needed, the knowledge and skills involved were gradually lost.

In this situation vocational training tended to be utilized primarily as a means of adapting manpower to the immediate needs of the labour market.

In 1974 the economic crisis burst in on the industrial regions of Europe and resulted in a sudden contraction of the labour market, provoking, among others, the restructuralization of large production units. Technological development, itself stimulated by dwindling supplies of energy, moved forward rapidly.

Policies were then designed to contain the crisis, the first measures being aimed at encouraging youth employment and researching into substitutive activities.

Social uneasiness began to take hold, the organization and production model of the large concerns came under strong criticism, and the disparity between the world of work and the world of training became increasingly apparent.

Poorly developed areas were likewise affected by the crisis and soon found themselves waiting for the implementation of national or supranational measures of assistance. Community policies on behalf of disadvantaged regions thus came into existence.

This, then, forms the historical background against which a series of events known to all of us have taken place; it is difficult to fully comprehend recent social and economic activities in a Community context, primarily because of the great diversity of the environments within which these activities take place.

We nevertheless seem to perceive certain significant trends in the articulation of economic and social activities at regional level, even though this articulation takes place in a dispersed manner, or, to use the expression Fabio Taiti uses in his article, 'according to archipelagic models of areas ...': geographical reorganization of the economic and social system; multiplication of tertiary activities at local level, understood as service to the enterprise, the market, and the social environment; awakening of local groups to their growth potential; a growing tendency of 'local' groups to establish direct dialectic contact with bodies at national and international level; resurgence of dying activities; and creation of new activities.

We reasoned that it might be useful to devote an issue of our Bulletin to these questions in order to stimulate reflection and to encourage discussion above all on the role which vocational training should play in the light of new ways of articulating social and economic activities at regional level.

What training, what training content, what methods, what trainers? We have no answer, perhaps because we are convinced that no single answer is possible.

We would formulate the hypothesis that the more vocational training is integrated into a specific process of regional development, the more effective it is, not only at the level of employment. This hypothesis implies the existence of a broad concept of vocational training which eliminates the rigid dichotomy between general training and vocational training and between training and education and which includes guidance as well as a series of social measures aimed at assisting the training measure target groups.

On the basis of this hypothesis we have approached a number of witnesses of regional development processes, requesting them to let us have their opinions and suggestions.

Under the rubric 'Viewpoints' we have undertaken to present the opinions of a number of actors in these processes: a trainer, an entrepreneur, an elected representative, a few course participants, and a development agency.

In the last part of the Bulletin we present a number of cases drawn from various socio-economic and geographical environments; we do not, however, intend them to be representative in a sense that would permit conclusions to be drawn.

The objective of this Bulletin is not to close but rather to open the discussion on a question which we consider to be both important and topical, above all in the light of Resolution 7844/80 of the Council of the European Communities of 27 June 1980 on guidelines for a Community labour market policy. In this Resolution it is emphasized that as 'regards regional measures, labour market policy should be adapted to the development needs of disadvantaged regions, in particular by strengthening the local vocational training potential in line with the development of employment in those regions'.<sup>1</sup>

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<sup>1</sup> European Communities – The Council. Document 'Restreint' 7844/80-Soc 218 of 27 June 1980.

# COMMUNITY POLICY

## of regional development and vocational training

Bernadette Costers<sup>1</sup>

In all Member States of the Community there are considerable regional disparities in the sphere of economic development, but these disparities are evidently even more aggravated at regional level when one takes the Community as a whole. Thus the domestic gross product *per capita* in prosperous regions such as Paris and Hamburg is five times greater than that in the poorest regions such as Calabria in southern Italy and Donegal in the western part of Ireland. If already at national level the disparity between the regions creates such tension as to bring into question the solidarity of the citizens, it is obviously evident that the processes of European integration towards a union of the peoples constitute efforts of such extreme difficulty in themselves that the whole exercise may prove to be Utopian. The gaps between the various levels of regional prosperity must therefore be narrowed. It is clear, on the other hand, that these persistent and steadily increasing disparities are hindering efforts of the Nine governments to pursue coordinated and converging economic policies, so indispensable to Community integration. Finally, it cannot be disputed that no economy, be it at national or Community level, can allow itself to indulge in a continued wastage of resources in terms of manpower and money such as regional disparities have given rise to over the decades.

The European Community recognizes in general two categories of disadvantaged, or backward, regions. On the one hand there are the underdeveloped rural regions with a primarily agricultural economy, which are characterized by low levels of income, high rates of unemployment, considerable underemployment, rural exodus, and a lack of public infrastructures. Southern Italy, Ireland, and to a certain degree south-western France are typical examples. On the other hand there are the old rich regions in which prosperity was based on indus-

trial sectors now in decline such as coal, steel, shipbuilding, and textiles. The main examples are the old industrial regions of the United Kingdom, in particular Scotland, Wales, and Northern Ireland. Although less acute, this problem plays a role in certain regions of France, Belgium, and the Federal Republic of Germany. Then we have the peripheral regions of the Community, where distance is disadvantageous and where underdevelopment is widespread. Examples are Greenland and the French overseas *départements*.

The economic crisis has further widened the gap between the rich regions and the poor regions to such an extent that the pending enlargement of the Community will lead to a contrasting ratio of national gross product *per capita* exceeding 12 : 1. The new Member States will not only bring with them their own economic difficulties but also aggravate the difficulties plaguing the poorest regions of the Nine, above all in southern Italy, where the production of wine and vegetables will have to face competition from similar products produced in Greece, Spain, and Portugal.

The authors of the Treaty of Rome were well aware of the regional problems. The preamble of the Treaty of Rome stresses the need for 'harmonious development by reducing the differences existing between the various regions and the backwardness of the less favoured...' Article 92 states that 'aid to promote the economic development of areas where the standard of living is abnormally low or where there is serious underemployment' may be deemed 'compatible with the common market'. Nevertheless it was not until the Summit Conference of Paris in October of 1972 that the Heads of Government of the Member States of the Community gave high priority to the task of alleviating structural and regional imbalances in the realization that the monetary and economic union would otherwise be greatly hampered. This political decision gave birth in 1975 to a new Community policy, namely, regional

policy, equipped with an instrument of its own: the European Regional Development Fund. The very nature of the policy is not conducive to isolated measures. The development of a region presupposes infrastructural investments, the establishment of new enterprises or the reconversion of existing ones, the development of a series of activities in the tertiary sector (banks, telecommunications, etc.), and the training/retraining of manpower as required. Regional policy must therefore be global in character. Indeed, in the last analysis, all Community policies have a regional aspect. For example, the fixing of agricultural prices interests in a general way all consumers within the Community but is of particular importance for the poorest agricultural regions of Italy, France, and Ireland. The opening of the borders of the Nine to textile products from Asia has a direct impact on regions such as Northern Ireland, where the textile industry plays a major role. In preparing measures to be submitted to the Council, the Commission therefore undertakes to systematically evaluate regional impacts, and for its part the Council endeavours to take regional interests into consideration in its decisions.

Even before 1975 financial aid provided by the Community for the development of disadvantaged regions was far from being negligible. Since its creation the Coal and Steel Community has paid out a total of 6 000 million EUA for the purpose of modernizing coal and steel industries and attracting to these areas new industries which in turn create new jobs. The European Investment Bank has provided more than 10 500 million EUA in the form of loans, the major part of which has been used for regional development purposes. In 1978, for example, 74 % of the loans granted were used for regional development projects. The Guidance Section of the European Agricultural Guidance and Guarantee Fund has to date expended more than 1 800 million EUA in the form of individual aids for the modernization of agricultural production and marketing structures.

<sup>1</sup> Bernadette Costers, journalist. Information provided by the European Social Fund.

Of all the Community policies the employment policy is perhaps the one which is most closely related to regional policy. Are not both of them aimed at correcting imbalances in the Community and assuring that the advantages resulting from the operationalization of a common market are available to everyone? These two policies envisage the achievement of economic integration while at the same time making certain that the market forces do not impose extreme hardships on the most disadvantaged social groups.

The European Social Fund as initially conceived did not succeed in contributing very much to the elimination of regional disparities. Its regulations were too rigid and its means too limited. Functioning as a compensatory fund fed by budgetary contributions – a practice which encouraged each Member State to attempt to receive back what it put in in the name of the detestable practice of ‘fair return’,

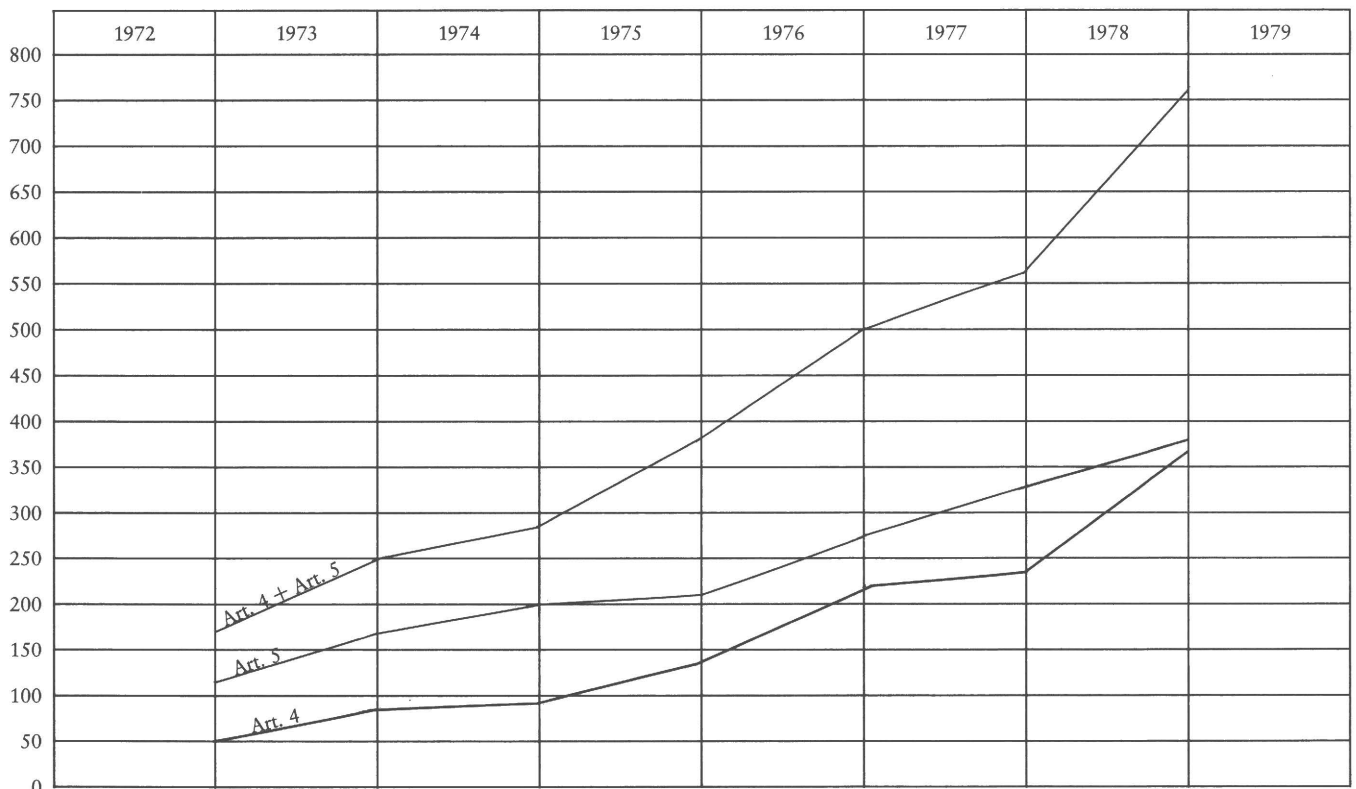
the Fund could, upon request, reimburse for vocational retraining or the re-employment of unemployed workers only half of the funds paid out by the respective Member State or public authorities. This Fund, which served neither as a stimulator nor a guideline, was nevertheless in a sense a draft regional policy in that the distribution key for the financial contributions of the Member States to the Social Fund favoured Italy. On 31 December 1970, on the evening before the compensatory mechanism was to cease functioning, the ‘poor child’ of the Six had a credit balance of 30 million u.a. During the twelve years of its existence (1960 to 1972), the former Fund had reimbursed a total of USD 265.1 million for the retraining (more precisely 255.6 million for retraining and 9.5 for re-employment) of 1 591 246 workers.

The new European Social Fund, which came into force on 1 May 1972, is fi-

nanced by Community funds rather than by direct contributions of the Member States. The budget has grown considerably, registering an increase from 1973 to 1979 of 424 %, as the graph shows. This increase reflects the change which has taken place on the labour market of the Community. Even this volume, however, does not suffice to meet current needs. The field of application has been enlarged so that now not only public bodies but also approved institutions can submit requests for financial assistance. The Fund can intervene in two kinds of situations which in a way reflect the double mission of the Fund. On the one hand it can contribute to alleviating frictions which Community policies may engender, becoming thus a flexible instrument responding to cyclical needs, and on the other hand it can serve to combat structural unemployment and raise the living standard in the backward regions.

Trend of budgetary allocations

in EUA



The budgetary allocations are expressed in terms of EUA (1 EUA = 0.815 u. a.) and relate also to the years prior to the adoption of EUA. This has been done in order to simplify the reading of the graph.

In other words, the Fund can intervene when the employment situation is affected or threatens to be affected by Community policies or when there is a

need to adapt manpower supply to the labour market of the Community. To this end the Fund intervenes with regard to the vocational training of workers

desiring to leave agriculture, on behalf of workers in the textile and clothing industry, since 1974 with regard to measures aimed at facilitating the integration of

migrant workers, since 1975 with regard to the vocational training of young job-seekers, and also since 1978 on behalf of women.

The other category of intervention is aimed at remedying certain employment problems in the Community occurring primarily in backward regions or regions in the process of decline and in industrial sectors negatively affected by technological progress. Measures on behalf of the handicapped are also undertaken. From the aspect of structural unemployment, the Fund intervenes for the purpose of fostering the re-employment of workers who have been either unemployed or underemployed for a long period of time.

The regulations of the Fund require that at least 50 % of the available budgetary funds be allocated to interventions of the second category and that interventions on behalf of disadvantaged regions constitute at least one-half of the funds allocated.

These requirements have been fulfilled to a large extent. During the period 1973-75, for example, the Social Fund allocated three-quarters of its budgetary funds to action programmes falling under Article 5, with 78.1 % going to disadvantaged regions.

When the Social Fund was reorganized in 1977 its regional mission was again stressed. Not only were the budget allocations allotted as before to the two categories of intervention described above, but the regional impact of the Fund was again stressed by the decision that allocations from the Fund could constitute 55 % rather than 50 % of the real costs of the action programmes in the five regions considered to be the most needy, namely, Greenland, the French overseas *départements*, Ireland, Northern Ireland, and southern Italy.

In order to further augment the resources of the Fund aimed at correcting the structural imbalances in the least developed regions, the regional aspect has been introduced as a criterion of selection. Since in each of the two categories of intervention the requests for financial assistance far surpass the budgetary possibilities, it is necessary to select requests to be acceded to according to certain criteria. Since 1977 the Commission has undertaken to review annually the guidelines for the management of the European Social Fund. These guidelines are established for one year but contain elements which apply over a three-year period. An analysis of these guidelines

reveals a growing tendency to give top priority to disadvantaged regions. Programmes on behalf of workers leaving regions of mountain agriculture or other disadvantaged regions or remaining in regions characterized by a level of income lower than the average Community level of income all enjoy high priority. The same holds true for interventions on behalf of young people. Actions aimed at promoting youth employment in the five priority regions are given top priority. Also assigned top priority are the action programmes on behalf of the handicapped launched in disadvantaged regions.

It is perhaps useful to mention at this point that the most important budget allocations of the Fund are those relating to young people, handicapped persons, and disadvantaged regions. Of the 775.8 million EUA made available in 1979, the budget allocations were respectively 304.7 million, 60.5 million, and 322.8 million EUA.

In 1978 the Commission set up a mechanism on behalf of the poorest regions. Since the volume of funds requested far exceeds the funds available, a mechanism was introduced whereby the volume of intervention is reduced according to a calculation of the unemployment rate and the Gross National Product *per capita* in each of the Member States. Since this mechanism of reduction generally applies only to the financing of actions assigned low priority, it is clear that the actions undertaken in Ireland, Italy, and the United Kingdom are the least affected by this mechanism involving the two calculation criteria.

It should be borne in mind that the backward regions comprise, not only the five priority regions, but also those zones eligible for financial assistance from the European Regional Development Fund (ERDF). The zones can be redefined from year to year. It is on behalf of these zones that the European Social Fund intervenes under the category 'regions'. The linkage between the Regional Fund and the Social Fund is thus established.

The following figures clearly illustrate the growing regional impact of the Social Fund:

- The Fund's total operations in the backward regions stood at 73 % in 1976, 76 % in 1977, 79.4 % in 1978, and 85 % in 1979;
- The share of the five top priority regions was 25 % in 1977, 37.6 % in 1978, and 37.8 % in 1979;
- In terms of amount of aid per inhabitant the figures stood in 1979 as fol-

lows: 33.9 EUA per inhabitant in the five regions of absolute priority as against 7.16 EUA per inhabitant for the rest of the Community.

The following table shows the distribution of the Fund's budget per Member State in 1978 and 1979.

	1978 %	1979 %
Belgium	2.0	2.0
Denmark	2.5	1.9
Federal Republic of Germany	10.1	6.5
France	16.7	16.7
Ireland	7.8	7.4
Italy	41.0	36.4
Luxembourg	0.1	0.1
Netherlands	2.0	2.4
United Kingdom	19.8	26.6

The relatively high percentages for Ireland, Italy, and the United Kingdom and also the relatively low percentage for the Federal Republic of Germany reveal the extent to which economic considerations and above all regional imbalances play a role in the distribution of Fund resources.

One cherished idea of the Commission has long since been that of so coordinating the various instruments of the Community that its resources can be allotted in the most efficacious manner possible. Last year the Commission issued the first guidelines aimed at encouraging the realization of integrated regional development action programmes which, on the basis of combined intervention on the part of the Regional Development Fund, the Social Fund, the European Agricultural Guidance and Guarantee Fund, the European Investment Bank, ECSC, and the new Ortolini instrument, would make it possible to contribute more effectively to the solution of regional and sectoral problems.

Within the framework of these integrated actions the Social Fund recently complied with an Italian request allocating LIT 2 000 million for training programmes for workers in various enterprises in Naples. This integrated action is to be supported by other Community instruments concerned with infrastructural measures and with investments, both public and private, for production purposes. It will be followed by similar actions in Belfast, Lozère, south-east Belgium, and the western isles of Scotland aimed at diversifying production. It is still too soon to evaluate this new approach. For the present it can be concluded that such an action has more

chance of creating employment than scattered interventions of various types. Moreover, this idea has aroused considerable interest in the Community at economic and social levels. The Economic and Social Committee of the Community recently devoted an in-depth study to the diversification of activities in the ironworks region of Lorraine in the hope that this region would then be able to benefit in the future from an integrated regional development programme.

In connection with this study the Committee made a number of interesting observations directed towards achieving maximum efficacy and coherence of the interventions by coordinating the various policies and ensuring that the various national and European efforts complement one another. It is therefore important that all interested parties of the respective region participate directly in the development programmes elaborated on the basis of an analysis of the needs of

the region, its probable development, and the means proposed to respond to the needs. This likewise presupposes that the Community undertakes to decentralize the flow of information concerning the various possibilities of Community assistance. The regional working groups established in a region should be enabled to address themselves to a single liaison officer at Community level charged with the task of coordinating the interventions of the various Funds.



# National employment policy

## and regional development

### Interview with Guy Métais <sup>1</sup>

**CEDEFOP:** *Monsieur Métais, you are at the head of a national establishment in France, that is to say, in a country which in the eyes of the other Member States and the public at large has the image of an extremely centralized State. Can one really speak of regional development in France?*

**Guy Métais:** For my part, I am convinced that it is becoming increasingly logical to speak of regional development in France. First of all, we are experiencing an evolution in French society in that Parisian centralism is receiving less and less support. It is not at all certain, for example, that the authoritarian measures of decentralization will be favourably received even in those regions which are scheduled to be their beneficiaries. With regard to national institutions and enterprises and even public authorities, secondly, a change of attitude is setting in on the part of those responsible at local level in the direction of enlarging the margin of freedom granted by the central authorities in order to exploit to the maximum the possibilities of decision open to them.

This said, it must be admitted that the decentralized authorities in France are being insufficiently utilized.

**CEDEFOP:** *You speak of an evolution in French society. Would you say that the development agents are primarily public officers in the provinces and leading personalities?*

**Guy Métais:** No, certainly not. I have already spoken of the role of local authorities, namely, elected representatives, mayors, general councillors, regional councillors, and deputies. However, I do

not intend to dwell on their important role as evidenced by the mandates the citizens have vested them with and the work they undertake both *sur place* and in Paris in representing the interests of their town, their canton, their region. The deep-rooted evolution which is now ongoing involves all citizens who for one reason or another carry economic, social, or cultural responsibilities. All of these persons want very much to be in full charge of things where they are, where they live. If there is in fact an evolution, it is most certainly an evolution in the sense of an increase in responsibility taken at local and regional level.

**CEDEFOP:** *Does the usage of expressions such as 'employment pools' signal a diversified policy?*

**Guy Métais:** That definition of an 'employment pool' which I feel is closest to reality is as follows: *An employment pool is a zone in which a worker can change over to another job without there being any important change in his personal situation.* It is, in other words, the zone in which a worker can take up another job without having to change his place of residence. From that moment on when a change of employment automatically implies a change of residence, a switch has been made from one employment pool to another.

In practice, of course, this is more complicated. If we accept this definition, we find that employment pools tend to overlap. In other words, we can find several employment pools in one and the same administrative constituency.

Statistically speaking, from the moment when daily migrations of workers lead to concentrations in a specific zone, we have an employment pool. However, we should no longer be content with such general definitions applying to a majority of the working population, because this majority itself is becoming increasingly relativized.

*The various concepts of an employment pool have no meaning for certain population groups such as train engineers; nor can they apply to the labour market of management personnel. Certainly even an entire country is an employment pool, not to speak of Europe of the Nine or of an even larger zone (leaving aside the phenomenon of migrant workers).*

**CEDEFOP:** *Are you saying that local employment policy is delimited by the fact that certain occupations or certain functions are, so to speak, condemned to mobility?*

**Guy Métais:** This is a very important aspect of the problem of regional development as it relates to employment policy. We are faced here with a sort of contradiction.

Certainly the more important the employment pool, the easier it is to solve the problems.

*Thus the easiest solution would seem to be to place confidence in the natural processes of development of important employment pools.*

If an enterprise in the Parisian region runs into difficulties, these difficulties can be more easily and more soberly solved than would be the case in narrower or smaller employment pools, where such difficulties always constitute a serious mishap, if not indeed a catastrophe at local level.

Employment tends to work in favour of *laissez-faire*, that is to say, in favour of a concentration of the most important employment pools.

Those enterprises which are becoming increasingly aware of responsibilities *vis-à-vis* their labour force in terms of employment security and who are aware of the problems involved in dismissing employees would be naturally inclined to locate in important development zones

<sup>1</sup> Director-General, AFPA (Association Nationale pour la Formation Professionnelle des Adultes – National Association for the Vocational Training of Adults); former Director, ANPE (Agence Nationale pour l'Emploi – National Employment Agency) and ADEP (Agence pour le Développement de l'Éducation Permanente – Agency for the Development of Continuing Education). Interview conducted by Michel Blachère (CEDEFOP).

characterized by large employment pools.

The danger of an authoritarian policy of decentralization aimed at enriching small employment pools is therefore obvious. If such enrichment is undertaken at the cost of marginal firms which already have a high employment risk, one does nothing more than further increase the risk in a situation which has already greatly deteriorated.

**CEDEFOP:** *The various Member States are operating large national vocational training institutions for the purpose of opening the way to direct entry to the labour market. AFPA (National Association for the Vocational Training of Adults) is one of the institutions. It was created following World War II with the national objective of rapidly furnishing qualified manpower for the economic reconstruction of the country.*

*Do you not agree that the structure of AFPA as still geared to the initial objective of post-war reconstruction no longer corresponds to historical and economic facts and is out of line with coming development as now envisaged?*

**Guy Métais:** AFPA structure and facilities have corresponded to successive needs. The first period of development of AFPA was coupled with the need to reconstruct the economy of the country. Since reconstruction work had to be undertaken throughout the territory, the first-generation AFPA centres were construction centres, concentrated in those regions which had suffered more than others such as Charente, Normandy, and certain regions of eastern France.

The second-generation centres were concerned with training in metalwork occupations linked to heavy industry and processing industries. Most of these centres were located in the large industrial zones located in northern France and in the Lorraine. We are now faced with the serious problem of changes in the rural world, and third-generation centres are now located in medium-sized towns.

The fact that twenty years ago the centres were set up without taking into express consideration the local employment pool situation meant that certain adjustments had to be made. At that time the trainees thought nothing of travelling hundreds of kilometres in order to un-

dergo a course of training. Once such a move had been made, the search for work could subsequently be undertaken in a much larger area than would have been the case, had AFPA not provoked such a move initially.

In recent years the development linked to a rise in living standards and improved working conditions has meant that *the prospective trainees have become more and more demanding as regards proximity of the training course which they intend to undergo. We are therefore now undertaking to link training activities more and more closely to employment opportunities within the immediate environment of the centre.*

There is now increasingly less exchange between one region and another, since the waiting periods prior to the beginning of training vary considerably. Many trainees prefer to wait for two years rather than to travel 300 kilometres in order to undergo a course of training in the same field of specialization.

**CEDEFOP:** *Even if they are unemployed?*

**Guy Métais:** Yes, even in this case. This phenomenon is closely related to the increase in average age of the trainees in recent years. AFPA is rapidly becoming an institution for adult training exclusively.

**CEDEFOP:** *If I understand you correctly, you are saying that at a time when geographic mobility is becoming less and less accepted, it is necessary, in spite of your efforts at adaptation, for trainees to again become mobile, unless they are willing to stand in line and wait for a chance to undergo training or retraining.*

**Guy Métais:** That is not quite exact. We have what one might call roving courses, which we attempt to disperse throughout the country.

For certain more specialized occupations the training opportunities are less numerous and very tightly organized. Prospective trainees for such occupations are of course willing to take the trouble to move for the purpose of training.

**CEDEFOP:** *Does not specialized training of this type rapidly become com-*

*monplace and thus constitute for you a problem of providing sufficient courses? I am thinking of occupations connected with electronics, for example.*

**Guy Métais:** Yes, that's a typical example. The explosion in information science and robotics is tending to render occupations commonplace which until now have been somewhat special, dealing frequently with classified subject-matter. The challenge is a double one. At the same time that the image of these occupations normalizes, they seem to become accessible to more and more people. Technological progress has accelerated considerably in this field.

*In the coming years we must therefore undertake to provide throughout the territory a type of specialized training conceived as basic training for the tertiary sector.*

**CEDEFOP:** *Are not AFPA and its European counterparts more or less condemned to follow in the path of economic development and content themselves with the role of compensator? Are you not committed to satisfying short-term needs at the expense of leaving to others the task of preparing young people and adults for development at medium term?*

**Guy Métais:** If you are thinking here of systems of basic education, I would reply by saying each time an education system delivers a new generation to the labour market, it is the short term which is involved. If, however, this generation has been fully trained, it is at medium and long term that this generation will suffer.

Likewise, if the vocational training of adults fails to take into consideration the long term, you can imagine what the reaction of the adult, who perhaps is taking advantage of his last chance to become trained, will be, if after five or six years he realizes that his training in no way corresponds with technological change. Such a fully justified reaction could easily set in.

*I believe that the distribution of tasks among various systems of training should not become reducible to the formula: long term on the one hand and short term on the other.*

**CEDEFOP:** *Is AFPA equipped to respond to the initiatives of regional or*

*local development of a medium-term nature? Does AFPA have at its disposal intervention teams which can implement measures of this nature?*

**Guy Métais:** In addition to its network of training centres in the narrow sense of the term, AFPA has access to an infrastructure of support of fairly large magnitude involving in particular regional educational and technical centres. AFPA is therefore able to *intervene almost every day in isolated situations of various levels of importance. These actions are very diverse in nature.*

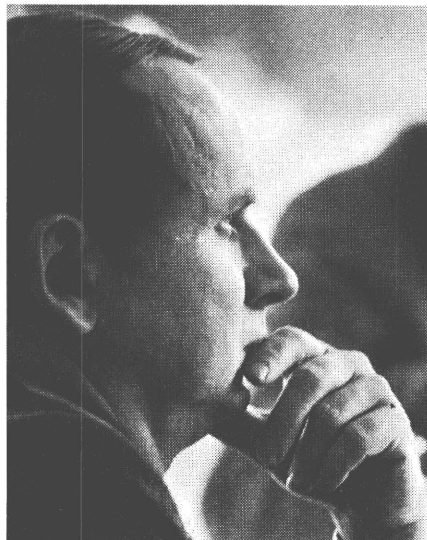
Let us take an example of a small intervention. A certain town is not able to provide its technical personnel in charge of assuring the maintenance of street traffic signals with even a minimum of training. AFPA therefore sets up a short course which meets this need. This done, the information circulates from one town to another, and soon we receive requests of the same nature from a whole group of towns. Having been helped to solve a marginal problem of this kind, the towns come to realize that we can help them with other needs as well, and we are now receiving requests for training in a great variety of fields.

To take an example of operations on the larger scale, we also work at the level of large nuclear plants. *In collaboration with educational authorities and within the framework of coordination provided by ADEP we have set up a network of educational officers in each of the nuclear plants.* These officers may be se-



The reverse of an approach whereby a maximum number of training measures are carried out for the express purpose of providing training.

conded from either the educational authorities or AFPA. Regardless of where they are seconded from, they all have the same task, that of implementing the



We shall be obliged to meet a double challenge.

necessary training measures. *It is only afterwards that we determine whether it is the educational authorities, AFPA, or a third organization which is best equipped to implement the measures in view of the competences required.*

**CEDEFOP:** *That is in any event a very good example of cooperation and complementarity in connection with concrete projects at regional level . . .*

**Guy Métais:** I do not believe that institutional rivalry makes much sense, as long as every institution limits itself to the fields in which it is competent. Such rivalry is the exact reverse of an approach whereby a maximum number of training measures are carried out for the express purpose of providing training. Our credibility rests on this approach.

**CEDEFOP:** *I have heard you say on a number of occasions that rather than competing with developing countries in the latter's marketing fields, European countries should undertake to maintain their technological lead.*

*Is there not a contradiction between this need to remain at the forefront of technology and a policy of regional equilibrium? Is it not exactly for this reason necessary to maintain or let develop our model of urbanization and industrial concentration?*

**Guy Métais:** I do not feel that we are confronted with two incompatible propositions.

In any event we shall be obliged to meet a double challenge. The first is the one which you have mentioned: technological progress. It is this additional qualification, this additional competence, this additional little something that *the peoples of the industrial countries possess which justifies their march forward in terms of living standard vis-à-vis other peoples.*

This is a course which we must continue to follow. Then there is the second challenge. In spite of the development of this competence, of this new manner of comprehending life and society, these same peoples wish to be compensated normally in terms of living and working conditions. *It is therefore necessary to undertake to reconcile these two contradictory aspects.*

The future will probably see a trend towards small and medium units of production, with the exception of certain specialized industries requiring very large units. New processes of production and management and recent developments in the field of information science and robotics have made it possible for smaller units of production to be very efficient.

Furthermore, the relationship among workers is determining to a constantly greater extent the level of efficiency, and it can probably be shown that the size of the production unit is becoming less important. What I am trying to say is that it is becoming less true that an enterprise which has three hundred employees can be more easily set up and can be more productive than an enterprise which has only thirty employees. There are, for example, certain modern industries in which the production units are very widely dispersed and quite varying as to size.

As far as local or regional development is concerned, *the situation is that rather than being isolated, the units of production are now located closely together in sufficiently small industrial pockets.*

One of AFPA's great advantages is that its staff comprising close to three hundred highly-qualified specialists have extremely varying professional backgrounds. It is precisely the contact between people of diverse professional

background and experience which can give rise to many new ideas and initiatives.

I assume that the same holds true in an industrial environment. *It is certainly very difficult to achieve local development simply by operating one or more very large firms. It is much easier to build up local development on the basis of a number of medium industries belonging to various economic sectors which together constitute a viable economic sub-system.*

**CEDEFOP:** *Returning to the question which was raised at the outset of our discussion, do you feel that there is any incompatibility between a national employment policy and a policy of regional or local development?*

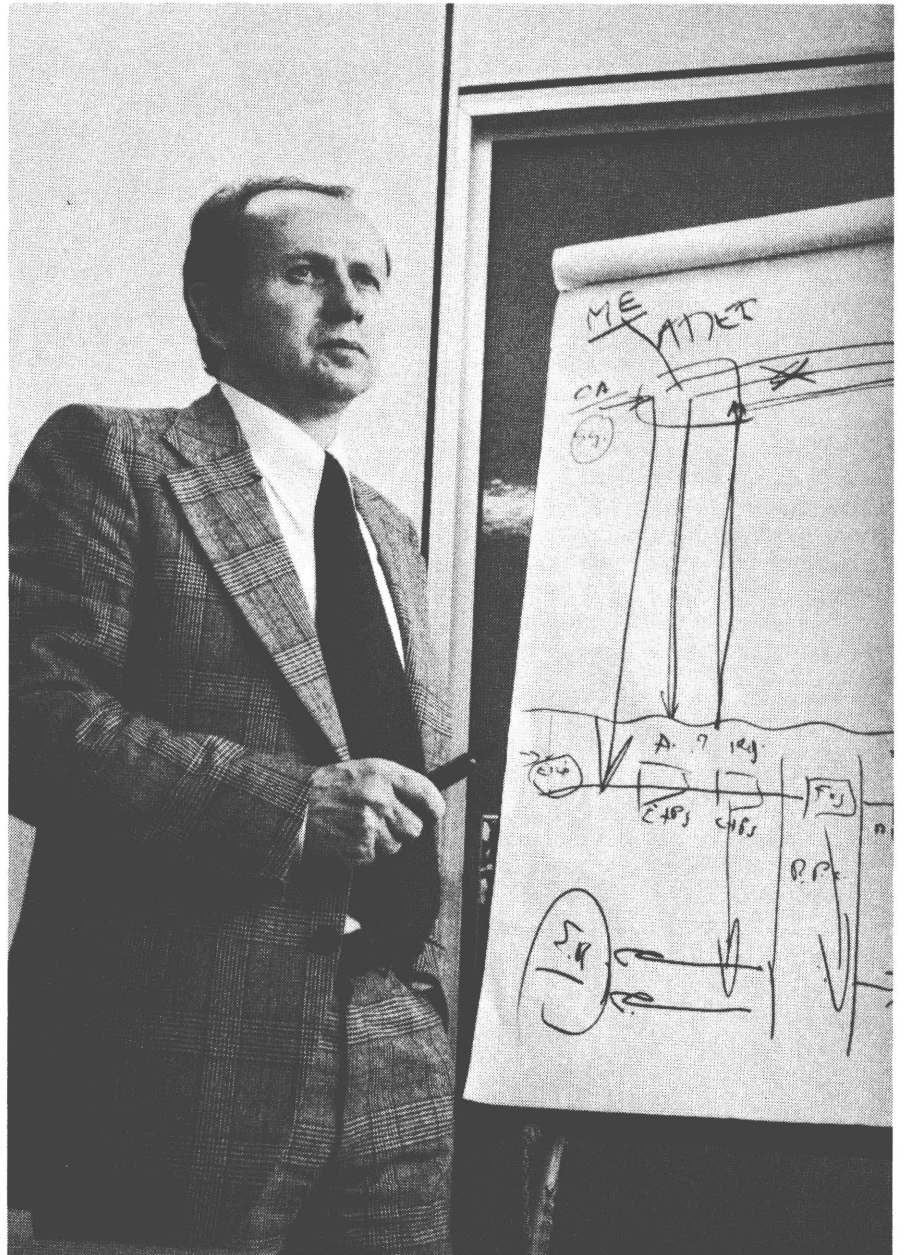
**Guy Métais:** I do not think that your question is properly formulated. *The problem is rather that of making certain that a national employment policy is compatible with the needs of local or regional development. A national employment policy should be a policy aimed at flanking measures at local or regional level which need to be accelerated, expanded, or, where indicated, altered or discontinued.*

*It would be an abnormal national employment policy which did not take local realities into account. Let me give an example of dysfunction. A town traditionally manufacturing textiles experiences serious difficulties. A representative is sent to Paris, where he receives a promise of new jobs. He comes back with a chemical factory.*

What is the result? When the factory is opened, it proves to be very difficult to recruit new workers in spite of the high level of unemployment. This is because the textile workers are not accustomed to working at three workplaces on the same

job and because a job in the chemical industry is considered to be a comedown (toilsome, filthy, etc.) *vis-à-vis* one in the textile industry. The new chemical plant then decides to recruit its new workers from 80 kilometres away.

*The relationship between a national policy and a local employment policy must not rest simply on the conviction that the national policy should compensate for quantitative imbalances. On the contrary, a national policy should go far beyond this and undertake to introduce qualitative innovations.*



... of medium industries which together constitute a viable economic sub-system.

# Regional development

## via vocational training

Dominique Bounaix<sup>1</sup>

### General information on vocational training and labour market economy

In 1975 a commission set up by the Secretary of State in charge of vocational training published a report entitled 'The Future of Training'.

This report was based on a number of observations made regarding instruction in France which confirm that the system of continuing training is tending more and more to assume the role of corrective agent.

The following data are significant:

- 75 % of the young people who fail in school join the National Service;
- 16 % of the pupils in lower secondary school leave school without obtaining a lower secondary school certificate;
- more than two-thirds of the pupils in upper secondary school leave without obtaining an upper secondary school certificate (baccalauréat);
- less than half of the students attending first-year university pass the examinations at the end of the first year;
- one-third of the university students registered for the first year fail completely, either because they drop out or because they do not even sit for the examinations;
- therefore approximately two-thirds of the first-year university students do not go on to the second year.

This enormous economic waste has intense psychological and social repercussions on young people. Many of them feel that they are living on the margin of socio-economic life. Frequently associated with this feeling of exclusion are new experiences of failure.

At the level of vocational training for young people one can observe parallel to these phenomena of maladjustment of all sorts a shortage of qualified manpower in a number of occupational fields.

In a situation characterized by slow economic growth and unemployment in certain economic branches this fact must be given greater attention.

Indeed, *the difficulty of finding qualified personnel can in turn hinder the development of certain economic sectors which could otherwise create employment.*

Economic fluctuations of all types most certainly render difficult the task of predicting and satisfying manpower demand.

The specificity of manufactures or services provided by small and medium industries only increase this difficulty. Specialized skills and specialized rather than general production, frequently linked to policies of production diversification and new or rarer occupations,

enable small and medium firms to exist and indeed occasionally to grow even though the effects of the economic crisis may be severely felt by them.

Consequently, in a largely decentralized economy and in a region in which the industrial fabric is composed of small and medium production units, *the practice of estimating and satisfying the need for qualified manpower cannot fail to be strongly diversified and widely dispersed.*

Such a practice is even reinforced on the one hand by a lack of any sort of personnel management in small and medium enterprises and on the other hand, paradoxically, by a growing desire to rationalize the factor work in these enterprises. Of course, this rationalization effort is to a certain extent hampered by current economic difficulties.

Under these conditions and within the perspective of maximum utilization of manpower and reduced waiting time, employment constitutes in effect an effort to establish as perfect a 'man-job' relationship as possible.

### Search for operational solutions: towards a pragmatic and decentralized approach to questions of employment and vocational training

It is generally admitted that the permanent disequilibrium between manpower

supply and manpower demand stems not only from cyclical causes but also from structural causes, which relate primarily to the *organization of linkages between employment and training.*

However, the many attempts to better establish a correlation have been only partially successful.

We are of the opinion that there are two main reasons for this:

On the one hand there is considerable interest in long-term forecasts concerning the development of employment.

This cumbersome method, which makes use of complex extrapolations of general statistical data, is indispensable to the task of identifying long-term major guidelines concerning instruction. It cannot, however, encompass within short-term and *sur place* terms of reference the specific modalities of access to employment.

In a region of small and medium industries such as Midi-Pyrénées it is in fact doubtful that such a general, forecast-based approach could be of any advantage.

It seems as if the widespread idea according to which employers are incapable of anticipating their own manpower needs has encouraged the practice of relying exclusively on data from the National Plan or from general surveys.

<sup>1</sup> Dominique Bounaix, in charge of training, Regional Chamber of Commerce and Industry, Midi-Pyrénées (Toulouse).

It would be wise to recognize that even though the predicted data on employment, when existent, may not have that reliability which is required of national statistics, at regional and *département* level reliability which is *dependent upon the use which is to be made of the data suffices*. Therefore, if an effort is to be made to provide the appropriate means for acquiring these data, it is reasonable to conceive of a system of labour market regulation at regional level which is more efficient than the system now in operation.

On the other hand there is a tendency to act in a rational manner at much too centralized a level, using data which are much too general.

We feel that this approach is incompatible with the numerous factors which, according to the employment pool and the region involved, determine *real* labour market conditions.

With regard to remedying regional imbalances, we are convinced that the continuing vocational training centres could play a priority role.

The importance of these centres within a *strategy of employment-training* appears all the more convincing by virtue of the fact that they are sited within a regional structure of small and medium firms.

As a matter of fact, *if a comparison is made with large firms, some factors seem to us to differ considerably:*

- Since a small firm seldom has a training structure of its own (fewer work categories being involved), it tends to rely heavily on its partner, the training centre, with regard to retraining;
- The modalities of recruiting workers adopted by small firms are greatly influenced by the lack of personnel management and the reduced number of work categories.

*The selection criteria open to the employer are seldom formalized, if at all. However, other approaches are possible:*

- Since the employer has no idea as to what the job applicant's profile should be and cannot refer back to similar jobs which the firm previously filled, he must make his selection on the basis of improvised subjective judgment;
- Confronted with this element of uncertainty, the employer may prefer to

turn for advice to educational agencies in which he has confidence.

These agencies wish to exercise a major influence on the labour market at local and regional level via counselling and other services which are now playing an increasing role in decision-making processes concerning the filling of open jobs.

*It thus seems to us that a process of interaction in the labour market sphere at regional level is gradually taking shape, to be defined as an innovative system of information and action involving several partners, namely, the various categories of job-seekers and job suppliers and also to an increasing degree the various agencies (Agence Nationale pour l'Emploi (National Employment Agency), Agence pour l'Emploi des Cadres (placement agency for key personnel, the press, etc.)) and the educational agencies chosen by the firms themselves.*

The equilibrium of this system at the level which interests us directly must be based on a *permanent regulation of reciprocal effects between manpower demand and manpower supply which only a coherent, largely decentralized training structure can provide.*

In the future *this training structure should be flanked by a system of assistance in the field of human resources management provided to the enterprises (technical assistance in the field of employment and training).*

### **Characteristics of a flanking system of continuing vocational training which is continually adapted to work practices**

The precariousness of instruments available for forecasting qualification needs, combined with poor possibilities of properly utilizing the data obtained at a sufficiently operational level, makes it evident that there is an urgent need to

- set up as soon as possible an information network providing qualitative and quantitative data on largely diversified, decentralized employment opportunities;
- develop an innovative system of vocational training which functions as a bridge between school/university and working life. *This system flanking the basic education system would have the permanent task of providing for adap-*

*tation and entry/re-entry to working life.*

This concept was contained in a recent report of OECD and was also dealt with in the results of the work of the Commission on Education and Training preparatory to the Seventh National Plan.

A double system of education and vocational training on a parallel, largely diversified and decentralized basis appears to have considerable advantage over the more traditional, monolithic concept of instruction.

Under these circumstances it appears reasonable to undertake to sketch the general outline of a model which could best ensure coordination.

An innovative education system

An innovative education system for young people providing both general education and vocational training on a basis compatible with the needs of a changing society whose future trends cannot be anticipated with certitude should:

- equip the pupil-trainees with the aptitude and skill required to more easily enter working and social life,
- prepare them to be ready for further training in the future in order to adapt themselves successively to new jobs and new workplaces.

*What would be schooled would be a growing capacity to successively discharge several job functions, this being characteristic of greater autonomy on the part of the workers and a more flexible economy.*

The flanking, adaptive system of continuing vocational training

Concerning entry to employment, this continuing training system would have specific objectives, namely:

- Provision of assistance to the firms in their efforts to rationalize the management of human resources;
- Placement of young job seekers in jobs;
- Re-employment of workers of all ages (retraining where required);
- Provision of rapid retraining aimed at benefitting from improved technology in the firm (upgrading courses or worker-trainee contracts).

## Characteristics of this system

A number of characteristics are important:

- The system involves all levels of training;
- It is able to adapt rapidly to changes in needs deriving from local specificities of manpower demand and manpower supply;
- Such flexibility presupposes far-reaching innovations as regards the organization of training and the utilization of trainers and equipment. The capacity to modify teaching content and to produce purpose-tailored teaching materials at low cost are aspects of this flexibility;
- Maximum decentralization at national and *départementale* level is assured;
- Training is designed and launched in close collaboration with the firms and the occupational branches;
- A position of interface between the firm and the trainee is maintained which fosters liaison on a regular basis with both sides.

The continuing vocational training centre can thus discharge a permanent task of providing information and adjustment in the field of employment and training and at the same time serve as an agent of change in connection with workplaces. With regard to working conditions and work organization as well as to the economic development of the branch and the region, the educational agency should take into account the totality of economic and social concerns.

## Perspectives open to the chambers of commerce and industry in the Midi-Pyrénées

Inspired mainly by a previous analysis and by established principles and thanks to their position as an institution sited between the public and the private sector, the chambers of commerce and industry of the Midi-Pyrénées have continually sought to direct their efforts in two directions, namely:

- Improvement of the employment situation;
- Development of the regional economy.

From these two points of departure the set task is to develop an integrated policy aimed at comprehending the liaison between employment and training and the interdependence between economic progress and continuing vocational training.

Improved regulation of the labour-market.

The key points of a model of intervention (objectives and means) were discussed in a Protocol of Agreement signed on 9 March 1978 by the Regional Office of the National Employment Agency and the Regional Chamber of Commerce and Industry of the Midi-Pyrénées. This regional agreement calls for:

- Improved knowledge of open jobs offered by the firms of the region and qualification requirements involved;
- Methodical harmonization of manpower demand and manpower supply in the interest of improved appropriateness and better detection of anomalies;
- Concrete utilization of the assistance and training offer of the chambers of commerce and industry in order to better align the search for employment with open jobs.

Promotion of the regional economy via continuing vocational training

Realizing that vocational training cannot be an end in itself, the chambers of commerce and industry are tending more and more to direct their efforts towards providing global technical assistance to the enterprises. It is within the framework of this global approach that the concept 'training-action' was designed.

*Continuing vocational training thus becomes one of the preferred ways of solving the problems facing the firms in their tireless effort to adapt to ongoing needs of the labour market, new technologies, and modern methods of organization and management.*

Continuing vocational training is also called upon to serve the main economic and social priorities, namely, the creation of new enterprises, the development of external commerce, energy-saving, organization of industrial subcontracting, adaptation of small-scale commerce to new economic conditions (improved competitiveness, no price-fixing, etc.), improvement of working conditions and revaluation of manual work acceptance and employment of refugees from South-East Asia.

In addition to these efforts, actions tailored to a specific sector of activity, occupational field, or technology are implemented, the purpose being to make possible an adaptation to particular

*conditions of the labour market or technology or to prepare for the conversion of branches or zones which find themselves in difficulty.*

For example, a regional training programme for vocational counsellors has been designed.

The logic which inspired this programme has two dimensions:

- As regards *space*, firstly, the purpose is to define more precisely the necessary regional collaboration which should lead to a better alignment of the advisory service with the other institutions. Vocational counselling is a public service serving the regional economy, the firms which create and expand this economy, and the persons who work or desire to work here;
- As regards *time*, secondly, the purpose is to institute a flexible programme within the temporal context (continuing vocational training is in our opinion incompatible with the constraints of rigid planning).

Continuing vocational training has gradually become enriched in the innovative sense. Formerly a generous concept serving the cause of social development, it then became a regulator in the field of employment and is now a preferred instrument of economic development.

## Organization of the means

A network of advisory centres

Since the chambers of commerce and industry play no role in the process of training *en masse*, it is important for them to intervene, in cooperation with the technical assistance advisory services via a network of centres specializing in occupations typical of the region. Their corrective and adaptive character must not, however, impinge on the mission of public instruction.

Over and beyond its role as dispenser of 'occupational compartment know-how', an advisory centre must also undertake the equally important task of helping the firms

- to better recognize major trends which affect their work-force;
- identify and introduce adequate solutions in the field of training as well as in those fields which are inevitably linked to training such as work organization and labour relations.

The characteristics common to all advisory centres are as follows:

- They are located in the centre of gravity of the economic zone which is most suitable for the activity involved;
- They are managed by specialists and trainers of high professional qualification;
- Both the trainers and the employees' representatives have a say in management;
- Their legitimacy rests in the good will of the professions and in the recognition by the professions of their specialized competence;
- They develop the approach of 'training-action', namely, a type of training geared to a specific situation, involving group participation (with and for people), and concerned with the solution of actual problems facing the firm.

A supplementary stage in the economic development via continuing vocational training

#### **Towards integration – vocational training centre and technical training centre**

The attempt to combine in one and the same complex a specialized vocational training centre and a technical training centre involving the same activities is an answer to a desire to establish *poles of regional technological development* which make it possible

- to foster the implementation of priority industrial options;
- to utilize technical research, widely diffused via appropriate pedagogy, as a decentralized instrument of regional economic development.

Without envisaging a generalized systematization of the model, it nevertheless seems capable of encouraging integration within a bivalent structure of technologi-

cal development, the set of instruments for each field of intervention consisting of *vocational training and applied research plus technical assistance*.

The specificities of training would be adapted to the techniques involved and would be geared to all levels and all workers of the respective firms.

Applied research could be linked to a specific zone and concern itself with existing potentials and with activities to be developed.

Both areas of activity must retain and underline their regional bias. Being for rational reasons (highly qualified staff, economical investments, close liaison with the professions) best suited, the regional dimension of such centres would appear to be optimal.

#### **The advantages of the functional integration of continuing vocational training and technical training are as follows:**

##### *Return to a less isolated approach to assistance*

None of the problems facing firms are, properly speaking, isolated from training. Analysis and actual practice show that many of the firm's concerns can be solved in various ways which are seldom separated from one another. These ways comprise applied research, technical supervision, assistance in the field of technology or management, information, and training.

Each of these approaches to a solution can in turn evoke another type of intervention, since very frequently there is close interdependence.

##### *Stimulate functional relationships between small and medium industries and*

*the Toulousian scientific community on the one hand and universities, schools of engineering, and technical high schools on the other*

Barriers in terms of knowledge and language tend to limit the exchange of knowledge and experience. Research and teaching, not being properly aligned to the real needs of the enterprises, are unable to disseminate suitable results respectively transfer appropriate knowledge and skills.

Conversely, firms are frequently incapable of identifying their own needs because they are unable to formulate them clearly. Furthermore, they fail to grasp the possibilities being offered to them.

##### *Achieve optimal utilization of advisory personnel as well as location and equipment*

Since these two types of intervention involve separate financing and management machinery, they can be advantageously implemented simultaneously.

##### *Stimulate and generate new activities, thus enabling a large number of young people to find employment in the region*

Imbalances between rural zones and weak urban zones on the one hand and highly developed urban zones on the other must be corrected. In order to combat the steady deterioration of the employment situation in weak urban zones and in towns of average size it is necessary to maintain and expand small production units and create new ones.

Furthermore, centres of this type should contribute considerably towards increasing the value of local products. Efforts in this direction consist of diversification of production, research, technical supervision, technological development, and increase in productivity.



# REGIONAL DEVELOPMENT

## mobility, and vocational training

Dario Marioli<sup>1</sup>

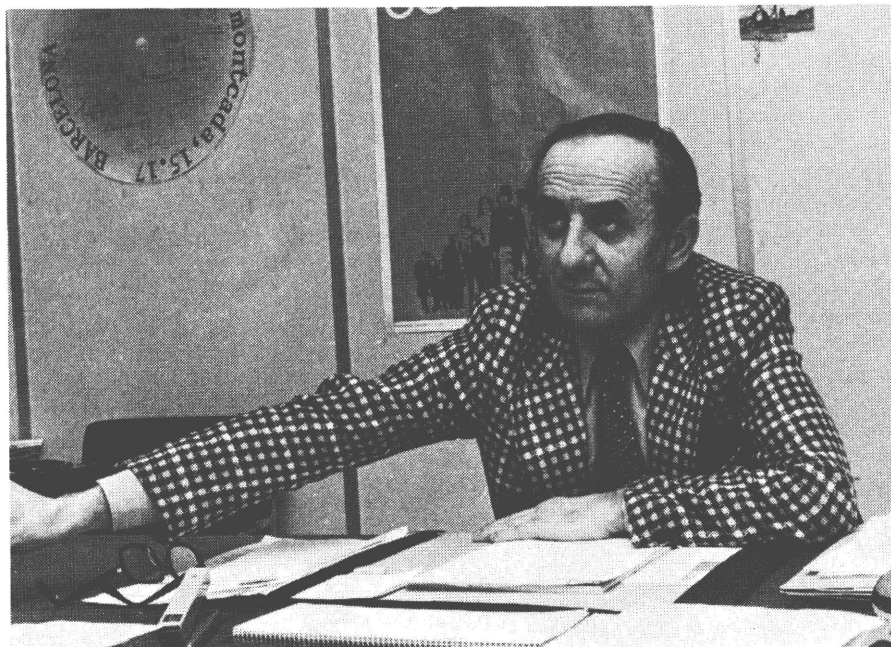
In the past twenty years the need for an active labour market policy has been very forcibly affirmed in all major areas of endeavour which relate, although not exclusively, to work in the broad sense of the term.

It must immediately be added that political action has not followed with that degree of continuity and intensity which would have been required, considering the serious deterioration and the growing complexity of the labour market situation. Even the most effective, concrete measures undertaken in this field appear to be very much out of kilter and in any event inadequate in the face of negative labour market development. The case of Italy can be taken as typical of a number of EC Member States. Backwardness and inadequacy have taken on dramatic form and in addition those distortions and adaptations have become aggravated which also in zones of full employment are conducive to the creation, over excessively long periods of time, of a number of significant pockets of frictional unemployment.

Indicative data can be deduced for example from a number of enquiries conducted by the Industrial Association in Lombardy. These enquiries reveal that local firms have need of many thousands of workers with medium- to low-level qualifications. On the other hand the supply of manpower with qualifications of approximately this type is by no means adequate. It is consequently very easy to understand how much more complex and serious repercussions must be on *regions which are less developed* and on workers living in such regions. It should furthermore be borne in mind that many factors and not just vocational training characterize an active labour policy and strongly influence its results.

The multiplier effects which these factors have on the labour market and on the possibility of early employment must also be taken into account.

The reactivation and, when the opportunity exists, the refinement and expansion of an active labour market policy



... no economic plan which does not include a coherent vocational training policy can produce positive results (D. Marioli).

thus remain tasks and objectives of considerable topical importance, if unemployment is to be effectively counteracted.

The labour market has undergone significant structural changes during the last decade: in addition to unemployment which has resulted from the recent economic crisis, unemployment has also resulted from processes involving technological innovation and the restructuring of the means of production which firms have been forced to venture into in order to counteract the disadvantages of obsolete installations and technology. Also problematic is the shortage of working capital coupled with growing imbalance between manpower demand and manpower supply, an imbalance which is further aggravated by entry into the labour market of new social groups.

The magnitude of the phenomena has led some professional circles to adopt the term *inoccupazione* (non employment) in the place of the classical term *disoccupazione* (unemployment), but we prefer to retain the traditional term in the conviction that nothing is gained by

camouflaging reality through the use of new words.

Women seeking to enter the labour market for the first time, persons wishing to take up employment who are available only on a part-time basis, others who for various reasons are seeking sporadic employment only, and young people who have completed schooling and hold a handsome certificate or diploma but whose *potential qualification* seldom corresponds to current and future requirements in connection with the production of goods and services; in an economic situation such as that now prevailing an unavoidable consequence of which are low rates of growth of the gross national product, this type of unemployment is becoming increasingly typical of the labour market.

In attempting corrective measures it does not suffice to restrict attention to the problem of achieving adaptation of the labour market and the economic cycle upon which it is contingent. Attention must now be focused on the task of *creating employment* and work opportunities. This obviously calls for a carefully designed, sagacious policy of inter-

<sup>1</sup> Dario Marioli, Secretary of the European Trade Union Confederation (ETUC) - Brussels.

vention in a market which by virtue of indigenous characteristics is quite inelastic.

A carefully planned policy of intervention implies above all the existence of clearly defined objectives and suitable instruments for use in obtaining these objectives and furthermore the availability of a network of development agents functioning not only at national level but also at regional and microterritorial level whose measures of intervention are harmonized with one another and then coordinated with integrated plans for the expansion of the productive basis of the country and each of its regions. The lesson has been learned that no economic planning, no matter how sophisticated and how generously supported, can lead to positive results which does not encompass a coherent vocational training policy, such a policy itself constituting a supportive pillar of the very mechanism which is to be activated.

Economic planning and effective training measures are the two levers which must be moved in order to combat structural unemployment. At the same time they appear to be the most efficacious instruments of intervention as far as zones of underdevelopment and low earnings are concerned.

Underdevelopment, which in the past was characteristic of specific geographical areas only, *has crossed over traditional frontiers to invade entire territories and regions*, which now find themselves confronted by numerous entanglements accompanying the fragmentation of the labour market and the growing cleavage between schooling, vocational training, and productive activity.

It is consequently urgent that an active labour policy be replaced by a highly-refined employment policy which is finalized right down to the level of operability.

This change-over is necessary above all in zones and regions characterized by backward socio-economic development.

Such a policy should also be directed to particularly disadvantaged social groups such as women from 35 to 40 years of age who are either entering the labour market for the first time or returning after a long period of absence, and young people who have had no training.

*These are phenomena which are tending to become typically European, phenomena for which, to again emphasize this fact, the labour market has no ready-made solutions. Therefore indispensable are specific guidelines and effective instruments of intervention, including the following:*

- Much closer coordination and cohesion between the design and implementation of economic measures and the planning of training measures, taking into account all the pedagogic and social ramifications which training implies;
- Sufficient mobility of employed manpower, manpower scheduled for training, and unemployed manpower in line for training. The cardinal importance of mobility is self-evident. Although it may now and then lead to personal inconveniences, mobility does bring significant collective advantages which are so evident that they need not be listed here.

In speaking of mobility I am obviously not referring to that type of *Biblical* migration typical, for example in Italy, of the period of reconstruction and economic affluence characterizing the 1960s. On the contrary, one of the main premises of trade union action is the need for a development both within the various Member States and in the Community itself which is equilibrated to the degree possible and which takes into account the characteristics of local manpower, the occupations involved, and available and potential manpower capacity.

The type of mobility under discussion here is primarily sectoral in nature and derives from processes of reconversion and restructuring which can lead to payroll cutbacks in declining economic branches or, worse still, in times of economic crisis.

Such processes can occasionally bring into play geographic mobility; this mobility should however, be restricted to a minimum.

It is absolutely essential that two approaches be avoided, both of which are to my way of thinking erroneous and indeed dangerous. The first approach consists of an unconditional defence of the existing situation. The result is that the economic situation in which a firm

finds itself so worsens that drastic measures which are completely contrary to the interests of its workers must be taken.

The second approach is that of *uncontrolled mobility*, which would free the firm of all social responsibility and lead to a drop in the number of employed workers without any guarantee of re-employment within a short period of time.

The costs of such measures would be twofold in nature (not to mention human costs to the workers): need for intervention by the State in order to ensure the earnings of workers affected and the risk of reduced productive capacity which workers run who must remain for some period of time away from the job.

Speaking of desired sectoral mobility implies being aware of measures which must be taken before mobility can set in, namely;

- Careful study of future prospects at both sectoral and firm level;
- Identification of economic solutions which appear most suited to enable a firm to remain in operation and, if the latter proves impossible, identification of substitute activities in the same locality/region;
- Guaranteed earnings for workers during the period of transition;
- Supportive vocational training measures;
- Guaranteed re-employment of workers within as brief a period of time as possible.

This complex basket of measures could not have been realistically conceived without the trade unions having been present from the very start, and this is why the trade unions have taken such a positive attitude in connection with the problems of mobility.

*In this context the important role which vocational training can and must assume becomes evident.* It is urgent that we reflect upon the need for vocational training which is increasingly polyvalent and constantly subjected to a renewal of didactic methods and curricular content, all this in the interest of investing the worker with more mobility in his role as a protagonist of economic development in a rapidly changing productive world.

# Vocational training

## in the face of the challenge of regional development

Fabio Taiti<sup>1</sup>

Just as individuals run the risk during their lifetime of being overtaken by the course of events, remaining stagnated with regard to ideas, behavioural patterns, and choices, so institutions frequently seem to be hypnotized by the period of their birth and consolidation and quite unable to react to changes.

In these last ten years much water has flowed under the bridge of the cities and countries of Europe, and yet the institutions of the Community and the Member States do not seem to be fully aware of the profound changes taking place in our society, tending rather to still retain patterns of integration policy typical of the times of the founding fathers.

We have here a symbolic case of tumultuous local and regional development which, as the French historian Braudel teaches us, has in recent years just as in centuries past characterized profound evolutionary changes, more vital and innovative in this part of the world, a development which the Community institutions and the Member States do not seem to be completely aware of.

Hoping thereby to provoke reactions and discussion, I intend to deliberately restrict this article to specific problems which devolve on social policies in general and development policy in particular from the challenges of new developments at local and regional level in Europe.

### The selection of a central model of integration

Up to the middle of the 1970s the model implicitly chosen by European countries and by the Community as a whole for the purpose of guiding their respective development can be identified as that of the new industrial State, proposed several years ago by Galbraith to describe the evolution of new collective values of the American society.<sup>2</sup>

<sup>1</sup> Director of CENSIS-Centro Studi Investimenti Sociali (Centre for Studies on Social Investment), Rome.

<sup>2</sup> J. K. Galbraith, *The New Industrial State*, Boston 1967.

The version adopted at national and European level may be schematized as follows:

Prevailing at economic level:

- Orientation of production towards strategic industrial sectors (iron and steel industry, chemical industry, mechanical engineering, electrical industry, transport industry, etc.);
- Progressive abandonment of agriculture and traditional manufacturing industries (textiles, clothing, food-stuffs, equipment, etc.);
- Consequential preference given to big business (national and/or multinational) as the geometrical focus of maximization of the rationality of choices and maximization of the results of production;
- Symmetrical crisis of small and medium enterprises and handicraft firms which are no longer in coherence with the process of accumulation;

Prevailing at social level:

- Concentration of the population in large metropolitan areas and consequent abandonment of rural zones and minor centres via large-scale processes of mobility at international level and within the individual countries;
- Diffusion of participation in working life according to the model proposed by large concerns (industrial or tertiary), namely, increase in productivity, reduction of working hours, higher income, redistribution of profits to workers;
- Compensation of negative effects and limits implicit in the above processes by expansion of mass consumption, increase of private and public services, and spread of leisure-time activities.

These guidelines have prompted an action mechanism within Europe based on two parallel lines of progression:

- The first consisting of the delegation to large concerns and large groups of the process of accumulation and economic development;
- The second consisting of the integration of the large majority of the citizenry into the central process of

mass consumption via increased participation in working life and higher income.

For most of the 1970s the sectoral policies of the Community were geared to these guidelines.

Economic policy endorses the free exchange of goods within the Community and protectionism *vis-à-vis* third countries; undertakes, with changing luck, to maintain and stabilize the rates of exchange; and approves of and in some cases promotes cartel-building within the orbit of the major productive sectors.

The social measures are based on concepts of an active labour policy calling for the free movement of workers, transparency of the labour market, social security compensation in times of economic slack, and vocational training aimed at encouraging the rapid qualitative and quantitative harmonization of manpower supply and manpower demand within the productive system.

Regional policy, finally, growing out of specific interventions by the Community, selects regions to be assisted and implements compensatory measures on behalf of these disadvantaged regions.

Social policy and regional policy are thus closely consistent with the central process of integration of citizens and areas. It will be useful to dwell briefly in particular on the coherence of vocational training policy with this process. It suffices to direct attention to two approaches taken by the Community, that contained in the 'guidelines for the implementation of a Community policy of vocational training' and the subsequent recommendation of the Commission, 24 June 1977 and 6 July 1977, and that consisting of special interventions of the Social Fund. In both cases, aside from general aspects, preference is given to 'categories in difficulty' (young people, women, migrants, minors, and workers in sectors in reconversion), in other words, to groups either in marginal situations or disadvantaged with regard to

the central process of integration. The instruments adopted tend to lead back to the central model the fringe of which is exposed to a centrifugal risk of expulsion.

## The tendential crisis of the central model of integration

At this point we must stop and ask ourselves whether these approaches and consequential political implementation will be functional and coherent enough to respond to the complex difficulties and the specific trends of development which have typified European society and its diverse regional articulations in the course of recent years.

There is a consensus of opinion that Europe is going through a profound and complex crisis, leaving behind the tendential compactness of objectives, instruments, and processes characterizing the 1950s and the 1960s.

Quite apart from the results of Community policies in various sectors in the past, the social and economic horizon in Europe at the beginning of the 1980s appears to be covered by heavy clouds which render extremely difficult and arduous the task of identifying new trends and developments.

*The predominant phenomenological aspects within which the European picture emerges can be succinctly described in terms of trends towards:*

- Declining expansion and even open crisis of heavy industries (iron and steel, chemical, etc.);
- A corresponding loss of faith in the model of big business organization and production;
- Greater emphasis on new industrial branches (electronics, automatic components) organized according to production units of smaller dimension involving manpower-saving;
- Reduction and restructuring of agriculture and consequent continual drop via old age in the number of agricultural workers;
- Efforts in some instances to expand traditional tertiary activities (commerce, banking, insurance, etc.);
- Gradual introduction (in ways varying from country to country and zone to zone) of new tertiary activities in the fields of research, intercommunications, and cooperation;
- Broader diffusion of public services and so-called quarternary sector activities (education, social services, health services, etc.) which alone

account for a considerable increase in employment in many Member States due to an increase in public spending.

Parallel to and combined with these structural aspects of the economic situation is the equally serious situation of the process of shrinkage which has characterized the labour market in Europe over recent years. In fact, during the course of 1979 the gross domestic product of the Community increased by roughly 3 % as against an increase of 2.5 % in 1978 over 1977, whereas the rate of employment rose by only 0.6 %.

Total unemployment registered for the Community as a whole showed a rise of 9.75 % in December of 1979 as against December 1978. This overall rise in unemployment results from varying national situations ranging from a rapid rise in countries such as France, Italy, and the United Kingdom to a large drop in Denmark.

These recent data reflect a trend which has characterized all the 1970s, leading to two categories of structural disequilibrium, namely:

- Relatively constant shortage of jobs in industrial sectors and in the services sector *vis-à-vis* potential available manpower, particularly in backward and peripheral areas of the Community;
- Qualitative differences at manpower supply level (scholastic and vocational qualification of the oncoming generation, growing preference for white-collar positions, etc.) and at manpower demand level (processing industries, cyclical mobility, etc.).

It is for this reason that there has been a renewed call for the intensification of investment activities in less-favoured zones of the Community and for the qualification/requalification of workers in all age groups, together with social security measures aimed at compensating workers in times of economic slowdown.

Within this complex the steps taken in the Member States by the governments and relevant groups to effectively meet this economic and social challenge are characterized by three converging trends:

- Determination of the majority of the working population (adult, masculine) to remain employed and take no wage cuts;
- Steady increase in the number of instruments of social security and social protection;
- Expansion of the services sector, particularly at quarternary level, via increased public spending.

Not only is the central process of integration as described above thereby hampered, there is also evidence of considerable variation within the various regions and localities of the Community in terms of conflict, distances between production centres, life styles, behavioural patterns, expectations, and values.

In this respect the ideas expressed in a research study recently undertaken by a French scholar on behalf of the European Community,<sup>1</sup> according to which within the European social context three distinct areas of contrast are becoming consolidated, take on considerable significance:

- The contrast between the social order and way of life within the traditional rural environment and the social order and way of life within the modern urban environment: we note the strong contrast now evident between the traditional local society within a rural economy as articulated by relatively rigid groupings and the modern urban society in areas of progressing industrial urbanization and demographic growth as articulated by considerable individual and social diversity and mobility;
- The contrast between rich central European regions and poor peripheral regions: we note that the contrast between regions which are still predominantly rural and the other regions coincides to a large extent with the contrast between geographically peripheral areas characterized by a lower standard of living and central areas of affluence (that is to say, the contrast between centres of gravity in the richer regions situated between the Ruhr area and Rotterdam which are already entering the post-industrial era and regions in south-western France and southern Italy);
- The contrast between central-northern and Atlantic life styles and Mediterranean life styles (ethnic, cultural, and religious differences as well as differences as regards work, consumption, etc.).

These junctions of increasingly explicit conflict within the European social context acquire major significance when examined within a temporal dimension for the purpose of undertaking to design the contours of possible development.

In Europe we are experiencing growing divarication between the past, the present, and the future. As Hoffmann has

<sup>1</sup> Victor Scardigli, *Modes de vie et changement social en Europe occidentale*, Brussels 1976.

said: 'Europe remains a potentiality; the past is nothing but a spectacle and the future remains an enigma.'

The *past* is being seen and experienced as a *spectacle* precisely because there is no longer practically any continuity of European culture and European identity and because there is no longer any means of linking the past to the present and hence to the potential of a common future.

Attitudes, expectations, and projects thus all seem to be 'pressed within the present', with social changes and political shiftings being imbued with unlimited faith in gradual economic development. Subsequent to the first symptoms of economic crisis at the end of the 1960s and the sudden appearance of the recession in 1973-75, no new alternative vision has appeared on the horizon. People now seem to be caught on an escalator which has stopped moving and are simply waiting for it to start up again.

*At the threshold of the 1980s the signs which appear to characterize European reality are as follows:*

- The crisis of the model of large-scale production and post-industrial urban life, and big business;
- The firm stand taken in defence of positions acquired by categories and by family units;
- Growing standardization of consumer habits and leisure-time activities;
- Spreading discontent and uneasiness in the face of affluence;
- Increasing individualization within a context in which relative inequalities between zones and groups are increasing while at the same time the power of the individual is diminishing.

We have, in other words, a European society in which closure seems to prevail over openness, the static over the dynamic, egoism over innovation.

## **New phenomenologies and new regional activity**

In the face of these elements of doubt and growing rigidity the European social situation is characterized by extremely diversified phenomenologies which are not always easy to identify and collocate.

It suffices to recall:

- The profound changes taking place on the labour market and in the modality of participation in working life;

- The processes of adaptation and revitalization of the various economic systems, bearing in mind the increasingly important role being played by small and medium industry;
- The growing importance of the services sector as characterized by the emergence of new tertiary occupations;
- The increasingly central role being played by the family as a source of combined income and as a primary instigator of consumer habits and life styles;
- The trend towards institutional decentralization of functions and powers as characterized by the consolidation of networks of autonomous local authorities in some countries or by the revitalization of local governments in countries already characterized by decentralization;
- The cultural and socio-political activation of many local communities, of new and old autonomies, not simply as nostalgic expressions but rather as signs of the increasing subjectivity of individuals, groups, zones, and areas.

The dynamics and the phenomena which govern the labour market of the EEC Member States as well as the international labour market such as segmentation, modularization, increasing self-employment, and widespread time-sharing are quantitatively such that it is practically no longer possible to apply the etiquette 'black-market work'. A more suitable term would appear to be 'non-institutionalized work', by which we would understand work under short-term contract, temporary work, part-time work, seasonal work, work for third parties, and clandestine work (particularly by migrant manpower).

A similar typology of non-institutionalized employment now to be found in all Member States (explicitly in Italy and in France but also, with more 'privacy', in the United Kingdom and even the Federal Republic of Germany, in which latter country the practice of doing piecework at home against payment is rapidly increasing), is largely diversified within each Member State as regards social security availability.

At the level of productive systems we find an overall non-homogeneity of situations (in which the organization and behavioural patterns of families and local communities play a role). In fact, alongside evident situations of labour-management dispute concerning conditions and quality of work, more and more

situations of labour-management agreement are surfacing in which conflicts are restricted to the level of remuneration.

The socio-economic systems of the Member States of the Community are characterized, as stated, by processes of adaptation and adjustment in line with domestic and international economic cycles, with an increasing role being played by small and medium industries which, according to EEC estimates, provide employment for two-thirds of the working population of the Community, sectors of agriculture and the public administration being excluded.

In the United Kingdom small and medium industries provide employment for 40 % of the population and account for 25 % of investments and exports; in 1978 two-thirds of the new jobs created throughout the country fell under the category of small and medium industry. In the Federal Republic of Germany small and medium industries accounted for 24 % of the value-added tax, 20 % of total exports, 26 % of total investments, and 50 % of total employment within the industrial sector. In Belgium these industries accounted for 42 % of total employment and a good percentage of production, investments, and exports the industrial sector. In France the percentages were 41 % of production, 55.6 % of employment, and 52 % of total exports in the industrial sector. In Italy small and medium industries accounted for one-third of production, little less than one-fifth of investments, and one half of total employment.

This considerable presence of small productive units has of course diverse significance in each Member State. Co-existing side by side are areas of established and areas of new activity and also areas of highly specialized production in countries of 'recent' industrialization and similar areas in countries with a long tradition of industrial activity.

Also at variance are the levels of specific activity and the levels of development and saturation, as manifested in the following typologies of phenomena:

- Trend towards consolidation;
- Process of restructuration, frequently involving a reduction of manpower;
- Processes of decline characterized by a considerable drop in productivity in the individual firms and a gradual slimming down of the average size of installations;
- Territorial decentralization of production towards less developed areas,

including areas in third countries;

- Deterioration of traditional production areas and increased specialization, with a resulting emergence of new areas and new poles of concentration of production.

This complex of phenomena and dynamics is signalized by homogenous trends as regards the reorganization of productive processes on a geographical and system-specific basis or, more precisely, according to lenticular and archipelagic models of areas, zones, and subzones which are joining forces in response to the pronounced rigidity of large dimensions and as a favourable reaction to trends towards increasing diversification of participation in working life, gradual slowdown in territorial and migratory mobility, and a renewal of activity in the sense of greater individualization at local level and a growing feeling of local pride.

Of particular importance within this framework is the rearticulation of European socio-economic systems according to local dimensions and the expansion of tertiary occupations such as services to firms, to the market, and to local environments in general. Of fundamental importance is the role of support and promotion being played by tertiary activities such as banking, export, marketing, intercommunications, brokerage, insurance, etc. This is a particularly interesting area of expansion because it is functionally linked to the growth and consolidation of production as a generator of new entrepreneurship as well as employment.

Parallel to these processes, which are primarily typical of economic organization and labour management, is a growing sense of individualism on the part of persons, families, zones, and local communities. Community participation is maturing to the point where the capability of dealing dialectically with supranational apex bodies, national apex bodies, and local institutions is rapidly becoming a reality.

These developments, apparently underwritten by new knowledge and a new sense of identity *vis-à-vis* the territory and the local community itself, are effectively seconded, given voice, and above all correlated with new efforts to vitalize the local economy and further adapt work processes.

In the phase, therefore, in which the European situation seems to be dominated by a twofold trend in terms of a

formal concretization of the process of the political unification of Europe on the one hand and the sharpening of contrasts among various national policies, the growing consolidation of crisis-dictated motives and factors, and the generally static state of the European social and economic scenario on the other hand, the time seems to have come to initiate and accelerate a dynamic process of interaction and exchange which would no longer have as its principle terms of reference the individual Member States but rather various models of old and new configurations as well as local economies and social structures, also to be understood as 'an historical result', as the capacity to maintain the collocation and continuity of ambient, economic, and socio-cultural processes which have already sunk their roots.

In order to maintain and support a progressive social system, it will be necessary for the dialectic of confrontation, opposition, and exchange to articulate forward to new and more participative syntheses of life styles (from traditionally rural to modern urban styles), quality and quantity of resources (from the richest to the poorest zones), of levels and topographies of industrialization (from economies of scale down to small and medium productive units); of cultural models of reference (from northern to southern European cultures); and of the past and the present future (from the individual and collective non-reciprocity of the present to the projection and construction of transition to the future). In this sense rather than in that of political logic and national interest the processes of aggregation and amalgamation are orientated along symmetric paths of typologic reorganization of the various local economies which lead to the emergence of the various local economies which lead to the emergence of a polycentric horizon adequately encompassing the promotion and the potentiality of the inputs of the individual European geographical and regional areas.

## The new role of vocational training

Within this new scenario of the development of European society, which is polycentric and participatory in character and where the peripheries become the centre, what role does vocational training have to play? We could identify it as the 'role of catalyst for the evolution and the plan' for the European society of the next twenty years. This characterization in turn gives rise to ambiguities which must be cleared up rapidly.

For this purpose it will be useful to individualize the presuppositions upon which this characterization is based. They appear to be as follows:

At economic level:

- The tendentious decline in the efficiency of the large dimension (sector, enterprise, market, etc.);
- The rebirth of a European archipelago characterized by traditional sectors, new sectors, initiatives, entrepreneurial activity, and economic vitality at local level;
- The launching of processes of development and growth within medium and small geographical areas (groups of towns; provinces; districts; etc.) rather than within large regions;
- The emergence of various formulas of participation in working life after the model of time-sharing and a slackening trend towards geographical mobility of manpower;
- The growing importance of local tertiary occupations (banking, intercommunications, research, professional associations, etc.) in connection with the promotion of small and medium industry;

At social level:

- Growing criticism of the central model of integration via consumption;
- Rejection of an attitude of obsequiousness *vis-à-vis* the 'laws of the prevailing economic system';
- Social demand for participation in processes of various types (productive, decision, collective, etc.);
- Reappraisal of socio-cultural origins, roots, specificities, and values;
- The frequently anxious desire to find a new meaning in individual and collective life.

These presuppositions, as is evident, all participate in 'the evolution and the plan'. But other than if it occurs spontaneously, they do not seem to be combinable to create a promising horizon of development for the European society of the coming years.

By virtue of both happenstance and necessity such guidelines logically lead to sectoral policy options (economic, social, regional, etc.).

*With regard specifically to vocational training policies, economic and social realities (the evolution and the plan) now call for a strong central catalyst system capable of:*

- *Overcoming* the problem of marginal categories (young people, women, minors, etc.);
- *Taking individuals and groups*, wherever and wherever they are, as basic units for the design of interventions;
- Harmonizing the *quality of training processes* (basic training, specialized training, upgrading);
- Designing innovative initiatives for prospective economic and social realities;
- Linking the quality of processes and innovative initiatives to small and medium *regional development projects*.
- *Training modules* usable on an *à la carte* basis by individuals and groups according to needs, time available, current and implicit aspirations, etc.;
- Flexible teaching *methods* ranging from traditional pedagogy to modern teaching techniques;
- Multiple *structures* of schools and universities open on a continual basis to all citizens;
- *Trainers* of all types, from those teaching under a regular contract to those teaching occasionally only, from theory teachers to instructors at practical level, all providing project-specific and situation-specific instruction.
- *That of mediotechnology* (textbooks, manuals, exams, audiovisual aids, etc.) *at central and peripheral level capable of placing at the disposal of the large majority of trainees the best of learning aids*.

In this respect the state of development of the vocational training systems of the respective Member States is diverse, ranging from considerable advancement in the United Kingdom and France to considerable retardation in Italy. As an institution the European Community is decidedly out of step.

*If European vocational training policy does not want to clamorously miss its current and future appointments with the economy and with society as a whole, it must rapidly orient itself towards:*

- *Broad and diversified training* of various types such as regular training, upgrading, microspecialization, further qualification, etc.;

So tremendous an obligation, so ambitious a project can be implemented only via two avenues of approach:

- *That of vocational training institutions* (legislative, administrative, supervisory, etc.) *characterized by intelligence, culture, flexibility, and a sufficiency of means vis-à-vis individual, group, and regional specificities*;

These are nevertheless the challenges which the complex economic crisis and the new, richly articulated polycentric development of Europe throw out to vocational training for the purpose of bringing it closer to reality, closer to employment opportunities, and closer to the hopes and aspirations of those benefiting from it.

# VIEWPOINTS OF . . .

## . . . an elected representative

Interview given by  
Monsieur Billard<sup>1</sup>

Interview conducted by Jean Billy<sup>2</sup>  
and Jean-Michel Texier<sup>3</sup>

**Question:** Does Pays Mellois constitute an economic and cultural unit in the heart of the Region Poitou-Charentes and the national territory? Who are the inhabitants of Pays Mellois?

**Mr. Billard:** Pays Mellois, situated in the central part of western France in the heart of the Region Poitou-Charentes, consists of six cantons: Melle, Brioux sur Boutonne, Celles sur Belle, Chef-Boutonne, Lezay, and Sauze-Vaussais. It has 43 466 inhabitants and covers an area of 1 225 square kilometres. The population density is very low, with only 34 inhabitants per square kilometre. There are only four towns with more than 2 000 inhabitants. A further significant demographic characteristic is the drastic drop in population which took place between 1962 and 1975, stemming from rural exodus and deaths in the ageing population.

Pays Mellois is a geographical region centred around Melle, the former seat of the arrondissement. It constitutes an economic, geographic, and historical unit. It has a vegetation of scrub and forests, a limestone subsoil, and dispersed water sources. Its economy is based mainly on agriculture and the crafts.

The inhabitants of Pays Mellois are traditionally very hard workers, with a marked inclination to save. Reserved in their behaviour and their judgment, they are prudent and timorous in their daily work. Their propensity to save has

shaped their personality and made them somewhat fearful of risks and innovations.

**Q:** In your opinion as elected representative, what are the development objectives which are envisaged for Pays Mellois? What type of development are the elected representatives aiming at?

**A:** The elected representatives joined together within the framework of an intra-canton commission for the purpose of launching a joint action, have as their first objective that of stopping the demographic haemorrhage. They have decided to do everything in their power to reverse the migratory trend and arrest the agricultural worker drain. In recent years this tendency to desert agriculture has in fact lessened, thanks to new local activities which increase the value of agricultural crops and open up the way for the exploitation of other natural resources.

It is absolutely necessary to process local products of good quality *sur place*, and to this end it is necessary to assist and consolidate craft enterprises and small and medium industrial and commercial enterprises and furthermore to promote the establishment of new enterprises. The savings of our rural folk must not constitute a potential transfer of riches to other regions.

**Q:** Do you believe that short-term training and education and training on a medium- and long-term basis can contribute to these development objectives?

**A:** Short-term training is inadequate. Education and training on a medium- and long-term basis, on the other hand,

automatically contributes to the development of a region. It is indispensable that at all stages of regional development persons in charge have a sound knowledge of the functions which they must discharge, since it is this knowledge which ensures the efficacy and the profitability of agricultural, craft, and industrial enterprises. The very best investment for a regional community in the process of economic development is training.

Training for an occupation, or vocational training, is indeed important, but it seems to me that another type of training is more necessary, that of preparing citizens for civic life, for in order to maintain a viable rural environment and render rural life dynamic it is necessary to animate and activate the citizenry. Persons must therefore be trained to be capable of animating and inspiring the inhabitants, of instilling in them faith in the future of their local community and their area, and of transforming a spirit of resignation into a spirit of conquest *vis à vis* activities which are at their very doorstep, so to speak, examples being rural tourism and research into new agricultural products. Training is the realization of new ambitions adjusted to given possibilities. Numerous are the examples, two being training in the hotel branch and management training for young businessmen and craftsmen who are starting their own business.

**Q:** In your opinion, what are the immediate and medium-term needs of Pays Mellois as regards education and training? To what extent can these needs be satisfied, thanks to resources available *sur place* or to external aid (what aid?) provided at regional or at national level?

<sup>1</sup> Monsieur Billard, Major, Celles sur Belle (Deux-Sèvres); Councillor-General; President, Intra-Canton Commission, Pays Mellois (Deux-Sèvres).

<sup>2</sup> Jean Billy, Academic Delegate, Academy of Continuing Education, Poitiers.

<sup>3</sup> Jean-Michel Texier, Continuing Education Councillor, GRETA du Sud (Deux-Sèvres).



**A:** All continuing training must be of an upstream nature. It is very important that training first be provided for persons in charge so that they can set an example for and be emulated by other persons carrying responsibility of one sort or another, with a spirit of initiative and innovation prevailing.

Our rural folk of Pays Mellois must be cured of their feeling of inferiority stemming from isolation and inability to communicate with others, particularly in a public context. They have a tremendous amount of common sense. They must be taught to appreciate the need to dare to do, to acquire an *esprit sportif*.

In a rural landscape training must be aligned to actual practice. It must be flexible, reach all social classes, involve all relevant occupations, and adapt itself constantly to new grass-root needs.

In every local community there are municipal facilities which can be used for training purposes (festival halls, rural centres, etc.). Training should be preferably set up on a roving basis and should be made available during hours when local inhabitants are free to attend, since in agricultural and other enterprises in rural areas work cannot be interrupted.

As regards external aid, coming primarily from the region Poitou-Charentes, I would assure you that for the design and development of this training policy such aid would be very welcome.

**Q:** *What changes or what new guidelines do you envisage or desire in connection with types of training serving to establish or reinforce the linkage between basic education and continuing training?*

**A:** I feel that basic education should provide solid general knowledge and polyvalent occupational knowledge and skills. An adult who has a sound mastery of the basic skills of an occupational group can rapidly benefit from continuing training in upgrading his skills in order to keep abreast of labour market developments.

I also believe that it is necessary to reinforce the training of management personnel, including white-collar workers, in agriculture. Work is all the more effective when its purpose is clearly understood and when each task is carefully analysed. Unfortunately, craft enterprises need not set aside 1 % of their earnings

for the training of their white-collar workers.

**Q:** *To the extent that a coordinated action programme in the field of education and training is already ongoing in Pays Mellois, what results are you expecting?*

**A:** It is necessary to begin at the beginning, that is to say, we must first inform. The people must emerge from their shell. This is the most difficult problem. We must sensitize them to the usefulness of and the need for training. Needs will then evoke new needs; this is a matter of experience.

A coordinated training programme is indispensable. Its design and implementation is a time-consuming task calling for dynamic faith and for sincerity and great perseverance. The Service de Formation Continue de l'Éducation, which is already in operation in Pays Mellois, could very well become the coordinator of a large-scale programme, the major aspects of which I have outlined here. The prime prerequisite of such a programme is never to move away from reality and to work in collaboration with all competent local bodies, always holding economic development in mind as a major objective.

## ... a trainer

### Interview given by Antonio Baffigo<sup>1</sup>

Interview conducted by Piero Schiavello<sup>2</sup>

**Question:** *What are the characteristics of the territory in which the Centre is located?*

**Dr Baffigo:** The province of Salerno is one of the largest in Italy. It covers in area of 4 923 square kilometres and has a population of about 1 000 000. Located between the Apennines and the Tyrrhenian Sea, it has an extremely varied morphology. Although to a lesser degree, many of the contradictions which are typical of southern Italy are to be found here as well (territorial, social, and economic imbalances; backward administration and government; few well

organized and coordinated development projects). In Salerno itself there are signs of unrest stemming from the rapid large-scale process of urbanization which set in with the arrival of industry and kept up until 1974. The economy is based primarily on business, commerce, industry, manufacture, and crafts in urban areas, on agriculture and canning in the plain-land area, and on tourism in the coastal area. In the hinterland areas there is only a little agriculture and some craft. Whereas the industrial sector, taken as a whole, has experienced very slow growth over the past five years, the mechanical engineering branch (the branch of main interest to the Centre) has grown rapidly during the same period.

Established in 1964, the Ente Nazionale ACLI Istruzione Professionale – ENAIP (national vocational training body ACLI) of Salerno now has 500 young people (average age 16) in training. It also has adults attending short courses of specialization or retraining. ENAIP provides training in the field of metalworking and mechanical engineering and prepares for the occupations of general mechanic, machine-tool operator, electro-mechanical welder, and auto repairman. The conduct of biennial courses (2 400 class hours) for adults and research and experimentation in the field of didactics constitute the remainder of the centre's activities. The prime objectives of training are the acquisition of technical and scientific knowledge and skills and the ability to think systematically and learn from experience. Relations between ENAIP and the territory are fostered by the Committee of Social Management, composed of representatives of the relevant social forces (family, trade unions, entrepreneurs, municipality, trainees, and trainers). The Director of ENAIP is Dr Antonio Baffigo.

**Q:** *Towards which level of development are your activities orientated?*

**A:** Unfortunately no viable economic, regional, or territorial plans exist, not to mention an economic development plan. The Centre operates on the basis of a triennial system of courses set up by the relevant department (vocational training) of the Ente Regione Campania (regional

<sup>1</sup> Dr Antonio Baffigo, Director, ENAIP, Salerno.

<sup>2</sup> Dr Piero Schiavello, journalist.

government of the Province of Campania) in accordance with proposals submitted by the five provinces. In general terms the plan should be aligned, in keeping with the aims of regional legislation, with the regional economic programme, the selected territorial system, and with employment needs.

*Q: What is the nature of the Centre's interchange with social and political reality?*

**A:** The interchange with operatives in mechanical engineering, the entrepreneurial world, trade union organizations, and institutions (regional and provincial) takes place through the good offices of the Regional Consultative Committee as established by law. For its part, ENAIP undertakes in the face of a lack of legislative initiative and a shortage of relevant statistics (no effort is undertaken to monitor the labour market) to remain as close to the economic and productive scene as possible and to follow labour market trends by maintaining close contact with the employees' and the employer's organizations of the region and of other regions and with the university. The university is perhaps the only educational centre which, having an extremely flexible and polyvalent teaching structure, is able to respond to the qualification needs of a whole gamut of occupations rather than to just one only. The results have been sufficiently encouraging, to judge by the rate of employment achieved.

*Q: In your opinion, what should the tasks of vocational training be within the framework of industrialization processes?*

**A:** In the main, vocational training can discharge the tasks of initial qualification for new productive sectors, qualification upgrading in response to changing technological and production requirements, and retraining in connection with various levels of partial or total industrial reconversion of the production apparatus of a certain territory. In order to properly discharge these tasks, vocational training will have to take the schooling out of training; acquire organizational, technical, and didactic flexibility so as to respond rapidly and effectively to demand; gear its curricular content to a process of lifelong learning so that trainees can achieve the levels of qualification desired and learn to use the skill of lifelong self-instruction. The results of courses of this nature recently conducted

at the Centre (Snia Viscosa: qualification upgrading, 500 class hours; Pennitalia Coral: retraining, 800 class hours) were quite satisfactory. In the first case it was possible to raise the qualification level of trainees, who learned to handle new machines which were technologically more advanced. In the second case it was possible to retrain 130 workers of a firm undertaking the difficult task of changing over from the manual to the mechanical processing of glass.

*Q: What relationship should there be between training, education, and culture?*

**A:** The relationship must be that of complete integration. It is necessary to overcome the historical limitation of the prevailing dialectic (not only in Italy) which tends to regard development, employment, reform of the school system, and reorganization and renewal of the vocational training system as separate concepts in order to consider them instead as inter-reacting variables of a single training system gyrating educationally and institutionally around the centrifugal axis of work and professionalism. Involved would be a recurrent training process which would permit no separation between the age of schooling, the age of employment, and the ages at which neither the one nor the other is undertaken. Precisely because not only normative and legislative instruments but also and above all education models are involved, it will not be possible to arrive at an optimal solution within a short period of time. In the meantime steps along the way can be taken. In Italy one step forward could be the correct and judicious utilization of the school districts (which concern themselves with instruction in the various areas of competence), representing a natural platform for the encounter and coordination of the factors school, vocational training, and employment. It is then possible to identify new connotations of the strategies, methods, and contents of training measures. An experiment recently conducted has shown that two years of vocational training properly organized as to content and methodology and the first two years of upper secondary school are substantially on a parity as regards training values.

*Q: Does ENAIP engage in an exchange of information and experience with similar institutions at Community level?*

**A:** Until now such coordination has been undertaken in the form of visits to

various institutions, participation of Centre staff in meetings and seminars in Italy and elsewhere, etc.

There is obviously an urgent need, however, to establish closer contact, above all for the purpose of harmonizing at Community level the various qualification levels and comparing the results of research and experimentation in the field of educational strategy and technology.

## **. . . some participants in a community programme**

*Karen Evans<sup>1</sup>*

### **The area, the Adult Education Centre, the combination of schemes**

The Spelthorn Adult Education Centre in the Staines Stanwell area, close to London, is an example of a local authority adult education institute which is directing its attention to issues of community development.

The institute has a clearly defined geographical responsibility. Within its area of approximately 13 880 acres it is responsible for provision of a range of services for the education of adults according to local needs.

The area in which the institute operates is a densely populated urban area. Formerly comprising a small town surrounded by a cluster of 15 or more villages, the area has undergone massive changes during the last 50 years. With the construction and expansion of the site for Heathrow, London's largest airport, nearby, the progressive urbanization of the areas bordering Greater London, and the subsequent crisscrossing of the whole area with major road developments, the original characteristics and communities were swallowed up. The result, as described by the adult Centres principal, was 'an urban sprawl', with a mixed population incorporating a substantial proportion of the socially and economically disadvantaged, devoid of

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cultural and social facilities and lacking a community 'identity'.

The institute's provision combines a basic programme in the traditional mould with a developing programme of innovative community initiatives.

Traditional activities, it has long been recognized, cater for only a tiny minority of the community, in most cases those who are already educationally aware and involved, the educational 'haves'. It is the traditional non-participants and the disadvantaged to whom the more recent initiatives are directed, reflecting the principal's view that adult education has 'a vital role to play in reducing educational disadvantage in the area'.

Provisions here include literacy schemes; self-help and support groups for community groups; community associations; preparatory courses in literacy, numeracy and basic employment skills for entry to TOPS; workshop training for offenders; adult education programmes for mental health rehabilitation; counselling and advisory services of an educational and personal nature.

All of these provisions are supported by training programmes for tutors, counsellors and volunteers for work in the community.

## Some views from ...

### ... an aircraft mechanic

'I read about it in the local paper, and it did mention my case. It was on about people turning jobs and promotion down because they couldn't spell properly. I've got up to supervisor but I've turned other jobs down because I couldn't spell properly. It's the spelling that gets you down really. It's when you go on courses - I went on a management course once - I was petrified in case I had to go up to the board and write anything down. Yes, I've made a lot of progress here. You forget the basics, you see. In a group it gives you confidence when you find other people are as bad as you are - it's surprising how many people there are in the country who can't spell - especially engineers! Each year I was going to do something about it, but something always happened and I never got round to it. I'd never heard of this course before. I had no idea - people can come here, get a new trade, do day courses, everything. It's great but people just don't know - it's not publicized enough.'

### ... female trainee who had previously undertaken and failed a TOPS course and had been directed into pre-TOPS as preparation for retaking TOPS

'It's the best thing I could ever have done coming here. When I first came I felt terrible, I wanted to pack it in, too much for me to take in, you see, but I persevered and it's a treat, it really is good. I'm leaving on 4 July and I'm onto a TOPS course - clerical and typing - so I've done well haven't I? It's broadened me, you know, I can do a few sums now and English and it's given me confidence. When you don't feel as if you've got enough confidence, you feel as though you're lacking, which you are when you first come - they, the people here, bring it all out of you.'

The teachers are like friends it's not a teacher/pupil relationship and you don't abuse it. I loved it at school but I was frightened half the time you see and that stopped me learning things. I didn't know anything about this course before I came - I tell everyone now what I'm here for. People don't know about these things - I wouldn't have known anything about it - I'd have gone home from that (failed) TOPS course and I'd be cleaning again. I've been telling everybody. I suppose I sound so excited when I'm telling them. A lot of people are really pleased for me - some people think that you really are stupid, that you've got to go back to school, but for me, I'm not worried so long as I've got something at the end of it. We've all proved to ourselves that we can do better things. I just didn't want to keep cleaning, there must be something more to me and there is and it's really true, I believe in it - before I could never never have done anything like what I've done now.'

### ... a male trainee on pre-TOPS, thinking in terms of self-employment

'Well, what happened was, I'd been a carpenter's labourer on a building site for three years and of course I always wanted to be a carpenter. I went to a school, you know, to night classes for adults to learn to read and write - all that, and one evening we had to write a story about what we'd like to do. Well, I wrote a letter and explained what I wanted to do, and the tutor in charge realized that I really wanted to go into carpentry from the letter I wrote. Of

course my maths was always bothering me so I was frightened to go ahead as I thought well I can't 'cos my maths is no good. Next thing they'd made an appointment for me to go to the employment office. Well I was in a sweat. I was supposed to go on Tuesday - well on Tuesday I didn't go, I was too frightened, so Wednesday I thought well she's gone to a lot of trouble I must go. So I went anyway and I had to do my maths and I couldn't even get one right I was so bad, so I failed. The officer in charge said well we've got a chance to send you to classes for study. Everything was arranged from there, but I still delayed for twelve months - I've got a family you know and I didn't think I would do it. Yes, I felt very nervous at first but I've done very well and the most important thing I think to me - I've got four small children and now I can join in with them because before I didn't know what 'taking away' was, about adding, subtraction, fractions, anything, so now at least I can help them as well when they're young - it's the time to start them off and I think it's a great thing. I'll be going on soon to a TOPS course. After the course I want to go into a firm for a start - with a big firm you have a better chance of learning your trade even better, you can get good experience for later. If you are doing the work you want, it not only helps you but the family, if you're happy in your job then everything's good.'

### ... a volunteer worker who was asked what he himself had gained from his involvement in the programme

'Oh yes, it's developed me personally. I didn't want to spend my leisure in front of the TV, rotting, and now I'd like to do more of it. When you work in a research-orientated field, as I do, you get shut away working, and if all you do is clear the in-tray every day you can very soon lose contact with the real world. I've found this a tremendous help to me, just to get completely away from things I do at work - and it's tremendously rewarding.'

Some people here are almost pathetically grateful for any help they get at all and it's quite embarrassing in some cases. But when you start with someone who has difficulty in writing their own name and find that they are now on a TOPS course and thinking about English O level and that's in the space of a year, and you're part of that, it's a real contribution.'

<sup>1</sup> Preparatory courses in basic skills of literacy and numeracy, giving access, for successful trainees, to the Training Opportunities Scheme for skilled occupations.

These few extracts representing views of participants of selected schemes give some insight into the personal impact on adults that these opportunities can bring.

The influences of the schemes on local development while clearly substantial are almost impossible to evaluate and quantify in this context and must be left to inference.

Yet centres such as this, acting as bases for integrated local provision, with training schemes cross-linking with cultural programmes and social support initiatives, clearly can be effective as agents of change in their communities by providing, in association with other agencies, the motivation, means and skills for people to take active and constructive roles in their own development and in the regeneration of the communities in which they live and work.

The author wishes to thank Mr Paul Cosway, the Centre Principal, for his help and cooperation.

## ... a German enterprise

### 'by no means a special case'

The French and Italian colleagues of the editorial staff of the Bulletin were at first somewhat surprised. The 'problem regions' of the European Community were familiar to them, they believed. And apparently they considered it to be beyond question that the theme which had been selected for this issue could in any way be of direct significance for the situation in the Federal Republic of Germany.

In southern Italy, in Northern Ireland, yes, these were regions in which there would be no difficulty in finding interesting examples for the interrelationship between vocational training and regional development. But could this possibly hold true in the Federal Republic of Germany? In the editorial staff meeting discussion attention was immediately directed to the so-called 'zonal border area' of the Federal Republic of Germany, a term used to describe the regional belt, 50 to 100 kilometres in width, running along the demarcation line between the Federal Republic of Germany and the German Democratic Republic from the Baltic Sea to the

Czechoslovakian border. Also mentioned, naturally, was the south-eastern region of Bavaria, there where the borders of the Federal Republic of Germany, Austria, and Czechoslovakia meet, and eastern Friesland, a perfect example of a structurally weak region and for many years now the site of regional and educational planning. Therefore it was considered possible to attempt to describe the problem of harmonizing regional development policy and vocational training measures from the viewpoint of a German enterprise.

The question as to which type of enterprise in which economic branch in which region could be taken as an example was quickly answered. A case which would surely be interesting, the branch factory of a German automobile concern located in a peripheral rural area, appeared to us nevertheless to be atypical because of the large volume of working capital involved. The case of a crafts master in northern Germany who had succeeded within a few years in expanding his original workshop, located in a rural area, into a very important medium-sized enterprise of the electrical industry also seemed unsuitable for our purpose. Precisely in this economic branch there are a great many similar examples which can be drawn on, regardless of the country involved. Our choice finally fell on a meat and sausage factory in the economic area of Osnabrück-Emsland.

Certainly he would be glad to discuss with us the problems of the interrelationships between vocational training, employment, and regional development which have an impact on his business. The personnel manager of the meat and sausage factory agreed to provide us with material for this article, adding that he was not sure that we were choosing an interesting example. His was by no means a special case.

The firm's main factory is located in Badbergen in the rural district of Emsland. It is a typical country town with a population of not more than a few thousand inhabitants. It is situated about half-way between Bremen and the Dutch border. To the south and east the region borders on the North Rhine-Westphalian industrial zone. In comparison with the Federal Republic of Germany (an average of 247 inhabitants per square kilometre), this rural area is relatively sparsely populated; in the last twenty years population density has increased from 110 to only 130 inhabitants per square kilometre. From the point of view of size, however, Emsland is the largest

rural district in the Federal Republic of Germany; it is as large as Luxembourg and larger than the Saarland.

In its present form the enterprise is the result of a merger between two originally separate and independent enterprises which took place fifteen years ago. The new factory in Badbergen was built in 1965, and three years later the sales offices were combined and the management consolidated. Between 1965 and 1972 the number of workers employed at the Badbergen factory increased from 500 to 1 000. Today the factory employs 1 600 persons and is one of the largest meat and sausage factories in the Federal Republic of Germany.

In addition to favourable investment factors such as low prices for building land, tax deductions, and contingent possibilities opened up to commercial enterprises, however, other factors must have contributed to this dynamic development. Examples of quite another type can be cited for comparable regions of the country, where branch plants were established, only to be closed down following the first signs of economic recession, the equipment being transported back to the main plant. Even firms with 200, 300, or 400 employees were simply closed down. We were of course interested in learning what special factors had contributed to the dynamic development of the meat and sausage factory.

One decisive factor was most certainly the favourable labour market situation prevalent at the time the factory was set up. The closing down of numerous small agricultural enterprises threw many people out of work. Thus twenty years ago, we were assured, the firm did not need to advertise for workers; applicants came on their own. Or the firm simply notified the labour office stating that it needed ten, twenty or thirty workers and they were provided, the one drawback being that they were not butchers.

Of more importance for the dynamic development of the factory than the favourable labour market conditions prevailing at that time was the completely new entrepreneurial concept of marketing. Departing from the practice of selling primarily to retail stores, the firm opened up wholesale marketing channels (department stores, chain stores, supermarkets, etc.). The firm's business expanded rapidly in the wake of the growing popularity of these new types of merchandising. A further interesting factor was the introduction of

completely new packaging and canning methods in the Federal Republic of Germany at that time.

A large sign at the entrance of the administration wing immediately catches the visitor's eye and signalizes the current personnel situation: 'We are employing butchers and other workers (male and female) in permanent jobs'. The region in which the factory is located was for many years the labour market district with the lowest unemployment rate in the Federal Republic of Germany. Today jobseekers are few and far between, and it is practically impossible for the factory to find any new workers. When special jobs must be filled, we were told with a sigh of resignation, there was even no point in looking. The relatively low population density and the fact that within the region itself a number of expanding firms in various economic branches were competing for manpower had created practically unsolvable personnel problems. The situation was further complicated by a miserable transport infrastructure. And of course one must not forget the type of products involved. The factory was a meat-processing plant, a slaughterhouse processing 1 350 pigs a day. A jobseeker who had the chance to work in a factory in the metalworking industry or in the paper and woodworking industry would naturally prefer such work to work in a slaughterhouse, the personnel manager sadly admitted.

These were the problems. Frequently only those jobseekers applied for work who could find nothing else. And why was this so undesirable? Above all because these jobseekers were not properly qualified. It was unfortunately now and then, indeed far too frequently, necessary to employ persons who had no chance of finding a job elsewhere, simply because butchers were needed. In other words, we interjected, the firm just had to take what manpower it could get. Yes, the firm should take every applicant just in order to cover its manpower needs, but of course it could not afford to do this.

At the moment, we were informed, there were twenty-five open jobs in the various sections of the factory. In spite of a number of open-job announcements and extensive effort on the part of the labour offices, there was no hope of filling the jobs in the slaughterhouse itself. One might think that with a labour force of 1 600 only twenty-five open jobs constituted no particular problem. The crux of the matter was, however, that the qualitative rather than the quantitative aspect

was involved. The firm employed just under 100 butchers, about thirty of whom were working at supervisory or managerial level. This left only seventy actually doing the slaughtering and dressing work, and the regional labour market could do nothing to alleviate this situation. Sometimes, to be sure, young workers applied for a job who had just completed their apprenticeship as butcher or in some other occupation in a small enterprise which could not take them on on a permanent basis.

The factory itself trained about thirty butchers over a three-year period (ten apprentices a year, each undergoing a three-year apprenticeship), we were informed. The factory could easily train fifty apprentices but there were at present not any applicants. If the firm could succeed in employing a larger number of fully qualified workers, mobility within the factory during the various production phases could result in greater productivity per worker. However, a quota of even 20 % skilled workers was hardly obtainable. Training as a skilled worker in the meat-processing industry automatically implied an apprenticeship; no other form of training as a butcher was available. Any effort to increase the number of skilled workers by training more apprentices would obviously be vitiated by the very nature of the occupation itself; the butcher's trade was not a very attractive one.

Higher wages, we were informed, could do nothing to solve this problem. The unfortunate combination of negative factors such as manpower in short supply, poor transport facilities, and little interest in the occupation had created a situation which could not be corrected simply by raising wages. Furthermore wages were already very high, particularly for women. Only in the building industry were wages higher. The firm was therefore doing everything in its power to improve the image of the butcher's trade and to make work in the factory as pleasant and attractive as possible.

The catchment area for new workers at the factory was in the towns in the vicinity. Now and then, we were told, it had been possible to attract jobseekers from places further away where the rate of unemployment was higher, but more often than not the lack of transport facilities caused them to turn the job down.

The firm had now launched measures, we were informed, aimed at adjusting

production to changed market requirements and to the current labour market situation. The 'neuralgic' areas of the meatpacking industry (slaughtering and dressing) are to be moved out of the Badbergen factory. In the summer of this year work will begin on the structure of a new factory located 25 kilometres away from the parent factory. A total of 350 workers are to be employed there. The location selected is favourable in that a considerably higher rate of unemployment exists in the area. The plan is to transfer about 150 workers to the new factory and to recruit the remaining 200 workers from the new area. Only the 'non-bloody' work categories will remain in Badbergen.

We inquired of the personnel manager, in closing, whether or not he could conceive of a more favourable site for the firm. In view of the product involved, he felt, this site was a proper one. After a short pause he added, however, that he personally could very well imagine another location.

## ... a development agency

Maurice Clarke<sup>1</sup>

In Ireland the responsibility for vocational training and regional development falls within the area of two State-sponsored bodies, namely the IDA – The Industrial Development Authority, which is charged with the development of industry within the country, and AnCO – The Industrial Training Authority, which is responsible for industrial training on a national basis, including that associated with regional development.

In this report a sectors manager with AnCO who has been closely associated with the Industrial Development Authority in the development of new projects examines and discusses the role of AnCO and IDA in relation to vocational training in the regional development process.

*Q: Does regional development differ appreciably in Ireland from the rest of the Community?*

<sup>1</sup> AnCo = The Industrial Training Authority, Dublin.

**A:** The base line from which we started our industrial development was quite different. Perhaps the most significant aspect was that the Industrial Revolution of the nineteenth century had largely by-passed Ireland. The industries in existence in the first half of the twentieth century were largely based on traditional areas, such as food processing and textiles. For over 100 years there was a steady drain of people emigrating from the country in search of work. Towards the end of the 1950s the Government took a deliberate step to encourage the development of industries in Ireland by setting up the Industrial Development Authority, which was to be followed by the necessary infrastructure. So the starting point of twenty years ago was a very low base line, with little traditional industry and fairly large areas of the country with no manufacturing industry at all. Coupled to this, approximately 90 % of our trade was with the United Kingdom so that our economy could be unduly affected by factors in that country.

**Q:** *What is the role of the Development Authority?*

**A:** The Industrial Development Authority is a Government-sponsored body responsible for the development of industry within the country. Their main point of intervention has been to encourage overseas development in Ireland, and over the last twenty years they have succeeded in attracting over 700 new industries. The sources of these projects are twenty-two different countries, with the major investment from United States, United Kingdom and the Federal Republic of Germany. The investment from Japan is the largest in any country in the Community.

The rate of growth of overseas investment has substantially increased since our entry into the European Community. The distribution of imports and exports has completely altered, both as a result of our entry into the Community, making larger markets available to us, and the increase in our industrial activity.

**Q:** *Are most jobs created for skilled or unskilled labour and what contribution does AnCO make towards the training of manpower?*

**A:** The pattern of job creation altered over the years as we built up our industrial experience; new types of industrial projects that can be tackled have become far more complex. In setting up AnCO,

the Government has created an organization whose main aim is to assist industrial development by helping individuals to secure satisfactory employment and helping business to become more effective by advising and assisting in the training and development of manpower for industry at all levels. With the availability of AnCO it is possible to move a new industry into any location in the country, irrespective of whether there is an industrial tradition in the locality. Utilizing its own training resources, together with those of the parent company and the local educational authorities, AnCO will assist in the development of both skilled and unskilled labour.

**Q:** *How far does the availability or non-availability of trained manpower play an important role in attracting or deterring a prospective investor?*

**A:** Since the State offers grants to cover the training of manpower in the setting up of new industry it is possible to make available a trained workforce even in rural locations.

**Q:** *Do those setting up new industries want*

- *to have trained manpower available before they agree to invest?*

**A:** It is not necessary to have trained manpower available before agreements are reached to invest. The fact that over 700 firms have come in and succeeded bears this out. More significant, however, is the fact that quite a number of firms who set up in Ireland have gone on to further stages of development, and often these later developments have centred in rural locations; in several instances this expansion has increased company sizes from a few hundred employees to a few thousand.

- *to develop a training programme jointly with the responsible authorities (e.g. IDA/AnCO) or develop their own training programmes?*

**A:** It is natural that an industry setting up for the first time would want the assistance of the responsible government authority, in this instance AnCO. The service given by AnCO to the firm will enable them to prepare and implement a complete training programme. Training experts are available to travel to any part of the world to assist the firm in transferring to the Irish scene. It is most unusual to find a firm that would want to develop its own training programme in

isolation. Since we regard the first responsibility of training to be that of the firm, there is no difficulty in allowing a firm to do this, if they so desire.

**Q:** *Who carries out the assessment of training needs relevant to what is available in the region?*

**A:** This assessment is normally carried out jointly between the companies and AnCO, and the final training programme is developed using AnCO's knowledge of the resources already available.

**Q:** *When a training need has been established, how is this training need met?*

**A:** The provision of training will depend on the complexity of the operation. As far as possible AnCO will try and have the training done within the company rather than in an external location.

**Q:** *Who develops and provides the training programmes, and is this done locally, regionally, at a national level, or outside the country?*

**A:** Training and development will be provided by AnCO for key company personnel so that the company cannot only provide their own 'start-up' training but also are in a position to take care of their ongoing needs. If numbers warrant it and if the skilled labour is not available elsewhere, AnCO will provide special courses in their training centres. There is also a wide variety of programmes in regional technical colleges, universities, and other suitable educational establishments at various locations throughout the country. In some cases part of the training will be done overseas in the parent company.

**Q:** *How far is it advisable for a development agency to promote 'speculative' training either generally or within a particular sector which it is thought might be a growth area?*

**A:** With the growth of industry in Ireland we are now in a position to identify particular areas that could be of crucial importance not only to our own development but also to the development of industry generally, such as the manufacture of microprocessors. Unless there is some development it may be difficult to persuade key industrialists to invest, so consequently there will be a certain amount of speculative training provided.

*Q: How easy is it to persuade foreign companies which may have well-established training programmes in their own or other countries to adapt these programmes to the special situation in which they are now establishing their enterprise?*

**A:** Good trainers, no matter what country they come from, have a mutual understanding of training and how it should be tackled and are generally amenable to any alterations that may be necessary to meet the particular requirements of the Irish scene.

*Q: What results have been achieved by regional development and vocational training programmes?*

**A:** The achievement of so many new industries is only part of the story. With the assistance of money from the European Social Fund there has been considerable expansion of existing industry. The net result of this development is that for the past ten years the decrease in population has been stopped for the first time in a century. Some of the old traditional industries have suffered severely. Textiles, for example, has lost over half its total employment in the past ten

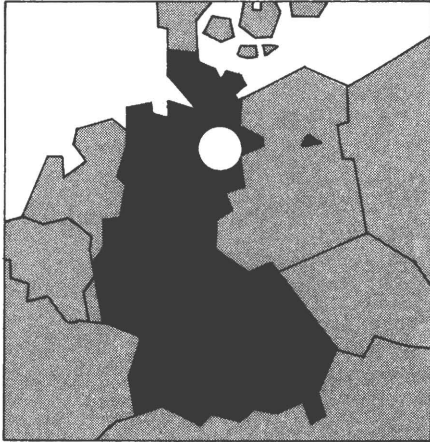
years. This loss of traditional type jobs has however, been more than compensated for by the new industries which have been set up.

The availability of a national training authority working in close cooperation with the Industrial Development Authority allows a flexible and comprehensive approach to the task of regional development and vocational training. This has ensured that the large investments in plant and machinery have paid appropriate dividends because the vital investment in people has received the attention it warrants.

# Vocational training and regional development

as exemplified by a training centre in the Federal Republic of Germany

Dieter Gnahs<sup>1</sup>



## Introduction

The objective of the regional planning policy of the Federal Republic of Germany is to maintain the uniformity of living conditions as laid down in Article 72 of the Basic Law (Federal Constitution). It must be borne in mind, however, that efforts undertaken to date in the field of regional planning have not produced the desired results. The disparity between the standard of living in conurbations and that in peripheral rural areas has certainly not shrunk to any noticeable extent. Rural regions continue to be disadvantaged in terms of reduced training and employment opportunities.

One regional policy strategy serving to eliminate or at least reduce this disparity is the development of infrastructure combined with the settlement of industry. The relative failure of the industrial settlement policy (due mainly to problems besetting branch plants) and the narrowing margin of economic growth characterizing the current economic situation have led to a rethinking process according to which an effective strategy is no longer that of 'importing development' but rather that of strengthening the development potential in rural areas. In this connection the question as to the extent to which the regional training system is coordinated with the regional economy acquires additional significance. On the basis of a selected example an effort will be made to determine what effective interlockings exist between training and employment and what impact training can have on employment.

## Geographical and socio-economic characteristics of the region selected

The example we have chosen in the *Fleischerschulzentrum* (training centre for the butcher's trade), located in *Wrestedt* in the rural district *Uelzen*. This rural district is situated in the north-eastern part of Lower Saxony approximately in the centre of the geographical triangle *Hamburg-Berlin-Hanover*.

It covers an area of roughly 1 450 square kilometres.

The rural district *Uelzen* is, geographically speaking, part of the *Lüneburg Heath*. The prevalence over broad areas of the district of sandy soils results in restricted crop selection. In addition to wheat and barley crops, potato and sugarbeet crops are grown. Better soil conditions are to be found only in the vicinity of *Uelzen*.

The rural district *Uelzen* has always been a farming area. In recent decades, however, the economic and social structure of this region has undergone a number of far-reaching changes:

- As a result of the influx of refugees from Eastern Europe between 1939

and 1950 the population increased from roughly 63 000 to roughly 118 000. During the first postwar decade, however, many of these refugees migrated again, and since then the district has had a fairly constant number of inhabitants (*circa* 96 000);

- The number of farms dropped by more than 50 % between 1949 and 1977 (1949: 5 384; 1977: 2 106), whereas the area of agricultural land increased slightly. As a consequence of this development the number of agricultural workers dropped sharply whereas the average size of a farm increased to over 35 hectares;
- Thanks to the favourable transport situation in *Uelzen*, the city being a junction point for the railway routes *Hamburg, Hanover, Braunschweig, and Bremen* and for important federal highways, industry could be brought into the region, above all factories in the food industry (sugar refining, dairy products, meat processing, etc.);
- The economic spectrum was further diversified by promoting the tourist trade. The modern spa *Bad Bevensen* is an excellent example of efforts in this direction.

The developments described have not, however, had such impact on the region

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that its rural character has been lost. The rural district Uelzen is located in a zone which the Federal Government in its regional planning report of 1974 declared to be a zone of particularly weak economic structure.

A few statistics will suffice to illustrate this. The working population active in agriculture and forestry constitutes 18.4 % of the total working population, nearly twice as high as the average percentage for Lower Saxony (10.9 %). The respective percentage for the manufacturing sector is 35 % as against 44.6 % for Lower Saxony on average. In the sector of commerce and communications the above-average percentage of 20.8 % (18.2 % for Lower Saxony on average) stems partly from the development of the tourist trade in the rural district Uelzen. All figures are as of 1970. Industrial density (number of workers in industry per 1 000 inhabitants) stood at 51.9 in the district as against 99.8 in Lower Saxony on average (1979). The gross domestic product per inhabitant (1976) stood at DM 12 833 as against DM 15 859 for Lower Saxony on average. The rate of unemployment stood at 5.6 % in 1979 (labour office district Lower Saxony-Bremen: 4.7 %).

To be taken into account in providing infrastructure is the fact that the population density in the rural district is very low: only 66.5 inhabitants per square kilometre as against 154.4 in Lower Saxony and 247 in the country as a whole. If we consider the educational sector against this background we find that this low population density has not noticeably restricted the number of general and vocational schools. In addition to the customary types of general school, a relatively broad spectrum of vocational school types exists. There is one industrial, one commercial, and one agricultural part-time vocational school; two full-time vocational schools, one for business occupations and one for child care; three technical schools, one for social pedagogy, one for engineering, and one for business; and the basic vocational training year.

The situation on the training-place market of the dual system of vocational training is at least quantitatively quite favourable. Practically all school-leavers looking for a training place find one, although it should be emphasized that the training place found is not always in the occupation desired. By extending schooling and increasing in-firm training opportunities, the problem of accommodating the age group of the baby-

boom years in the transition from school to vocational training could be adequately dealt with.

On the other hand the transition from training to working life constitutes a problem. Many qualifications, above all those acquired at school, seldom correspond, if at all, with qualifications required in the region. The disadvantageous result is that many young jobseekers migrate to the conurbations while at the same time there is a considerable influx of older people taking up residence in the rural district Uelzen. This deformation of the population pyramid suffices in itself to slim down the development chances of the area. The question is how can this out-migration be slowed down, what general incentives can lead the way out of this vicious circle stemming from the structural weakness of the area? One example of how to meet this challenge will now be described.

### **The model project: The Fleischerschulzentrum in Wrestedt**

In 1970 the Fleischerschulzentrum (training centre for the butcher's trade) was established in Wrestedt, a town situated about 10 kilometres south of Uelzen, on the premises of a dairy which had closed down, the existing buildings having been remodelled as required. The organization responsible for this centre is the Chamber of Crafts of Lüneburg-Stade.

The Fleischerschulzentrum, run as a boarding-school, is a combination of a suprafirm vocational training centre and a technical school. In the vocational training centre apprentices in the butcher's trade residing in the administrative districts of Braunschweig and Lüneburg attend an eight-day training course once a year. In the technical school journeymen in the butcher's trade are prepared for the master craftsman's examination in a three-month course. Roughly 800 apprentices and 100 journeymen pass through the centre each year.

The parallel functioning of the two training structures is occasionally modified in that each month each intending master craftsman is assigned an apprentice for a period of one week. Together they carry out specific work assignments.

Another special aspect of the work programme of the centre is the fact that new products and recipes are developed. For example, new sausage recipes have been

conceived which use sections of lamb meat which otherwise find no market, and new ways of producing freeze-dried meat for new uses are now being looked into. The apprentices and journeymen do some experimental work in connection with product development and are also familiarized with new products and processes.

In addition to all these activities, the centre conducts continuing training seminars at regular intervals, primarily for masters in the butcher's trade who wish to update their skills. The instructors are brought in from outside.

The staff of the Fleischerschulzentrum is composed of one director, two foremen, sixteen instructors working on a freelance basis, and two assistants engaged in product development work. The suprafirm vocational training is financed partly by contributions from the member firms of the Chamber of Crafts of Lüneburg-Stade in the amount of DM 130 per week for each apprentice. The other firms contribute a total of DM 260 per week for each apprentice. Furthermore, 10 % of the operating costs are covered by the Chamber of Crafts and 33 % are covered by the Federation. The technical school covers its own costs through its tuition fees.

### **Relevance of the Fleischerschulzentrum to regional policy**

In estimating the relevance of the centre to regional policy it is important to distinguish between two types of effect: on the one hand the effects which stem from the establishment and operation of the centre (input) and on the other hand the effects which radiate from the training work undertaken (output).

The decision to select Wrestedt as the site of the centre must be judged positively, all the more so as location of the centre in Lüneburg or Stade would have been more favourable in view of the supraregional catchment area available there. With the settlement of the Fleischerschulzentrum in Wrestedt highly qualified workplaces have become available in a rural community and purchasing power is transferred via the centre's staff and the apprentices and journeymen to a structurally weak region. Although in view of the modest dimension involved it is practically impossible to trace the chain of effects throughout the region, it can be assumed that local com-

mercial and service businesses have benefited considerably. Also benefiting were of course the building firms and other firms involved in the construction of the centre's premises.

Of greater importance to regional development are the output effects, with not only the rural district Uelzen but also neighbouring rural districts benefiting. The combination of training, continuing training, and product development has a very activating effect on the meat packing business at regional level.

The very fact that part of the training prescribed by the Vocational Training Regulations can be absolved at a suprafirm vocational training centre makes it possible for many firms to accept apprentices which would otherwise not be able to do so. Particularly in rural regions, where training places are few and far between, this 'opening-up effect' is of great significance. Furthermore, the apprentice has the opportunity of familiarizing himself with new products and new production processes. He can then, almost in the role of multiplier, pass his new knowledge on to his master

craftsman in his training firm and thus encourage modernization there. Very often the innovations which an apprentice brings back to his master craftsman are reason enough for the master himself to attend a continuing training course at the centre. Suprafirm vocational training thus motivates skill updating at master craftsman level.

Conversely, continuing training reflects back on vocational training. Thanks to the partial integration of suprafirm vocational training and technical school training the pedagogical aptitude of the future master craftsmen is enhanced, and this has a very positive effect on their training of apprentices later on.

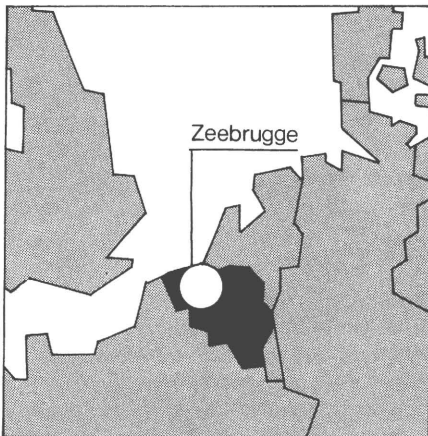
In summarizing, it can be said that the interlocking of vocational training, continuing training, and product development is conducive to higher productivity in the butcher's trade. To what extent these sectoral innovation strategies have regional impact on a broad basis can be answered only empirically. It can, however, be assumed that facilities such as the Fleischerschulzentrum in Wrestedt

strengthen the regional development potential in both the site-specific area and in the surrounding areas. This assumption is strongly supported by the fact that there are not enough graduates (master craftsmen) coming from the centre to meet the demand for butchers coming from industry, wholesale and retail food chains, and butcheries.

The linkage of vocational training and continuing training is of course not restricted to the butcher's trade. Mention can be made of the part-time vocational school for heating and air-conditioning technology in Garding in North Friesland run by the federal State of Lower Saxony, the part-time vocational school for hearing-aid acoustics in Lübeck run by the federal State of Schleswig-Holstein, and the canning institute in Neumünster. In order to ensure that these encouraging initiatives do not remain isolated with regard to regional policy impact, the allocation of funds by the Federation and the various federal States to suprafirm vocational training centres should be stepped up in order to implant more development impulses in structurally weak areas.

# Organization of training projects

within the framework of the development of the port of Zeebrugge<sup>1</sup>



Despite increasing unemployment in Belgium, a relatively large number of jobs remain vacant. In 1978, for example, the placement services of the National Employment Agency (RVA) recorded 172 812 vacancies, some 160 000 of which it was possible to fill. Considering that not all offers of employment are made through the RVA, it can reasonably be assumed that the total number of jobs remaining vacant in Belgium is far higher.

During 1978 the Bruges Sub-regional Employment Service (STD) was confronted with clear evidence of this phenomenon. The accelerated and systematic development and modernization of the port of Zeebrugge-Bruges into one of the most up-to-date North Sea ports resulted in a surge in industrial activity and consequently in employment in the northern part of West Flanders.

A number of factors may be responsible for jobs remaining vacant. In the case of Zeebrugge the dominant factor was the qualitative discrepancy between supply and demand, the more so as there was not a single institution in the region capable of teaching or perfecting the qualifications required for the vacancies. This is easily explained by the initial absence of any need for such an institution. The small town of Zeebrugge (some 5 000 inhabitants) was obviously predestined for other purposes:

- In 1973 Zeebrugge was Belgium's second fishing port after Ostend;
- As a port for passengers to and from the United Kingdom it already occupied an important place:
  - 1970: 510 000 passengers;
  - 1973: 781 000 passengers;
- The Baudouin Canal links Zeebrugge with the inland port and industrial area of the Bruges conurbation;

- The limited amount of industry concentrated primarily on glass, coke, coal, chemistry, and meat products. There are also gas and petroleum storage facilities;
- Situated on Belgium's 50 kilometres or so of coast, with its highly developed tourist infrastructure, Zeebrugge also seemed predestined to merge into this general background.

But a new generation of politicians and industrialists realized that Zeebrugge had greater potential. From a geographical point of view, the Scheldt-Rhine-Meuse delta, which comprises the coastal provinces of Belgium and the Netherlands, can be regarded as the gateway for sea trade to an enormous hinterland extending deep into the Western European continent. Bruges was already performing this function in the Middle Ages. After the gradual move inland of commercial and industrial activities over several centuries, to Antwerp, which even today can offer maritime trade

extensive facilities, and to the French-speaking part of Belgium, where living standards have improved appreciably since the Industrial Revolution owing to the successful combination of coal and steel, it now seems that the Bruges region intends to regain its former status with an enormous financial effort. The increase in scale in the field of maritime infrastructure (supertankers, container transport, international energy policy) and the replacement of traditional freighters with sophisticated vessels, whose operators seek a high level of productivity and therefore require an efficient service, have meant that sea ports have found themselves allotted a specialized field that not so long ago, and on a much smaller scale, of course, was entirely the reserve of well-equipped fishing ports. Zeebrugge did not just happen to be a port of this kind. The former fishing port is at the moment being developed into a technically well-equipped and fast-working port, with ambitions to match Hamburg, Rotterdam and Le Havre.

The growth of port activities in Zeebrugge is evident from the following table:

	Number of ships	Tonnage GRT	Total goods handled	Passengers
1970	4 691	12 064 406	6 510 029	510 482
1975	7 452	23 552 257	12 105 299	1 170 256
1976	7 593	23 321 243	12 528 389	1 344 198
1977	8 364	±25 000 000	13 093 000	1 604 500

<sup>1</sup> Source: ONEM; Office National de l'Emploi, Brussels.

Although Zeebrugge had always intended to become a port ensuring a fast turnaround rather than an industrial port, a number of factors favour the development of the latter. Immediately adjacent to the port is a vast area which stretches from the polder used for industrial purposes to the vicinity of the city of Bruges itself. This traditionally agricultural area is undergoing a metamorphosis which will completely change its appearance and have a profound effect on the employment situation.

A second intervening factor is the well appointed and dense network of roads in the area. With the E5 and E3 international highways on the doorstep, the way is open to a number of facilities that attract investors. But it is clear that because of increasing automation and rationalization there is unlikely to be the enormous demand for workers that used to accompany so vast a project. A vacuum will undoubtedly occur at the level of very specialized jobs, with widespread diversification on the one hand and a shortage of management personnel on the other, in a region that is primarily geared to tourism and agriculture.

What immediately became apparent when work began on the development of Zeebrugge was the acute shortage of management staff, with the result that specialists and experienced personnel had to be brought in from Antwerp, while those who had only just completed their training were forced to commute from their own area to places further inland. The bodies whose task it is to promote employment were aware of this trend from the outset.

Inspired by the same objective, cooperation between the Bruges-Ostend Sub-regional Employment Committee of the National Employment Agency (ONEM) and the non-profit association APZI (Association Port of Zeebrugge Interests) seemed inevitable. A survey of requirements was the first practical outcome of this cooperation. It would be hard to find more suitable partners: APZI, an association of all kinds of groups, institutions and port users intent on promoting the port of Zeebrugge at home and abroad and confronted with training problems, and the National Employment Agency, which has the capacity to follow up this survey of requirements with a wide range of appropriate and effective training courses.

ONEM has the following training facilities available: collective vocational training in *centres either set up and run*

*by ONEM from its own resources* or set up by the RVA *in cooperation with firms, public authorities, or public or private associations.*

These centres, whose establishment is decided by the management board of the National Employment Agency, are usually installed on premises made available by firms or groups of firms, which also pay for equipment and supplies. The sharing of the training costs is agreed by ONEM and the firm(s) concerned. ONEM'S involvement is generally confined to paying all or part of the salaries/wages of the instructors and participants in the training courses.

Courses of this kind are not held in ONEM-owned centres because the training infrastructure does not exist or would be too expensive.

A *third type* of centre is that set up *on the initiative of firms, groups of firms, or public or private associations and recognized as vocational training centres (known as 'recognized centres')*. Recognition by the Minister of Employment and Labour enables ONEM to grant these centres subsidies to pay instructors' salaries and compensate the trainees.

It will be seen later in this report that the formula used in the Zeebrugge project was a combination of the first two types.

Apart from collective training courses. ONEM can also make use of individual courses. As such courses do not form the subject of this report, although recourse will undoubtedly be made to them in the future, they will not be discussed here.

Predictably, the survey of requirements revealed the need to give priority to the following training projects:

- The training of young unemployed university graduates (regardless of subjects studied) from the region to enable them to fill a management post in one of the institutions or firms in the maritime sector;
- Training for highly specialized positions in the same sector.

A start was made on the first project in 1978. A working party consisting of specialists from the vocational training service for the tertiary sector, the psychological services of RVA, and representatives of the employers, desperate for future managers of this kind, was set up to provide a detailed and operational description of the positions concerned, deduce selection criteria from this description and establish a functional train-

ing programme. After a careful selection process, a group of twenty trainees was chosen.

The curriculum, lasting about 800 hours (20 weeks at 40 hours), covered two major subject areas.

Firstly, port know-how and methods and foreign trade, the principal subsections being:

- *definitions*: forwarding, shipping, maritime marketing, traffic management, physical distribution, business logistics, EDP, Siprocom, etc.
- *sales contracts*: governmental agreements, tax and economic arrangements, etc.
- *customs formalities*: VAT, etc.
- *methods of transport*: laws and regulations, the contract in Belgian law, EC and the transport policy, etc.
- *road, rail, and air transport*: regulations and rates, etc.
- *persons involved in shipping*: ship-owners, consignees, captains, etc.: their roles and responsibilities;
- *the ship*: tonnage, carrying capacity, grain and bales capacity, certificate of seaworthiness, etc.
- *commercial documents*;
- *cost price elements of freight rates*;
- *charter party, freight quotations*;
- *river and Rhine chartering*
- *insurance: general theory, hull and cargo, average, etc.*
- *documentary credit*;
- *intermediaries and incidental operations*;
- *dispatch of goods*;
- *exports – forwarding activities*;
- *Belgian services for foreign trade*;
- *loading and unloading ships*;
- *advertising, marketing, design*;
- *port economics, fees and agreements*

A second no less important part of the course consisted in the teaching of foreign languages, geared to the terminology peculiar to port activities. Although a written command of the language was not neglected, the accent was placed on the spoken language, in particular English, the *lingua franca* in maritime matters. German and French were also taught, although to a far more limited extent.

In view of the close proximity of the training centre for the tertiary sector in Ostend, which has the necessary teaching aids for efficient language tuition, some of the language teaching was done there. Apart from the classical audio-visual aids (language laboratory, slide and film projectors, etc.), use was above all made of participative and active methods. Role-

playing, group activities, incident methods, etc., ensured the closest possible imitation of actual situations.

These language courses were given by authorized language specialists from the National Employment Agency, who were provided with all the necessary facilities (including attendance of a maritime congress in Dover) to prepare themselves to become acquainted with and specialize in current terminology and the actual situation in which it is used.

The language courses alternated with the classes in maritime subjects, not only for pedagogical reasons but principally to coordinate the two and to ensure they were complementary.

To enable permanent confrontation of theoretical concepts and day-to-day activities, most of the course was held in the seaport itself. This meant there was direct contact with all the local institutions, persons in authority and the procedures to be adopted. For example, visits were made to the pilot station in Antwerp and the Boel shipyard, and the

customs authorities cooperated by allowing trainees to follow the whole procedure and the formalities required when a ship arrives in port.

After the second month of the course arrangements were made for each trainee to have one day of practical training each week in various firms or institutions. The trainees were also given a practical assignment to be described in a report under the supervision of a trainer and then discussed by the group as a whole.

In consultation with APZI, various specialists, whose theoretical knowledge and years of practical experience (in the port of Antwerp, for example) and whose teaching abilities pre-eminently suited them for preparing the trainees for their future posts, were brought in to act as teachers and supervisors.

The second project, training for highly-specialized positions, which began in 1979, differed in only very few respects from the first in view of the favourable results achieved.

The class consisted of twenty unemployed non-graduates from the administrative sector. The emphasis in the training curriculum differed in some respects; for example more time was spent on language teaching.

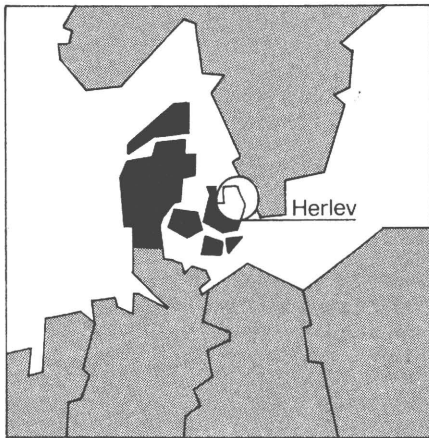
A training programme of this kind will obviously be measured in terms of its success, expressed in actual employment figures after the course. 80 to 90 % of the trainees were immediately able to find employment in a wide variety of jobs in an institution or firm in the port, examples being development of the TRW agency (Transport, Routiers, Wagon) recently formed, customs declaration clerk, officer for liaison with foreign institutions and firms, etc.

The success of this form of training has been such that there can be no doubt that it will be continued, in line with the further development and industrialization of the Bruges-Zeebrugge area. Negotiations for a new training course (to be held in the second half of 1980) have already begun.

# Measures to combat youth unemployment

in Herlev, Denmark

Else Koefoed<sup>1</sup>



## A part of an inter-Nordic project

In 1976 the Nordic Council of Ministers decided to intensify their cooperation in an effort to overcome training problems that exist for 16- to 19-year-olds. As the first part of a comprehensive programme to deal with this problem complex a decision was taken to conduct a Nordic study on the labour market and educational policy measures aimed at combating youth unemployment.

This study was carried out from 1976 to 1979 and comprised local projects in Norway, Sweden, Finland, and Denmark. The fifth country participating in this Nordic cooperation, Iceland, is not represented since there is no youth unemployment in that country.

This article concentrates on the Danish contribution to the Nordic study, namely, a study of measures undertaken to combat youth unemployment in Herlev, a metropolitan suburb of Copenhagen.

## The municipality of Herlev

The municipality of Herlev has about 30 000 inhabitants. The distance to the centre of Copenhagen is about 15 kilometres, a journey which takes about twenty minutes by the underground train.

The municipality is well-equipped as regards trade and industry and has an industrial area in which numerous branches, in particular iron and steel, are very well represented. Among the institutions the recently constructed Copenhagen county hospital in Herlev should be mentioned in particular.

Educationally Herlev is well provided for. The municipality has an upper secondary school and several vocational schools.

Furthermore, commuting time to Copenhagen is so short that young people can easily make use of the educational facilities in the capital.

The socioeconomic composition of the population in Herlev differs from the average for the whole country in that there is a larger number of salaried employees and skilled workers and a smaller number of unskilled workers.

Youth unemployment in Denmark varies much from one part of the country to another. A survey of the counties shows a spread from a minimum of 7 % of unemployed persons 15 to 24 years of age in the County of Frederiksborg in 1978 to a maximum of 17.9 % in the county of North Jutland.

In the county of Copenhagen, to which Herlev belongs, the figure was 8.5 % and thus well below the country average of 13 %. There are no exact figures on youth unemployment in Herlev itself, since the municipality has only very rough estimates of the number of young people who are unemployed and without unemployment insurance.

It is clear, however, that the rate of youth unemployment in Herlev is now

among the lowest in the country, the reason being that countermeasures in this field were taken early on, as described below.

## At national level

Initiatives to combat youth unemployment in Denmark were introduced at national level in 1975 and considerably extended in 1977, mainly by legislation concerning special measures aimed at promoting employment in municipalities and counties.

The main idea behind this legislation is that measures to combat youth unemployment should be initiated at local level to the greatest extent possible. In the years 1978–80 DKR 450 million were allotted annually for this purpose. DKR 200 million come from the municipal budgets, DKR 100 million from the county budgets, and DKR 150 million from the budgets of the Ministry of Labour and the Ministry of Education.

The municipal and county funds are equivalent to DKR 40 respectively DKR 20 per inhabitant per year. If the municipality or county does not succeed in

<sup>1</sup> Statens Erhvervspædagogiske Læreruddannelse.

using up the funds for the purpose in question, the funds must go to the Treasury to be used for employment measures at national level.

## Initiatives in Herlev

Until 1975 Herlev did not have any particular programme aimed at combating youth unemployment. The few young people without jobs were for the most part alcoholics and drug addicts. But from 1975 on the economic crisis in Denmark made itself felt in the form of a growing number of unemployed young people.

The municipality launched various countermeasures in the following years in an effort to combat youth unemployment. These measures can be classified in three categories, namely,

- information,
- training and
- employment.

Herlev was one of the first municipalities in Denmark to take up the struggle against youth unemployment. For this reason the measures were subjected to a sociological evaluation right from the start, so that both aspects of the experience, the good and the bad, could be of benefit at both national and Nordic level. It is because of this particular evaluation that the project is of interest on a European level.

### Information

In the summer of 1976 the municipality launched, on an experimental basis, a guidance scheme for young people in transition from school to work. An extension of the normal school guidance programme, the scheme was administered by school guidance officers, whose function was extended to include the guidance of young people two years after their leaving school. The purpose of the experiment was, on the one hand, to test a model of guidance for young people during their transition from the municipal schools to work or further education and, on the other hand, to monitor the progress of a group of school-leavers of the same age group during their first two years following completion of compulsory schooling.

This guidance was intended primarily to help the so-called 'residual group', namely, young people who receive no formalized training after lower secondary school.

In addition to regular consultation, the project included visiting consultation whereby each young person was visited at least four times during the two years in question. Consultation took place in cooperation with the employment service and the welfare administration of the municipality. The experiment was given financial support by the Ministry of Education.

Favourable progress was made by the boys during the two years of observation. The residual group, namely, those with no intention of undergoing training who were either working or unemployed, amounted to 17 % in the autumn after leaving school but dropped to 7 % during the two years of the survey. On the other hand, the figure for the girls rose from 18 % to 21 % during the same period. Thus the scheme was not able to improve the difficult situation of the girls.

The scheme was very well received by the parents and also by the young people themselves, 96 % of whom participated in all four visiting consultations. The experiment was concluded as planned in the summer of 1978.

In view of the results achieved, the municipality of Herlev has since launched an expanded school guidance scheme in accordance with the same principles but with emphasis being placed on helping the weakest groups. The budget has been halved as compared with the original project budget. Expenses for the expanded school consultation will amount to DKR 220 per year per school-leaver as against DKR 440 per school-leaver and year for the experimental scheme. A series of other municipalities in Denmark have now set up similar guidance schemes.

The Nordic report recognizes that the consultation scheme is justified but stresses that in many instances the need for assistance arises later than two years after completion of schooling.

Another project in the field of information had as its target group employers in Herlev rather than young people. In 1976 the Mayor of Herlev wrote a letter to about 600 firms in the city asking them to consider employing one or several unemployed young people in Herlev. The result was twenty-seven job offers, twenty-three of which were reserved for men.

A second initiative of this kind was taken in 1978, when agreement was reached at

national level to grant a subsidy of DKR 10 per hour to all firms creating additional jobs for young people. The subsidy was paid for up to six months. This time the initiative resulted in the employment of only two young people, in spite of the financial advantages. At national level this scheme has been used to a small extent only, due in part to the fact that the Federation of Danish Employers has advised its members not to use this scheme because the firm's shop steward or staff representative has to sign the application. This is considered to be an interference in the employer's right to manage and distribute work. Part of the explanation could also be that the firms do not consider the wage subsidy to adequately compensate for the risk involved in taking on unstable young labour.

The Nordic report estimates that the possibility of municipal information campaigns having a positive effect on the firms are in general very small, although in a few cases results have been favourable. 'Hidden jobs' may exist to a certain extent, but the psychological barrier between the working world and young jobseekers is probably too massive to be broken down in this manner.

### Educational projects

Within the framework of the EC pilot projects in connection with the transition from school to work a project was started in Herlev in 1978 entitled 'Training combined with work' (UKA).

The UKA project is based on experience gained with the guidance scheme:

- It was difficult to motivate some of the unemployed young people to start training;
- There were a great many girls in the group.

During the two-year period consisting of alternating training and work the UKA project will seek to motivate young people to begin formalized training in the health and social sector.

It is estimated that during a five-year experimental period forty young people will start training annually, many of whom will be girls. The annual expense will amount to about DKR 45 000 per person. However, there is great uncertainty as to this figure, since it is still not known whether it will be possible to find workplaces for the young people in private firms if the firms have to pay the wages themselves.

The young people are paid during the work period in accordance with current wages in the field involved. In the beginning stage municipal workplaces will be made available; the cost to the municipality will then be greater at this time than mentioned above.

The project consists of alternating periods of from six to nine weeks of instruction and work. Instruction lasts eight hours a day, but no homework is required. Instruction comprises preparation for the school-leaving examination of lower secondary school in subjects chosen by the individual pupil; required subjects such as typewriting, first-aid, etc.; and project-orientated subjects.

No detailed evaluation has yet been undertaken, but the Nordic report states that it will presumably be difficult to reach really endangered young people through this type of project, since such concentrated instruction would be difficult for school-fatigued young people to digest. The report considers that the project will rather attract young people with a particular type of training in mind who have to wait for a year or so before starting. The report points out that since the two-year course of training leads to no qualification, there is a danger that the scheme may take on a 'car park' character.

#### Relief project work

The municipality of Herlev started creating relief project work for young people in 1976 and in the following years built up an organization of relief projects as shown in the table.

Temporary relief project jobs last up to six months, but efforts are being made to lead the young workers on to the regular labour market. In principle, young people should not remain in the project for longer than necessary and are constantly encouraged to look for work in trade and industry.

The municipality receives Treasury reimbursement for part of the wage costs. The young people are given an hourly wage which is five kroner higher than the general minimum wage in the field in question. The work amounts to thirty-six hours a week plus four hours of instruction. The following relief projects have been set up:

- a recycling workshop,
- a cleaning group,
- a gardening group,

- a road group,
- a group placed in municipal institutions.

The *recycling workshop* is intended for young people who have great difficulties, and greater deviations from 'normal work ethics' are accepted in this group than in other groups. For this reason this work causes particular problems for the foreman. It is also difficult to find real production tasks which motivate the young people. One of the better tasks consists in producing bicycles out of scrapped ones picked up at a refuse disposal plant.

The *cleaning group* does cleaning work for retired people under the supervision of a home care assistant. This is a task which normally does not fall under home care for the aged, which is why the young people are allowed to do it. It is of course difficult to satisfy the need of the young people to gain an idea of normal home care with a view to working in this field later on.

The *gardening group* carries out gardening work for retired people, a municipal service which does not otherwise exist. The young people have a fairly good opportunity of influencing the planning and implementation of the work and can at the same time learn from their foreman, who is a professional gardener. Experience has shown that it is easy to motivate young people for this type of work.

The *road group* undertakes tidying and embellishment work. The conclusion has been reached that young people are much more motivated when the work they do resembles 'real work'. Unusual work has also had the negative result that the young people cannot be integrated into normal working teams, which would often have been preferable from a pedagogical point of view.

Work in *day care centres* often provides the municipality with the opportunity of getting special work such as painting, mending of clothes, etc., done, but the fact that the young people are not on an equal standing with the rest of the staff, primarily in their contact with the children, has had unfortunate social consequences.

## Perspectives

The measures to combat youth unemployment in the four selected local areas have produced various common experi-

ences which can be of considerable use in the further development of efforts in this field.

The Nordic report concludes that from these experiences various results may be deduced which require particular attention when implementing future measures in the three fields in question, namely, information, training, and employment.

*In connection with the information activities, the local area studies show that it is necessary*

- To earmark sufficient resources for guidance;
- That the guidance officers have the required qualifications;
- That guidance starts early enough during schooling;
- That efforts being made by the different authorities and services be carefully coordinated;
- That visting consultation should not be placed under the responsibility of the social services.

*With regard to training activities the following points are important:*

- The courses must not be given too much of a school character;
- The training should lead to qualification;
- The courses should be followed up by offers or employment of further training;
- Training should be so flexible that it can be adjusted *en route*;
- The course should provide a combination of theory and practice.

*In connection with the relief project work care must be taken:*

- That the work be regarded by young people as meaningful;
- That the work provide an opportunity to learn;
- That the foremen be competent enough for the supervision and training of the young people;
- That the work teams do not consist exclusively of inexperienced young people;
- That the wages for the young people do not exceed average wages in the equivalent sector of the private labour market;
- That particular attention be given to girls when selecting sectors for relief project work;
- That close cooperation be established between the employment service and the other municipal services.

In general the *leitmotif* in evaluation of all the projects is that there is a great need for systematic and continual evalua-



tion in connection with each individual project as well as for comparative analysis and exchange of experiences at both national and Nordic level.

Most important, however, is the need to place greater emphasis in the future on the task of involving the young people themselves in the planning, management, and organization of measures to combat youth unemployment.

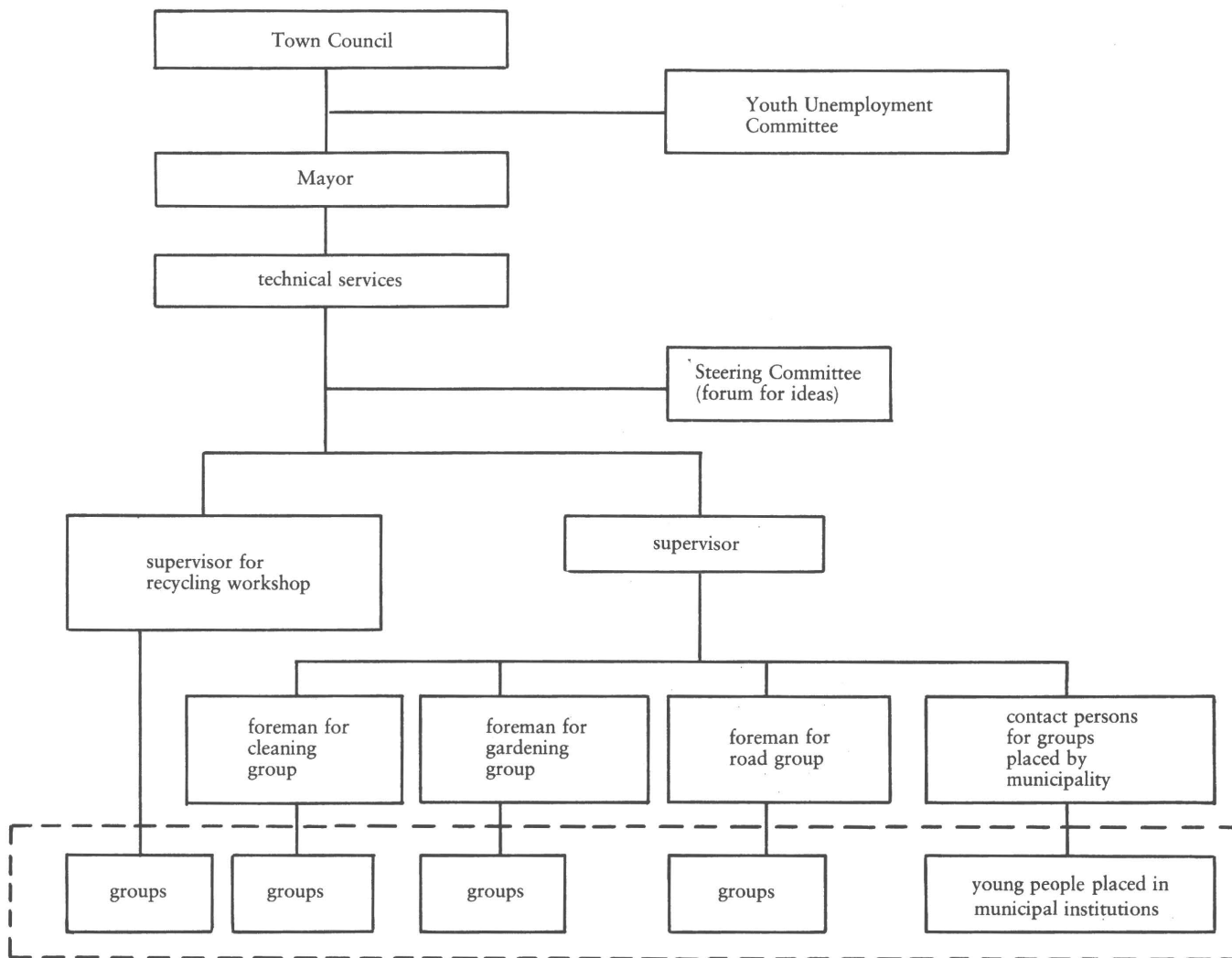
*Literature*

This article is based primarily on a report entitled: 'Foranstaltninger mod ungdomsarbejdsløsheden i fire nordiske lokalområder', (Measures to combat youth unemployment in four Nordic local areas), published by the Nordic Council and the Nordic Council of Ministers. Nordic Report Series A 1979 : 10.

The report is written in the Nordic languages but includes a summary in English (37 pages).

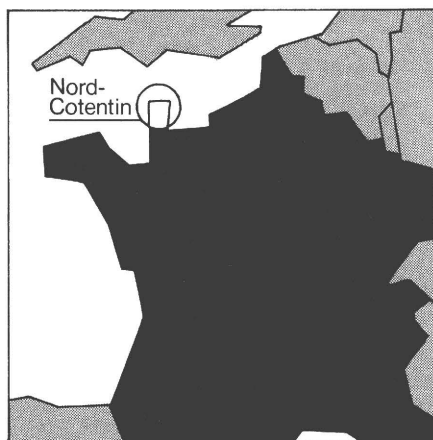
For further information on training activities, please refer to information provided by the European Community: IFAPLAN, European Community Action Programme: Transition from Education to Working Life.

Organization of relief project work for unemployed young people in the municipality of Herlev



# The experimental projects in the Nord-Cotentin area

France<sup>1</sup>



Vocational training, put into practice in connection with an extension or installation of new industrial activities, can make a valuable contribution to the economic and cultural growth of a region. At the large nuclear technology construction sites in Nord-Cotentin an experimental training project is being conducted which is viewed by both national and local public authorities as being a model demonstration of the need to interlink training and employment in the major employment centres and of the value of inter-administration activities which bring together as partners the various agents in regional economic and social life.

## Peninsula, major construction site, nuclear technology

The observation that a peninsula is surrounded on three sides by water might well be considered to be a platitude or even a provocation. Nevertheless, the importance of this geographical observation must be emphasized in an area in which economic, social, and cultural development presupposes circumstances of which the local employment centre cannot avail itself. It is in this connection that this training experiment for local development in the Cotentin area of the département of Manche appears to be unique. Its originality derives as much from this special geographically-conditioned socioeconomic situation as from the special characteristics of the structure and the perspectives (nuclear technology) on which this project, initiated in 1978 to promote local employment, is based.

## Cotentin: A peninsula suffering from stagnation

The Cotentin area is flanked by the sea to the north, west, and east. Its communications with the remainder of the Lower Normandy are hampered by a belt of marshland which is crossed by only one two-lane road. The economic, social, and cultural development of the municipality of Cherbourg has accordingly been marked by its geographical isolation.

Cotentin's population of some 190 000 is fairly equally distributed between the urban and industrial zones of the Urban Community of Cherbourg (CUC), which account for approximately 95 000 inhabitants, and the rural communities outside the CUC area to the east, south, and west, which likewise account for some 95 000 inhabitants.

The local population can be differentiated in two respects: the population in the northern part of Manche is of Viking origin while that in the southern part is of Latin or Celtic origin; and while the inhabitants of Cherbourg have developed a strong working-class, industrial tradition since the nineteenth century, those of the surrounding rural communities number among the most conservative and tradition-bound in France.

The demographic structure is also of typological interest: an aged population in the rural communities, a young population in Cherbourg. The young people have come from both the rural communities and the urban districts in the northern part of Manche. The isolation of the Cotentin area and the public character of the industrial potential in Cherbourg (the shipbuilding yards) have effectively prevented any immigration of foreign labour: Cherbourg had a total of 443 foreigners in 1975.

Local agriculture focuses largely on animal rearing and the region is typified by a *bocage* landscape with medium agricultural holdings of an average of 25 hectares. Land consolidation measures have been completed and adaptation to the food processing and agro-industries is well under way. Dynamic collectives are unknown and the replacement rate for retiring or outgoing farmers is one of the lowest in France. Young people prefer to leave for Cherbourg or other major employment centres.

The industrial sector is characterized by public and parapublic enterprises, activities which are highly sensitive to changes in the political or international situation, and by the gradual disappearance of traditional industries.

<sup>1</sup> Source: INFO-Paris, information provided by Jean-Louis Jacquet, Agence pour le développement de l'éducation permanente - ADEP (Agency for the Development of Continuing Education), Paris.

The history of Cherbourg has been determined for several centuries by its shipyards, the principal pole of economic activity in the Cotentin area as much by virtue of the activities carried out *in situ* and contracted out as by the service industries the shipyards maintain. The decision taken two years ago by the French Government to commission the construction of a sixth nuclear submarine re-injected life into the stagnating yards.

In addition to these shipyards, the naval construction yards are the site of a number of specialized economic activities, e.g. construction of offshore platforms for oil exploration, construction of motor torpedo boats. Such activities are very sensitive to fluctuations in the political or the world economic situation. Cancellations or changes of schedule may provoke repercussions in the local employment situation which cannot be compensated immediately.

The more traditional activities are gradually disappearing; the principal industries in this category are textiles and the clothing industry. Their decline has provoked a not inconsiderable increase in female unemployment.

Cherbourg's tertiary sector is still underdeveloped. This sector is represented mainly by the National Naval Hospital and a number of private clinics. One branch which is hardly in evidence is that of research and development, a considerable drawback in an economy very much dependent on subcontracting.

The present situation in the agricultural sector and the fluctuations in the fortunes of the industrial sector are such that the employment situation is less critical here than in other employment centres in Normandy. Qualified personnel in particular have no difficulty in finding a job. In contrast, Cherbourg holds the record in Lower Normandy for youth unemployment and also suffers from a very high rate of female unemployment. The problem of unemployed immigrants is unknown here since immigration is unknown.

An unusual ethnic composition, a natural geographical isolation, an agricultural sector which is inward-looking and bound by tradition, a public or parapublic industrial sector, and no experience with the problems of immigration – these are the main characteristics of the Cotentin peninsula.

## The public training system

The socioeconomic specificities of the region are reflected throughout the local training establishment. This is evident in three respects:

- The Lower Normandy region has one of the lowest standards of general education and vocational training in France. The standards found in the Cotentin area in this respect are no higher than the regional average. The standard of initial vocational training and that of occupational qualification among the local population is very low.
- The development of the public and parapublic industrial sector has been accompanied by a generous assignment of public-sector trainers in their various guises: twelve sections of the Association de Formation Professionnelle des Adultes – AFPA<sup>1</sup> (National Association for Adult Vocational Training), one Groupement d'Établissements Scolaires – GRETA (Group of educational establishments), a major social advancement centre, etc. The public trainers have to date concentrated their activities on 'solvent' trainees from enterprises and have shown little regard for jobseekers. Until 1978 their work was characterized by a lack of factual and forecasted information on the socioeconomic potential of the Cotentin area, a compartmentalization of activities devoid of both regulation and harmonization, and a traditionally long time span between need manifestation and response. The work of these trainers is supplemented by that of a smaller number of private sector trainers and trainers engaged by the chambers of commerce and industry.
- The specificities of this locality were compounded by an internal disequilibrium in relation to the Lower Normandy region: the département of Manche has to date been the most marginal beneficiary of the training efforts undertaken at regional level. Those projects which were initiated were normally designed to benefit the southern part of the département.

This was the general situation prevailing in the Cotentin area in December 1978 as regards the local economic

<sup>1</sup> AFPA, an agency operating under the auspices of the Ministry of Labour, is one of the largest vocational training institutions in France. Training is provided for job-seekers and for employees seconded by their firms or on training leave, and leads to qualification as a skilled worker, skilled employee, technician, or trainer.

and training potential. Yet within only a few months, its geographical, social, and even institutional and industrial isolation was overcome with the initiation of two projects jointly organized by Electricité de France – EDF (French Electricity Board), the Compagnie Générale des Matériaux Atomiques – COGEMA (Nuclear Materials Company) and the Délégation à l'Aménagement du Territoire – DATAR (National Development Commission). The projects concerned are the two major construction sites at Flamanville and La Hague, located in the west of the Cotentin area at a distance of 20 km from one another. These projects have literally forced the region, the *département*, and local industry and trainers to devote greater attention to employment and training in the Cotentin area and to conceptualize an immediate, concerted, and effective response.

## The two construction projects

The EDF project concerns the construction of a nuclear power station to be operationalized in 1986. Work was begun in 1977. The earthmoving phase involved a staff of 350 employees. The civil engineering phase (concrete construction) will employ an estimated 1 600 employees by December 1980, and the electromechanical phase 1 500 or 1 600 employees by 1982/83. Once operational, this power station will provide work for 350 service employees and 600 maintenance workers.

The COGEMA project is an extension of the irradiated fuels reprocessing plant at La Hague. The project employs some 1 200 employees at present and will employ 2 500 within seven years. The personnel at this site will be comparable with that employed in the Flamanville project.

These two major projects are such as to completely change the economic, social, and cultural fabric of the Cotentin area:

- The nuclear backdrop of these major projects and the accompanying factories will afford a special dimension which extends beyond the purely technical to the jobs to be created, the activities to be developed, and every other initiative taken.
- The projects induced a massive influx of foreign and non-local workers for the duration of the construction work; the local population did for the main part not benefit from the jobs which

were made available. In an area which has little experience in accommodating foreigners such as the Cotentin, the arrival of thousands of migrant workers immediately presented a number of grave problems.

- The projects were implemented according to a specific procedure. For each of the projects, EDF, the local authorities, and the central authorities negotiated a public facilities programme in preparation for reception of the migrant workers. This programme in turn generated employment (500/900 jobs) in the building sector, the public works sector, and the services sector. As far as employment and training are concerned, problems arose in the coordination of this programme which is directed at département level within the regional framework.
- During the coming ten years, these projects will provide the Cotentin area with a large number of job opportunities in the civil engineering sector (concrete casing and moulding, reinforcement, welding, plant driving), and the electrical and mechanical engineering sectors (piping, assembly, hoisting).

The regional, departmental, and local employment training authorities thus found themselves confronted with two problem fields in 1978. Their approach involved:

- giving priority to the local population in recruitment programmes during the ten years in which the projects are generating job opportunities;
- overcoming the economic, social, and cultural problems which the implementation of these two projects will incur.

## The launching of the project

In 1978, the Prefect of the Lower Normandy region commissioned the Agence pour le développement de l'éducation permanente — ADEP (Agency for the Development of Continuing Education), an institution operating under the supervision of the Ministry of Education, with the preparation of an analysis of the situation in the Cotentin area in general and the training facilities required in particular.

An institutional structure was then set up on the basis of the ensuing ADEP report and at the joint initiative of the Regional Delegation on Continuing Training, the rectorate of the Caen educational district, and the departmental prefect.

The objectives to be pursued were listed as follows:

- To promote labour recruitment from among the local population by initiating direct cooperation between the prime contractor and national and local firms in preference to recourse to placement agencies;
- To develop a concerted training policy which provides for all types of need (including social and cultural needs), ensures an adequate supply of qualified personnel, and facilitates the integration of the projects into the locality;
- To prepare all the training activities required to support all the phases (pre-recruitment training, in-firm training, retraining for the two phases: civil engineering/electromechanical engineering, electromechanical engineering/post-construction activities);
- To coordinate and harmonize the training structures and prepare their adaptation to the changed situation on the basis of concerted action;
- To initiate those training activities required to upgrade the general standard of education among the local population and contribute generally towards the development of the Cotentin area;
- To ensure greater respect for the inter-relationships between economic and social factors in the various operations to be undertaken in the area over the coming ten years.

This institutional structure was operationalized by an interadministrative team composed of the rectorate of the local educational district, the departmental prefect, the regional delegate for continuing training, the district delegate for continuing training, the departmental director of employment, and representatives of the local chamber of commerce and industry and the firms running the projects. The team was assisted in its work by ADEP. The need for additional public funds and the local desire to better integrate all relevant institutions into the project caused the team to be expanded to include the social and economic partners, the local authorities, and, of course, representatives of the training establishment. The institutional structure which became operational in June 1979 was composed of the following elements:

- A non-profit association composed of the members and pursuing the objectives cited above;
- An *ad hoc* committee of trainers whose task it is to plan the activities of public and private training institutions in accordance with the recommendation made by the initial team and the

association to favour the public service in the event of like cost and quality of performance;

- Two training insurance funds (AREF-BTP — Lower Normandy and FAFIC — Manche) which work in close liaison with all relevant institutions;
- A technical agency, namely, ADEP;
- An assembly of employers (on-site and off-site) which is at present being constituted.

These measures have permitted the elaboration of a local policy of concerted action in continuing training. The results of this policy will be manifest in the civil engineering phase, and — the preparatory phase for the electromechanical work.

## A local policy of concerted action in vocational training

As regards the civil engineering phase, policy action will be brought to bear in three respects: employment, training facilities and institutions, and training courses and other training measures.

### EMPLOYMENT

The objective set jointly by the prime contractor, the main firm concerned, and the trainers, namely, that 50 % of recruits should be drawn from the locality, has now been reached. On 1 May 1970, more than half of the 1 200 employees already recruited had been drawn from the northern part of Manche. And of these 600 employees recruited locally, 200 owed their acceptance to the training measures initiated. At present the role of private placement agencies is very restricted and control of the employment situation rests exclusively with the Agence National pour l'Emploi — ANPE (National Employment Agency). Migrant workers account for no more than 30 % of the workforce employed on the sites.

### TRAINING FACILITIES AND TRAINING INSTITUTIONS

It is undoubtedly as regards training facilities and training institutions that the most positive, although the least visible results have been obtained. The joint working sessions and the cooperation which developed among all the partners have proved to be a sound working basis

and progress in the following respects has been considerable:

- Promotion of public training opportunities; temporal and subject-matter coordination of public training measures;
- Adaptation of AFPA: exceptionally comprehensive extension of its facilities, adjustment of its financial responsibilities as regards refresher courses; planning of future activities on the basis of local requirements;
- Development of basic education courses for adults run by the Ministry of Education;
- Voluntary participation of the regional delegation for continuing training; access to credit for experimental purposes and supplementary funds;
- Expansion of the role of ANPE.

The participation of the three partners EDF, CUC, and COGEMA has been optimal in all respects.

## TRAINING MEASURES

A brief survey of the training measures initiated to date shows the following largely positive results:

- Public information: publication of an ANPE brochure giving information on the courses, salaries, and jobs offered at Flamanville.
- Training of trainers: a first course to train forty trainers for migrant workers has been organized by the local GRETA.
- Vocational training:
  - eight courses in casing and moulding, each with fifteen trainees and running for 165 hours, have been organized by AFPA. All trainees were local residents and all were subsequently recruited in the projects. The majority qualified as skilled

workers one month after recruitment;

- on-site practical training for twenty crane operators;
- on-site practical advanced training courses;
- ten employment-training contracts for casers/moulders.
- Establishment on 12 June 1979 of the Association pour la Formation des Adultes dans le Cotentin — AFACO (Association for Adult Training in Cotentin), an institution to coordinate, initiate, prepare, and evaluate the training opportunities offered. AFACO has a permanent staff and is now fully operational. It is linked by a formal agreement with EDF.
- Establishment of a special team to work in cooperation with the Social Action Fund (FAS) to promote the training of migrant workers. The team includes two permanent staff members.

Since the civil engineering phase is now completed, AFACO has turned its attention to preparing for the electromechanical engineering phase and developing employment and training opportunities to meet the present and future needs of the projects.

Preparations for the electromechanical phase are focused on:

- Establishment of a welding centre which will rely for its facilities on the Ministry of Education and for its operation on AFACO; the centre will train the several hundred pipe fitters and welders required during this phase;
- introduction of a system of accumulative training modules and stages for the duration of the works;
- initiation of information and general training activities in the rural areas and urban zones around Cherbourg;

- establishment of a non-profit labour placement agency.

The results obtained with these projects and that at the Chinon B nuclear power plant have been judged so favourably by the public authorities that the Comité Interministériel d'Aménagement du Territoire (Interministerial Committee on National Development) has recommended concerted action among the various training agents for financing procedures, equipment, and training measures as a desirable support service for all such major projects. The recommendations are now backed up by a series of formal agreements concluded between the relevant ministries and the prime contractors at the sites which provide for concerted action on the part of local economic agents and local trainers. These will provide future initiatives with an overall frame of reference for strategic and financial support.

## Literature

For additional information on the Nord Cotentin project, see:

- 'La liaison emploi-formation dans le bassin d'habitat et d'emploi du Cotentin. L'éducation permanente au service du développement local'; paper commissioned by the Délégué régional à la formation professionnelle continue Mission Régionale Basse-Normandie and prepared by J. L. Jacquet, 1979. 64 pages + annexes.
- 'Cotentin: la formation au service de l'emploi local'; paper commissioned by the French Ministry for the Environment and prepared by J. L. Jacquet, December 1979. 53 pages + annexes.

These papers are published by the 'Agence pour le développement de l'éducation permanente (ADEP)'.

# A project in an interior zone

## Southern Italy<sup>1</sup>



From the years of the grave economic recession (1974-75), unemployment and underemployment have risen considerably in all Member States of the European Community.

Italy has the highest rate of youth unemployment. In 1978 the rate of unemployment in the 15-24-year age group stood at 23.7 %.

In view of the urgency of this problem the decision has ripened to launch, in addition to policies of a general nature aimed at creating employment, selective policies on behalf of the most disadvantaged social groups.

In the past few years, in fact, various legislative steps have been taken with this purpose in mind. Involved is legislation on industrial reconversion, legislation on behalf of youth employment, legislation regulating the mobility of workers, promotive legislation on behalf of southern Italy, etc.

In the wake of this renewed attention being paid to economic policies, particular stress has been placed on the problems of southern Italy, above all in the internal areas which are characterized by considerable backwardness.

Within the framework of a strategy aimed at the territorial, social, and economic development of selected southern zones marked by socioeconomic decline and rural exodus, FORMEZ<sup>2</sup> has launched a special project aimed at encouraging the creation of new jobs via initial vocational training. Linked with the FORMEZ project is a research project being undertaken by the Fondazione Pastore (Pastore Foundation) for the purpose of studying instruments and institutions involved in an analysis of the labour market situation and job profiles in two internal areas of the Province of Benevento (Fortore) and the Province of Avellino (Ofanto).

Within an economic structure characterized by small industrial enterprises, small craft undertakings, agricultural cooperatives, and piecework done at home against payment it should be possible via a study of the organization of the production factors, the specific work situations, and the vocational qualification needs to design a training action capable of supporting new development processes.

The final objective of the project is, in fact, that of designing interventions in the field of training

- aimed at specific objectives,
- organized in order to meet emerging training demand within the territory,
- decided on and promoted by the social forces,
- operationalized on the basis of the flexible use of training resources (institutional and non-institutional; at the level of vocational training; at the level of schooling, including upper secondary school) and training instruments (information, motivation, promotion, vocational training, counselling and guidance, technical assistance, etc.).

## Description of the zone

### Geographical characteristics

The problem of geographically delimiting the zone has been solved by isolating the factors of homogeneity, which together bring the zone into a geo-economic unity.

The Ofantina area in the province of Avellino meets this requirement in that the ten towns of this area are located in the interior of the Irpinia, an area characterized by low mountains which render exchange with the capital of the province (Avellino) difficult by virtue of the specific topography of the urban structures and the inadequate road and railway infrastructure.

### Demographic characteristics

A synthetic indicator of the demographic situation is population density, which in the zone is far below the average for the province (87 inhabitants per square kilometre as against 157 inhabitants per square kilometre in the province).

According to statistics as of 31 December 1978, the zone has a total of circa 37 000 inhabitants. Calitri is the most populous town, having a total of circa 7 000 inhabitants. In fact, the population density in the zone is so low, due partly to a combination of out-migration and natural loss due to old age, that it constitutes an extremely critical problem. It suffices to note that between 1951 and 1971 over 21 000 persons residing in the zone migrated to other areas.

### Socio-economic and cultural characteristics

Against the background of the geographical and demographic character-

<sup>1</sup> Source: ISFOL (Daniela Pescarollo) Rome. Information provided by Fondazione Giulio Pastore, Rome.

<sup>2</sup> FORMEZ: Centro di formazione e studi per il Mezzogiorno (a government agency which implements public measures in southern Italy in the field of vocational training).

istics dealt with above the zone is marked by progressive impoverishment which is eating away at the productive and social fabric. The consequences of this impoverishment are directly visible in terms of the presence mostly of the aged and the general absence of young age groups. These are factors which place a heavy burden on the active working population of the zone.

The economy is based largely on agriculture, characterized by family farming (92 % in 1971), with a very low number of farm workers coming in daily. There are also a number of craft firms and small enterprises in the textile, food, and tanning sectors. However, the secondary sector is pretty much at a standstill, if not already in decline, and does not yet seem interested in inductive factors linked to industrial growth in the hinterland of Avellino.

Within this economic landscape tertiary activities linked to trading and small-scale distribution and managed for the most part at family level play an important role. This sector is plagued with all the problems resulting from extreme fragmentation, with each service serving only sixty-three inhabitants on average.

Of interest are the six banking facilities operating in the zone, whose clientele (6 000 persons) exceeds that of the province by nearly 100 %. This is due to the large transfer back home of earnings by local inhabitants who have become migrant workers in another country.

The labour market is primarily agricultural, accounting for 50 % of the working population as against 39 % on average for the province. In the secondary sector the number of workers increased between 1951 and 1971, in contrast to the situation in agriculture, rising to 32.8 % (lower than the average percentage for the province). In the tertiary sector the percentage rose from 7.6 % to 17 % over the same period.

#### Education and training facilities

The drop in population has had a negative influence over the last ten years in terms of a smaller number of primary school pupils, whereas at the lower secondary school level there has been very little change in attendance rate. The upper secondary schools (five schools in ten towns), which offer a broad gamut of technical subjects, have a total enrolment of 1 500. The 'car park' role played by

the upper secondary schools in this area is thus evident, and in fact most of the graduates continue on to university with the hope afterwards of finding a good job, when things are better.

Not unlike the role of car park for the labour market played by the school system are the non-alignment practices of the vocational training system. One of the distinguishing features of activities undertaken in the vocational training sector is in fact the disparity between the skills taught and the qualification requirements of the labour market. For years now the system has provided fairly useless qualifications (sewing, aesthetics, and stenography, for example).

Perhaps only an awareness of the phenomena of distortion characterizing the education and vocational training systems and efforts to do some new thinking on the role which these systems could play as agents of development and support *vis-à-vis* an economy very much in need of diversification will succeed in bringing about a complete reorientation towards a new quality of life and work in this zone.

### The Fondazione Pastore research project

As already stressed, the research project of the Fondazione Pastore is aimed at identifying and studying the problems besetting training from the aspect of linkage to work in relation to processes involved in the creation and diffusion of small and medium enterprises, the decentralization of production, the development of the crafts and of rural tourism, the encouragement of cooperatives, and the agro-touristic and agro-industrial revitalization of rural socio-economic systems. This task is being approached in two work phases:

#### First phase:

The first phase, devoted to the gathering of basic information, involves three stages:

- The first stage consists of an analysis of the current situation of the working population as regards the occupations against the background of socio-economic characteristics typical of the zone.
- The second stage consists in establishing the correlation between the current situation as regards the occupations of the working population and the emergence of new economic activity in the zone.

- The third stage consists in designing direct interventions and in identifying training measures required in order to render these interventions operational and effective;

#### Second phase

The second phase of the project is concerned with the structural and curricular design of training initiatives correlated to the objectives and needs as identified in the first phase. An experimental approach will be given emphasis.

It is of interest to point out that throughout the course of the field research, work teams operating at central level were joined by local groups consisting of representatives of the social forces, local authorities, and economic and social institutions located in the zone.

At the present time only the first phase of the project has been brought to conclusion, that of analysing geographical characteristics, the results of which were dealt with above. In the light of these results it can be stated that real prospects of developing the zone exist, even though certain basic objectives must first be realized: the zone must be completely freed of its isolation from the rest of the province and from the region, new initiatives must be taken to reactivate the primary sector, and light industry must be brought in.

With regard to light industry, research work has shown that ex-emigrants can be encouraged to become pioneers in the development of small enterprises. They not only bring back with them highly qualified industrial skills but are interested in investing their savings in a business of their own.

It would in this manner also be possible to further develop the cooperative approach in the field of agriculture and animal husbandry. Farmers are gradually becoming interested in this approach, although progress is being hindered by an atavistic attitude towards doing work 'with others'.

Craftsmen who are so frequently stymied by outdated equipment could be informed about the mechanism of utilization of public funds made available for property and equipment improvement. The craft sector could then become a major source of income in the territory.

If properly supported by an active labour policy via training, these and other possibilities of development could be translated into genuine phenomena of terri-

torial development and affect the reversal of ongoing negative trends.

With regard to the *primary sector* it is necessary to promote:

- a training action aimed at transmitting technical and managerial knowledge and skills required to properly manage and expand agricultural enterprises;
- a training action for adult target groups aimed at providing the prerequisites socialization and communication for potential cooperative members;
- a training action aimed at transmitting technical and managerial knowledge and skills required to modernize the animal husbandry sector and improve sales know-how;
- processes aimed at improving the utilization of forest land and pasture land, now undergoing consolidation, via the training of workers in the fields of forestry and rural tourism;

- training actions aimed at transmitting artisan skills in the woodworking trade which threaten to become a lost art, were it not for the craftsmanship still possessed by a few workers of considerably advanced age.

With regard to the *secondary sector* it is necessary to provide encouragement and support to training actions of two types:

- measures on behalf of local entrepreneurship in the sector of small and medium industry, with particular emphasis on reconversion processes (construction work, etc.);
- measures designed to provide medium- and high-level specialized qualifications which are in short supply in the zone.

In more general terms, the training interventions should constitute in their entirety an instrument of a socio-economic development policy for the zone serving not only those social groups traditionally

interested in entering working life but also persons interested in either occupational or geographical mobility (employed workers, young people in tertiary education, ex-emigrants, etc.).

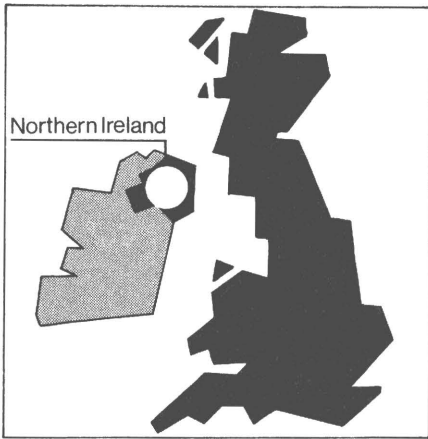
To sum up, the prime objective is to open up the way to lifelong learning understood as a flexible system of opportunity for every person in every period of life.

Concerning responsibility for the programming and management of these potential initiatives, envisaged is a consortium-like organization consisting of entrepreneurs, trade unionists, and administration officers. This body would design and implement the entire complex of initiatives with great fantasy and expediency, ensuring by way of great flexibility harmonization with emerging needs of the zone and commanding respect by virtue of unassailable logic.



# Tailor-made schemes

## Northern Ireland<sup>1</sup>



Northern Ireland consists of the six counties of Antrim, Armagh, Down, Fermanagh, Londonderry and Tyrone. It is commonly called Ulster, as it includes six of the nine counties which constituted the ancient Irish province of that name.

Northern Ireland has an overall area of 14 153 square kilometres and a total land area of 1 348 340 hectares, of which some 80 % is in agricultural use. It has a population of about 1 ½ million, mostly concentrated in the east of the Province and especially in the Greater Belfast area, which has just over 550 000 residents.

There are no large cities outside Belfast. The only towns with a population of over 35 000 are Londonderry, the second city and capital of the North-West (52 000 at the 1971 census), Newtownabbey, which is contiguous with North Belfast (58 000) and Bangor in North Down, which is a seaside resort and dormitory town about 14 miles from Belfast on the North Down coast; it had a population of 35 000 in 1971.

A generation ago the traditional industries of Northern Ireland were shipbuilding, textiles, and agriculture: one worker in five worked in these fields. Since the 1960s, in Northern Ireland, as elsewhere, the workforce in these industries has declined. Today in Northern Ireland only one worker in ten is employed in shipbuilding, textiles, and agriculture. The Province is now a major centre of the man-made fibre industry and major international companies in this field have sizeable investment here.

Some 40 000 are now employed in the electrical and mechanical engineering field, manufacturing a diverse range of products including printed circuit boards, domestic electrical appliances, instrument engineering, and hydraulic and oil-well equipment. The automotive components industry has also become a major source of employment. There are

now companies in Northern Ireland manufacturing vee belts, exhaust systems, tyre fabric, carburetors, and car accessories.

As a region of the United Kingdom, Northern Ireland's economic fortunes are inevitably linked to those of the national economy. However, during 1979 manufacturing production fared less well than the national average, declining by 1.0 % compared with an increase of 0.7 % nationally.

Northern Ireland has had a long history of severe unemployment. Even when in Great Britain unemployment was below

2 %, in Northern Ireland the rate only rarely fell below 7 %.

### Seasonally adjusted unemployment rate

	1960	1970	1979
Northern Ireland	6.1 %	6.1 %	10.9 %
Great Britain	1.3 %	2.4 %	5.6 %

This high unemployment has been due to a combination of factors, including structural unemployment resulting from declines in major sectors, distance from main markets, low spatial density of population, and high birth rate.

*The table below illustrates the decline in traditional industries since 1960 which has resulted in increased structural unemployment*

	1960	1970	1979
Agriculture	98 000	63 000	57 000
Manufacturing	184 000	180 000	142 000
Textiles (excluding man-made fibres)	56 000	36 700	22 600
Shipbuilding	24 100	9 800	8 800
Construction	40 500	52 700	45 600
Services	230 000	267 000	342 000

To combat this severe unemployment, which in some areas within Northern Ireland rises to 30 %. The Government has taken a wide variety of measures. Those which are mentioned in this study are thus only a sample of a large number of initiatives.

The Government's attack on unemployment includes efforts both to encourage the development of local businesses and to attract outside industry to Northern Ireland. Training activities play a major part in this strategy and cover both shop-floor and management skills.

<sup>1</sup> Source: Department of Manpower Services, Belfast.

## Local Enterprise Development Unit

The Local Enterprise Development Unit (LEDU) was established in May 1971. Its basic aims are;

- to promote employment in existing small business by encouraging better exploitation of manufacturing and marketing opportunities;
- to encourage new enterprises by involving local people in creating conditions favourable to initiatives;
- To foster craft work by identifying those skills which can provide a reasonable livelihood and encouraging more people to participate by taking measures to improve standards of design and marketing.

LEDU is authorized to assist businesses, principally in manufacturing, employing up to fifty persons. In addition to giving financial assistance in the form of grants and loans, LEDU provides an advisory service in business disciplines such as marketing, technology, accountancy, and design. Industrial sites and small factories and workshops are made available to LEDU clients by the Department of Commerce.

## Industrial training

Government policy specifically aimed at combating the particular economic and social problems of Northern Ireland has resulted in a much higher level of industrial training being directly undertaken by Government in Northern Ireland than in any other region of the UK.

### Government training centres (GTCs)

There are twelve government training centres in Northern Ireland, providing some 3 300 training places.

The main emphasis in GTCs is on training for engineering and related trades (because of the investment potential of industry using these skills) and for the construction trades (because of the importance of this industry for capital investment, including the housing programme). Approximately one-third of the training places are occupied by adults and young persons, the remainder by apprentices.

The training of adults has two purposes, depending on the industrial situation in the area. In some cases it is intended to provide a pool of skilled manpower

which will induce industry to enter the area. In other areas the GTCs are largely training adults for known vacancies in industry, often tailoring the training precisely to the requirements of the firms concerned.

As well as providing a skilled labour base on which industry can build, the training of apprentices has the social objective of achieving a position where young people in Northern Ireland have equal opportunity with their opposite numbers in Great Britain of achieving skilled craftsman status. The apprentices, in the main, receive one year of 'off-the-job' training in GTCs and are then recruited by firms to complete their training.

Special industrially-orientated short-term courses have been designed for young persons who have been unable to obtain apprenticeships. The courses, engineering (13–16 weeks) and construction (14 weeks), are available in most centres and young persons who show sufficient potential may be transferred to the apprenticeship stream. Support services for all GTCs are provided by the Course Design Team and Specialist Services Branch based at Dundonald GTC. An instructor training college, which also operates from Dundonald, provides training courses for instructors within the GTC network and for employees of other Government bodies and outside firms who are sponsored to the college for instructor training. During 1979, 238 instructors attended these courses, of whom 61 were from GTCs and 177 from elsewhere.

### Secondment of GTC instructors to industry

The Department of Manpower Services may decide to second a qualified instructor to a firm whose training requirements cannot otherwise be met, following, if necessary, a technical survey. The period of secondment has varied from one week to over twelve months. During 1979 six instructors were seconded.

### Integrated workforce units (IWFs)

In 1972, the Department introduced a new concept in industrial training known as the Integrated Workforce Units. These units were set up in various towns in Northern Ireland in premises specially acquired for the purpose. Each unit comprises up to twelve men.

The purpose of the units is to provide training first of all in basic skills and then (through the medium of production work) to provide further training bringing the workforce to the level of competence which workers in a normal established industrial environment might be expected to possess. For the production stage of the exercise an effort is made to identify viable products so that, when the operation has been brought to an appropriate technical level, it can be taken over by ordinary private business. Out of the fourteen IWFs so far established, eleven have been taken over as commercial concerns creating some 260 jobs at the last count.

### Toolroom units

The Department has provided toolroom training facilities in nine government training centres and has also set up toolroom units in two other areas: Strabane and Ballymoney. The training course lasts twelve months and is directed towards workers with existing engineering skills.

## Enterprise Ulster

Enterprise Ulster is a direct labour organization whose objective is to recruit workers from the unemployed register, giving them work on schemes which are of benefit to the general community and offering a wide range of training activities designed to cultivate and enhance their employment potential. By providing instruction and supervision in conditions simulating those in outside industry, employees are encouraged to reach a standard acceptable to employers.

### Enterprise Ulster offers:

- *continuity of employment with the organization and*
- *through its training programme an opportunity for workers to acquire skills which could lead to better future employment elsewhere.*

Work undertaken by the corporation is of environmental, amenity, cultural, community or social value. The main sources of projects are public bodies such as district councils, the Northern Ireland Housing Executive, government bodies, and the National Trust. At 25 April 1980 just under 1 700 people were employed on all aspects of the Corporation's activities, and there were 96 schemes in operation.

## Attachment Training Scheme

The Attachment Training Scheme makes available a wide range of vocational training courses, including management training courses, not available at GTCs. Use is made of spare training capacity in firms, colleges of further education, and other approved training establishments. Approximately 1 200 training places are thus provided, with the Department paying training fees and allowances. A total of 3 410 trainees completed courses in 1979. 'In-firm' training is available for such occupations as storeman, warehouseman, and shop assistant. College courses sponsored under ATS include: the National Computer Centre's threshold course for computer programmer/operators; the Technical Education Council's microelectronics technician course; the Diploma in Management Studies; an 'Earn as You Learn' sandwich course in catering (in conjunction with the Catering Industry Training Board). Training in other approved establishments includes such diverse skills as basic air driving and HGV driving (in conjunction with the Road Transport Industry Training Board). It is the policy of the Department to sponsor training in any occupation for which there is a demand with reasonable job prospects, and trainees may be sent to Great Britain if the course required is not available in Northern Ireland.

## Management training

Management is the product of education, training, and experience; it is to promote the coordination of these that a considerable part of the Government's action has been directed over the last few years. The interaction between education, training, and industrial interests is undoubtedly increasing as a result of these initiatives.

### Department of Manpower Services

The Department is conscious that a need exists for the development of a wider and more professional management group to service, not only industrial development, but also existing industry. Government action over the years has had as its aim to increase and improve the Province's management stock by initiatives directed to three different, though related, aspects of the task. Firstly the Department operates or supports schemes aimed at improving the quality of recruitment and the effectiveness of training of entrants.

### Northern Ireland Training Council Scholarship Scheme

This is a five-year graduate sandwich course at Queen's University, Belfast, for those entering the engineering management field in local industry. It started ten years ago and is unique to Northern Ireland. The first and final years are spent on training in the sponsoring firms, and the middle three years following an Honours Degree course at QUB. Fifteen scholarships are awarded each year, of which seven are in mechanical and industrial engineering, seven in electrical/electronic engineering and one in aeronautical engineering. Other universities in Great Britain are considering the introduction of similar higher level engineering courses as recommended by the Dainton and Finniston Committees.

### Junior Management Development Programme

This is a 32-week training programme in conjunction with educational institutions (Ulster Polytechnic, QUB), management consultants (Industrial Training Service and Management Development Services), and management in industry, aimed at providing academically well qualified candidates with an appreciation and knowledge of the industrial management scene. Project work in industry often leads to employment with the host company.

Secondly, the Department provides grant-aid to new and expanding firms to encourage them to develop good management structures and practices.

### Management Structure Grant Scheme

This scheme provides grants for up to three years of 25 % of the salary costs of additional managers in order to encourage new and expanding firms to equip themselves with appropriate management structures and personnel.

In the past there was a tendency for some firms to fail to devote the necessary resources to management in the difficult growth phase.

### Management and Supervisory Course Grants Scheme

This scheme provides to expanding firms 50 % of the cost of sending managers on approved courses to increase their management skills.

Thirdly, under the aegis of the Northern Ireland Training Council, the *Specialist Managers' Bursary Scheme* was devised to develop the management skills of specialist managers. The course, which lasts for eighteen months, combines on- and off-the-job training for existing employees and concentrates on the development of specialized skills through tackling real management problems in the firms which employ the bursars. The scheme, run by the Ulster College and Industrial Training Service, has attracted considerable attention in management training circles as the first of its kind run by a public body.

A new fifteen-month scheme along similar lines, the *Marketing Management Development Scheme*, is being introduced to encourage the development of marketing skills among existing managers. The first fifteen managers will enter the scheme in September 1980. The above schemes are sponsored directly by the Department of Manpower Services. Management training is also undertaken by other government sponsored bodies:

### Industrial Training Boards

The industrial training boards have been active in the management field both with support for the Department in its activities and on their own account. All nine boards have identified management training as a sphere of activity needing special attention. They encourage the development of management by direct training assistance and/or financial assistance under the levy remission arrangements. Certain boards have requested and received additional financial assistance from the Department for management training activities within their industries.

### Management Development Services (NI), LTD

This company, set up by the Ministry of Commerce, works directly in industry with individual managers and mounts courses for larger numbers. Locally focused and non-profit making, MDS has been able to be deployed quickly where particular pressing problems have been identified.

### Northern Ireland Development Agency

This agency was established in May 1976. Its prime objective is to develop

and strengthen the industrial base of Northern Ireland. Whilst this is primarily done through investment in a variety of companies or projects, there are a number of other activities carried on by the agency to further this end. The agency has attached to it a marketing division whose objective is to develop marketing expertise in existing companies both by providing technical assistance such as market research and by advising on any problems which are referred to it.

The agency has also established a Management Bank and Management Training scheme the 'Teaching Company', designed to improve the quality of management in Northern Ireland. Whilst many of the participants in these schemes are employees of large companies, it is possible for owners of small businesses, or indeed individuals wishing to establish a business, to benefit from the schemes.

## Microelectronics training

In order to ensure that trained personnel are available to meet the development of microtechnology within the Province, the Department of Manpower Services is engaged on a number of measures aimed at increasing the supply of suitably qualified people. Some of these are outlined below.

A two-week microprocessor appreciation module has been introduced for electrical engineering apprentices in GTCs and microelectronics 'awareness' modules have been added to other existing GTC courses in relevant subjects and to the Junior Management Development Programme.

Under the Attachment Training Scheme, sixty trainees a year are sponsored on the National Computer Centre's threshold

course for computer programmers/operators at Belfast and Londonderry colleges of technology. The course includes a period of industrial experience with a firm.

Twenty-four trainees are sponsored on a two-year microelectronics technician course (for the Technical Education Council's Diploma) at Belfast College of Technology. This course also includes a period of industrial placement.

A diploma course in data processing is to be sponsored at the Ulster Polytechnic. Students will include existing managers from local industry, funded through a special bursary scheme, as well as suitably qualified unemployed persons funded through the Attachment Training Scheme.

Other measures for microelectronics training at all levels are at various stages of planning.

## Conclusion

The Government's training programme, a sample of which has been outlined above, forms an integral part of the overall effort to combat unemployment and promote industrial development in Northern Ireland. It also adds considerably to the Province's attractiveness as a site for overseas investment.

Since 1945 over 300 manufacturing projects have been established in Northern Ireland with Government assistance under the industrial development legislation. These include 152 operations completely new to Northern Ireland. At any given time, negotiations are taking place with UK and foreign companies about possible location or expansion here.

While Northern Ireland continues to look to Great Britain as a source for new industry, substantial effort is being directed to the attraction of overseas investment. In addition to Great Britain, the main target areas, with appropriate representational arrangements, are the USA, the Federal Republic of Germany, Japan, Scandinavia, the Benelux countries, France and Switzerland.

A number of major American companies have been operating successfully in Northern Ireland for some years; these include such internationally known firms as the Ford Motor Company, Du Pont, Monsanto, Goodyear, the VF Corporation, Hughes Tool Company, and American Brands. In the last two years decisions to locate manufacturing investment in Northern Ireland have been made by a further ten American companies, namely, AVX Corporation, IPCO Hospital Supply Corporation, the De Lorean Motor Company, Clabir Corporation, Hyster Corporation, LFE Corporation, National Supply Company (Armco Group), American Monitor Corporation, LearAvia Corporation, and General Motors (who recently announced their second substantial investment in the space of twenty months). The main source of European investment is the Federal Republic of Germany; among the well-known companies currently operating in Northern Ireland are Hoechst and Grundig. Included amongst the other European companies are British Enkalon (a subsidiary of the Dutch firm Akzo) and Michelin from France.

The steps taken to diversify the economy have proved highly successful. Although the Province is still subject to fluctuation in the British and world economies, the wider industrial base means that the impact of a recession is less severe than hitherto and that a solid base for future prosperity has been constructed.

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