

**ECONOMIC AND SOCIAL COMMITTEE  
OF THE EUROPEAN COMMUNITIES**

**YOUTH UNEMPLOYMENT -  
EDUCATION AND TRAINING**

**5 OPINIONS**



**Brussels 1978**

ECONOMIC AND SOCIAL COMMITTEE  
OF THE EUROPEAN COMMUNITIES

5 O P I N I O N S

YOUTH UNEMPLOYMENT -  
EDUCATION AND TRAINING

Brussels, August 1978

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## INTRODUCTION

This joint publication of five Opinions of the Economic and Social Committee in the area of youth unemployment, education and vocational preparation is a contribution to the current debate on the strategies to be used against unemployment.

The Committee has always seen education and vocational training as essential for the full and healthy development of the human personality and for the improvement of society. The future and well-being of the Community - its standard of living and its quality of life - are dependent upon a proper concept of education and upon imaginative and effective educational policies.

In view of the need for urgent action in the area of youth unemployment and preparation of young people for their later working lives, the Committee drew up Opinions on Education and Vocational Training for Young Workers and on the Proposal for a Council Directive on the Education of the Children of Migrant Workers; on Main Measures to be taken to help Unemployed Young People, Women, and Elderly Workers and Women wishing to resume gainful Employment; on the Draft Commission Recommendation on Vocational Preparation for Young People who are unemployed or threatened by Unemployment; on the Proposal for a Council Regulation concerning the Creation of a new European Social Fund in favour of Young People.

The Committee has consistently called for a vigorous expansion of vocational preparation of school leavers and has stressed the importance of linking preparation to job creation. It has been of the view that new aid measures in favour of young people can only be short-term measures and can only be a partial and very limited solution of youth unemployment. It considers it of paramount importance that policies in the area of education, training and employment be coordinated at every level. Furthermore, education and training must be open to all social groups. Means must be found by which those who are discriminated against and disadvantaged - women, migrant youths, lower income groups, for example - can enjoy the same educational facilities as others. The Committee has expressed

continuous concern over the fact that educational opportunity remains so blatantly and persistently unequal. It also urges that equality of opportunity in education be guaranteed as a fundamental principle of our society so that the children of migrant workers can enjoy the same opportunities as the children of nationals.

A. OPINION OF THE COMMITTEE ON EDUCATION AND VOCATIONAL  
TRAINING FOR YOUNG WORKERS

(own-initiative Opinion) (\*)

THE ECONOMIC AND SOCIAL COMMITTEE

- WHEREAS education is a basic human right and is crucial both for the individual and for the society of which he is a member;
- WHEREAS educational programmes must change in response to changing needs and circumstances;
- WHEREAS educational opportunity must be open to all social groups, particularly the disadvantaged, and to all regions, particularly the under-developed;
- WHEREAS the purpose of education must be to develop the whole range of human skills,

HAS ISSUED THE FOLLOWING OPINION :

Introduction

Vocational training and employment policy have been the concern of the Community since its establishment. Article 56 of the European Coal and Steel Community makes provision for the vocational retraining of workers and Article 118 of the Treaty of Rome requires the Commission to promote close collaboration between Member States in several areas in the social field, including both basic and advanced vocational training. In 1963 the Council established a number of general principles for the

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(\*) The European Communities' Economic and Social Committee chaired by Mr Basil de FERRANTI, approved this opinion at its 157th Plenary Session, which was held on 29 and 30 March 1978.

The preliminary work was done by the Section for Social Questions and the Rapporteur was Mr Albert Edward SLOMAN.

implementation of a common policy on vocational training, and three years later, in 1966, the Commission addressed a "Recommendation on the development of vocational guidance" to Member States. The Commission has also produced a series of reports on vocational guidance activities within the States. In 1971 the Council adopted general guidelines for the Community programme of vocational training.

1.2. In response to the representations of the Standing Committee on Employment over the urgent need for resources to combat further unemployment, the Commission has drawn up a recommendation on vocational preparation for young people who are unemployed or threatened by unemployment which recommends the improvement of training facilities, particularly for those who have not received a satisfactory preparation for employment within the educational system (1).

The European Social Fund had been used since its establishment to improve the opportunities for employment by means of grants towards training schemes in the Member States. Following a decision of the Council of July 1975, the scope of the Fund has been extended so that it can be used to facilitate the employment of people under 25 who are unemployed, in particular those seeking employment for the first time.

Other international organizations have been concerned with the problem of the transition between education and working life, in particular OECD, UNESCO, ILO and the Council of Europe. In 1975 OECD prepared reports on Education and Working Life in Modern Society and on Education of Young People in Working Life.

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(1) OJ No. 180 of 20 July 1977.



Of particular significance in this context has been the setting up, in February 1975, of the European Centre for the Development of Vocational Training, which is located in Berlin. The Centre was established in order to promote and develop at Community level vocational training and in-service training for adults, and for this purpose it will review the relationship between school systems and vocational training schemes. It will be particularly concerned in the first place with a number of social issues such as equal opportunity and migrant workers and, as a matter of immediate priority, with problems relating to youth unemployment and vocational training.

The Ministers of Education of the Member States of the Community met for the first time in 1971. They agreed on the need for cooperation in the field of education and set up a working party of senior officials to consider ways in which that cooperation could be achieved. In 1973 the Commission established a new Directorate with responsibility for Research, Science and Education. Later that year it published its Report entitled "For a Community policy on education", and in 1974 presented to the Council its proposals for action in the field of education in its communication "Education in the Community". A Resolution on cooperation in the field of education was adopted in June 1974 by the Ministers of Education meeting within the Council and, to foster action in seven areas of interest, an Education Committee was set up composed of representatives of the Member States and of the Commission. On 9 February 1976 the Council adopted an action programme in the field of education (1), but went on to identify the problem of the transition from education to working life as having special priority. It therefore asked the Education Committee to draw up an initial report by 1 July 1976 on : (a) measures to be taken in the field of education to prepare young people for work, to facilitate their transition from study to working life and to increase their chances of finding employment, thereby reducing the risks of

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(1) OJ No. C 38 of 19 February 1976, pp. 1-5

unemployment, (b) the provision, in the context of continuing education and training, of further education to enable young workers and young unemployed persons to improve their chances of finding employment.

In preparing its report (1) the Education Committee had regard to a background analysis (2) compiled by three experts and to reports by individual Member States (3). Subsequently in December 1976 the Council issued a Resolution (4), which took note of the Education Committee's initial report, "concerning measures to be taken to improve the preparation of young people for work and to facilitate their transition from education to working life". It drew attention to certain conclusions and measures which were suggested in the Education Committee's report which individual Member States should take into account in developing their national policies, and it set out a number of courses of action to be taken at Community level to complement national initiatives taken during the period up to 31 December 1980.

In 1973 the Opinion of the Economic and Social Committee was sought by the Council on the European Centre for Vocational Training and in the same year the Committee instituted a detailed study on vocational training in the Member States (5). In 1974 the Opinion of the Committee was sought on a draft resolution on guidelines for the mutual recognition of qualifications, and a year later in 1975, the Committee prepared an Opinion on education in the Community (6). In 1976 the Opinion of the Committee was sought on the Draft Recommendation on Vocational Preparation for Young People who were unemployed or threatened by unemployment (7).

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- (1) Bulletin of the European Communities, Supplement 12/76 "From education to working life", pp. 15-28.
  - (2) *ibid*, pp. 29-63.
  - (3) "Preparation for working life and for transition from education to work (SEC(76) 4080).
  - (4) OJ No. C 308 of 30 December 1976.
  - (5) Doc. CES 926/73 and Appendix (Rapporteur : Mrs WEBER).
  - (6) OJ No. C 255 of 7.11.75, pp. 9-18 (Rapporteur : Mr SLOMAN).
  - (7) OJ No. C 61 of 10.3.1977, pp. 25-28 (Rapporteur : Mr CARROLL).

The Committee has based the present Opinion on the Council Resolution of 13 December 1976, with particular reference to the Report of the Education Committee which preceded the Resolution. It considers that the Report, together with the detailed reports by individual Member States, provide a comprehensive account of the problems of transition from school to employment, and for that reason feels it unnecessary to repeat many of the points made. In its Opinion the Committee draws attention to the six topics which, in its view, are the most important. These are as follows :

- the effectiveness of education in preparing young people for working life;
- the promotion of continuing educational and vocational guidance;
- the provision of continuing initial education and training opportunities for all young people, especially for those who are under-qualified and for those with inadequate education;
- improved arrangements for the initial and in-service training of teachers with a view to preparing young people more effectively for working life;
- improved arrangements for collecting and disseminating information on education;
- improved facilities and special action to provide equal education opportunities for girls, and to meet the needs of groups with special problems such as young migrants and handicapped young persons.

#### General Comments

The Committee takes it as an axiom that education is crucial for the development of the individual and of the society of which he is a member. It reiterates the points made in its Opinion of July 1975 that education must be open to all, taking account particularly of the special needs of disadvantaged persons and underdeveloped

regions, that it must be life-long, and that it must change in response to changing circumstances and conditions. As a preparation for working life education must enable the development of the whole range of human skills, so that every young person has not only the right but also the opportunity to develop according to his or her own talents and capabilities. And this must include the opportunity for further education and vocational training after the period of compulsory schooling. Education also has a broader, civic, function : to enable young people to become active members of society and to encourage them to develop a sense of responsibility towards the public at large and towards their immediate colleagues and fellow workers. Only in this way will they be able to adapt themselves to working life in all its aspects.

The need for an effective educational system is therefore just as great in a period of full employment as in one of unemployment. But when as today so many young people are unemployed, the problems of the transition from education to working life are seen at their starkest. Education and training can affect significantly the kind of employment which an individual can find and indeed the chances of employment at all, and a more effective educational system could certainly mitigate the unemployment problem. Mass unemployment therefore focuses attention on the objectives of education and training and on the extent to which those objectives are being attained.

The Committee welcomes the clear and comprehensive report of the Education Committee and its concern not only for the immediate problem of youth unemployment but also for the longer-term effectiveness of the Community's educational systems. It notes, however, that in the Report, the age of 13 is regarded as the time when the first decisions are made that have implications for late occupational choices and when the period of transition from school to working life begins. But often the die is cast before the age of 13. For

many different reasons - inadequate educational provision in the early years, disadvantaged families, and the challenge to accepted values - there are far too many backward children and problem children who fail to reach satisfactory standards and who are required to repeat one or more years. The Committee also notes that the report does not deal with the problem of graduate unemployment. It is the view of the Committee, therefore, that measures taken to improve the preparation for working life must have regard for the education provided both before the age of 13 and after the age of 18.

The effectiveness of education in preparing young people for working life

The Committee endorses the view that, in developing their national policies, Member States should provide curricula and teaching methods which are an appropriate preparation for working life at all stages of general education and vocational training and that closer links should be promoted between these two types of education. But the Committee would wish to go further and argue for a far greater integration of the two types. Secondary education should be concerned with the development of the analytical and critical powers of the mind and at the same time with instilling an understanding of the world of work, the environment in which the individual lives and the decision-making process which affect that environment. From the very outset there should be a link between basic skills and their application.

The Committee also stresses the need for parity of esteem for the great diversity of human skills, intellectual, artistic and manual, and for children to have the opportunity of developing their potential over the whole range of skills. It views with concern therefore the entrenched hierarchy of jobs and functions, those of an intellectual kind referred to sometimes as "noble" and those which are manual as "less noble", a hierarchy which so often results in a division of labour between the

different social groups. This distinction between the academic and the manual is regrettably all too common in Member States and in western countries generally, and it is buttressed both by social prestige and by parental ambitions. It is a distinction which leads to a hierarchy amongst educational courses and amongst educational institutions, and often negative selection for what is manual and vocational. It will not easily be eradicated. If attitudes are to change, it is essential to involve - more than has been the case in the past - the employees' organizations, the trade unions and the self-employed, as well as the educational authorities, the teachers and the parents. The problem is exacerbated by the fact that once the compulsory period has ended, the responsibility for education and for vocational training is often divided, sometimes between separate government departments and other public bodies. The position is further complicated by the division between private enterprise and the public sector in the provision and administration of training schemes. There must be greater coordination of all aspects of education and training, though care must be taken to avoid creating monolithic structures which might inhibit adaptation to changed conditions.

The Committee also recognizes the very special problems of transition from school to work in those regions of the Community which are less developed or which rely primarily either on a single economic activity or on an inadequate range of small decentralized industries. The prospects of appropriate employment for the school-leaver may be particularly poor in such regions and the ablest young people may be tempted to emigrate from them. The report stresses the need for job creation schemes in these regions and for intensive training programmes which are not only important for their immediate application in terms of employment but which also develop adaptability. But such training programmes will be abortive unless at the same time new

Jobs are attracted to these regions by a vigorous scheme of investment incentives by the authorities and by private investments. Such additional or alternative economic activities could, for example, take the form of the promotion of tourism or farming or the setting up of craft industries. The interaction between education and training policies on the one hand and regional employment policies on the other is of crucial importance.

The promotion of continuing educational and vocational guidance

The Committee endorses the view that young people should be provided with educational and vocational guidance at all stages of school life and also throughout their working life and that in most Member States the existing provision is insufficient. In particular, the Committee feels that there should be improvement in the vocational guidance departments associated with employment offices.

The Committee stresses the point made in the report that pupils should be able to evaluate their own progress and the different choices open to them, and that it is an essential part of education to enable them to do this.

The effectiveness of careers guidance will depend on the extent to which it is personal, reflecting a true understanding of the capacity and the educational progress of the individual. It will depend, too, on the availability of a guidance service which is effective and comprehensive, comprising the appropriate specialist personnel.

It is important to ensure that a pupil avoids committing himself in any way before taking advice. It is also important to ensure that, as far as possible, the pupil is not advised to take a decision which would commit himself irrevocably to a particular career or indeed to a particular place. The Committee has already

stressed the need to provide job opportunities. At the same time, young people should be encouraged to be mobile, to be prepared if necessary to transfer to a different place or to switch to a different kind of job.

Teachers, parents and careers advisers must be responsible for ensuring that the pupil is aware of the education and vocational guidance which is available, and for assisting him to choose between the various possibilities which are open to him.

The Committee considers that there is no effective substitute for exposure to real working conditions, and that all appropriate means should be adopted to enable pupils to acquire their own experience of work in differing situations. Wherever possible they should be introductory lectures at school but above all opportunities provided for the pupils to take part in as many forms of actual work experience as is practicable. These could for example include visits to factories, to industrial and agricultural undertakings, and also to service industries which would offer scope for acquiring indirect contact with the working environment. The Committee has noted with interest that schemes exist for the exchange of young workers, and it regards these as a useful means of enabling young people who have started work to gain some experience of different kinds of employment.

The provision of continuing initial education and training opportunities for all young people

The Committee endorses the view that continuing education and training opportunities must be available to all young people when they have completed the period of compulsory education. This is all the more necessary at a time of economic recession and of mass unemployment of young people. The provision of training opportunities, and indeed of re-training facilities, is also important to enable young people to keep abreast of technical development. But it is not enough simply to make the opportunities for continuing education and training available, whether this is as a result of voluntary initiative or as a legal



right of paid leave or an arrangement of day release. As indicated in the preceding section, there must at the same time be an effective system of guidance for young people, so that they have the necessary facts to make an informed choice between the various options available.

In this respect special attention should be given to the question of making good inadequacies which have arisen in the period of compulsory education which prevent so many pupils from reaching their full potential before leaving school, whether these inadequacies arise because of the personal or family circumstances of the pupil or from deficiencies in the educational system. The compensatory educational strategies which the Council Resolution urges Member States to adopt are important both to provide further educational opportunities and to assist young people to find appropriate employment.

The Committee also wishes to draw attention to the question of motivation. Attitudes towards learning are formed very early in life by family circumstances and by the environment, and encouragement, or lack of encouragement, during the formative years of compulsory schooling can influence pupils throughout their school career and condition their attitude towards further education. The Committee shares the views expressed in the Report about the disillusionment which some young people suffer as a result of their experience of school, which may be the result of defects in the actual methods of teaching or of an inappropriately-designed syllabus which pupils consider has little or no relevance to real life. Whatever may be the cause of their disillusionment, these pupils have no wish to continue any form of learning when it ceases to be compulsory. This lack of motivation at school is often perpetuated after school. Those who dislike school and leave it as soon as it is legally possible to do so are often those who find in their work little or no scope for personal development or indeed fail to find employment at all. The Committee emphasizes the responsibility of schools in encouraging motivation towards obtaining satisfactory employment. Strong motivation can often more than compensate for the lack of formal qualifications.

In continuing education as in the period of compulsory education, the Committee shares the concern expressed in the report about the unnecessarily sharp distinction drawn in many Member States between vocational and non-vocational courses. It suggests that this matter should be drawn to the attention of the Advisory Committee on Vocational Training for further investigation.

The Committee has noted with interest examples within Member States of continuing education : the Open University, for example, in the United Kingdom with its combination of teaching by means of television, correspondence courses and short periods of residence. It has also noted the measures taken by Member States to alleviate the problem of unemployment amongst young people with job-creation and job-experience schemes. All these examples, particularly those which provide for part-time education and which involve the use of new teaching and learning methods should be encouraged and carefully monitored and the findings should be disseminated. There should also be further study of the "voucher" system which has been proposed as a means of assisting those who have left school to obtain some period of further education and training at any stage of their career.

Improved arrangements for the initial and in-service training of teachers

The Committee believes that Member States should review their arrangements for the training and re-training of teachers. It is essential that teachers should be so trained that they can effectively prepare young people for working life and provide them with the appropriate educational and vocational guidance. In the view of the Committee this can only be satisfactorily achieved if the teachers have obtained some experience of work outside education, for example in a factory or in some enterprise in the productive sector or in administration. Whether leave to obtain such experience should constitute a right of the teacher or whether it should be determined by the

appropriate Government Ministry or be on a voluntary basis should be left to the discretion of the individual Member State. The Committee hopes that where such leave is voluntary, the teachers should be encouraged to take it up.

The Committee also believes that the training and re-training of teachers should stress the importance of permanent links between school and the local environment. Teachers should be made aware of the importance of forging links between their teaching and job-experience projects, as well as more generally with the social and economic facts of their region. They should recognize the need not just of living in the area of their school but of playing an active part in the life of the local community.

Improved arrangements for collecting and disseminating information on education

The Committee fully supports the view expressed in the Report that there should be more regular and more rapidly available information and statistics on the socio-educational characteristics of school-leavers and that this information should be presented by Member States in a way which will enable comparisons to be drawn between States.

Improved facilities and special action to provide equal opportunities for those groups most at risk in gaining employment

Girls : The Committee notes that, despite the strenuous efforts which have been made to provide for equality of treatment of men and women in education, at work and in society generally, there are far too many areas where there is still inequality. The Directive which the Council adopted on February 1976 (1) providing for equality of treatment for men and women workers with respect to employment and to vocational training should apply also to the education and training of girls during the period of compulsory schooling. The Committee is

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(1) OJ No. L 39 of 14 February 1976, pages 40 - 42.

therefore concerned that educational provision is still often made separately for boys and girls, a separation which affects both the transition from education to working life and employment itself. It particularly regrets that within some educational systems - even when prescribed by law - a tradition still persists of providing a different curriculum for boys and girls, with the teaching for girls markedly orientated towards domestic science subjects at the expense of more academic courses, especially courses in the sciences. Choices between courses often have to be made by girls which, at a later date, constrain the opportunities for further education.

Migrants : The Committee has discussed the question of the education of the children of migrant workers on a number of occasions. It issued an Opinion on the proposal for a Council Directive on the subject (1) in which it endorsed the principle that the educational programme for such children should enable them both to adapt to the language and culture of their host country and to maintain their native language and culture. The Committee now wishes to underline the particular difficulties which young migrants face when they seek employment, especially at a time of economic recession, and to stress the need for special help for them. The problem of the children of migrant workers is often aggravated by a lack of motivation arising from problems in their home and social environment.

The physically and mentally handicapped : The Committee welcomes the efforts which - with some measure of success - are being made in Member States to help physically and mentally handicapped young people not only during their school life but also when they are seeking employment and indeed throughout their working life. As with other disadvantaged groups who are not easily integrated in the normal life of a country, they are likely to be especially vulnerable at a time of serious youth unemployment. The Committee recognizes that handicapped persons need special provisions, in particular special training centres and special programmes of work which take

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(1) OJ No. C 45 of 27 February 1976, pages 6-11.

account of, and enable them to cope with their particular disabilities. The Committee attaches importance, however, to their being integrated as ordinary members of society wherever this is possible, and as early as possible. It notes the lack of information on provision for handicapped persons and hopes that the necessary studies can be undertaken without delay.

#### Additional proposals

In the preceding sections of this Opinion the Committee has commented on and underlines those features of the Report of the Education Committee and the Resolution of 13 December 1976 to which particular attention should be drawn. As it has already indicated, it considers the Report, and the detailed reports by individual Member States, to be a significant contribution to the current debate on the problem of the transition from school to employment and, in its view, arrangements should be made for these documents to be given the widest possible publicity within each member country. But in the view of the Committee there are some points which are not covered in the documents which it wishes to put forward as specific proposals.

The Committee notes that the Report of the Education Committee (as indicated in Section 2.2.) does not deal with the problems of transition to working life of young people leaving higher education. The Committee recognizes that the promotion of a study of such problems would have resource implications for the Commission, but it considers that the omission of this particular aspect is a serious one which should be made good in any further report on the preparation of young people for working life.

The Committee notes the many references in the Report and in the Council Resolution to the need for further studies to be undertaken on particular aspects of the subject. It recognizes that there are many areas in which further studies are both desirable and necessary. It would itself suggest, for example, that a study should be made of the experience of individual Member States in seeking to integrate the provision of general education and of

vocational training. But in the view of the Committee, an urgent need is for a critical review and assessment of data already available and of studies currently in progress, and for consideration of means by which new studies in the Member States can be better coordinated. It considers that such work might appropriately be carried out by the European Centre for the Development of Vocational Training, but it would urge that even if the centre itself, as a result of existing heavy commitments, is unable to undertake the work, some means should be found within the Commission to enable this to be carried forward.

Above all, the Committee has stressed throughout its Opinion the paramount need to coordinate policies on education, on training and on employment. In its view, the problems of transition from education to employment will be resolved only if, at every level - locally, regionally, nationally and at Community level - there is a single comprehensive policy embracing both education and employment. The Committee therefore attaches the highest importance to arrangements being made for a joint meeting to be convened between Community Ministers of Education and other Ministers responsible to discuss the problems of transition from education to work and to propose arrangements for formulating and carrying out at Community level common education and employment policies.

B. OPINION OF THE COMMITTEE ON THE PROPOSAL FOR A COUNCIL  
DIRECTIVE ON THE EDUCATION OF THE CHILDREN OF MIGRANT  
WORKERS (\*)

THE ECONOMIC AND SOCIAL COMMITTEE

- WHEREAS equality of opportunity in education is a fundamental principle of our society so that the children of migrant workers should enjoy precisely the same opportunities as the children of nationals;
- WHEREAS the children of migrant workers should receive additionally education and training which are directed to their own special situation, in particular their need to adapt to the language and culture of their host country and to maintain and develop their mother language and culture;
- WHEREAS the Treaty does not itself provide all the powers necessary to achieve these objectives and recourse is necessary to the provisions of Article 235;
- WHEREAS the Economic and Social Committee has always, in its past Opinions and Studies, shown its concern for the problems of migrant workers and their families and has supported all Community efforts towards equality of opportunity,

HAS ISSUED THE FOLLOWING OPINION :

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(\*) The European Communities' Economic and Social Committee chaired by Mr Basil de FERRANTI, approved this opinion at its 136th Plenary Session, which was held on 28 and 29 January 1976.

The preliminary work was done by the Section for Social Questions and the Rapporteur was Mr Albert Edward SLOMAN.

## Introduction

The legal basis for the Community's social policy is contained in a number of Articles of the Treaty of Rome, of which the following are of particular relevance to the problems of migrant workers and their families:

- Articles 48 and 49, providing for freedom of movement for Community workers;
- Article 50, concerning the exchange of young workers;
- Article 51, dealing with social security for migrant workers.

The freedom of movement of Community workers depends inevitably on equality of opportunity for those workers and for their families within the society in which they settle, and a recognition of their special problems.

The Committee has dealt with the education of migrant workers' children on several occasions in recent years. Apart from a number of Opinions on the social situation and on social trends in the Community, mention should be made of its Opinion of 29 November 1973 on the Social Action Programme (\*), its Opinion on Education in the European Community (\*\*) and its Opinion of 30 October 1975 on the Action Programme in Favour of Migrant Workers and their Families (\*\*\*). The Committee has already noted, in its Opinion on Education in the European Community (\*\*), that although Regulation 1612 is by right applicable only to nationals of Member States, the Social Action Programme is intended for all migrant workers. In the same Opinion the Committee "acknowledges the special responsibility of the Community to provide for

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(\*) OJ No. C 37 of 1 April 1974, page 30

(\*\*) OJ No. C 255 of 7 November 1975, page 9

(\*\*\*) OJ No. C 12 of 17 January 1976, page 4



the needs of migrants and their families from other Member States, but it particularly welcomes the concern of the Commission and of the Council of Ministers for all migrant workers whether nationals of Member States or not". This is important in view of the change which has taken place over the last few years in the nationality mix of the migrant labour force in the Community. The Committee has pointed out, in a recent Opinion on the Action Programme in Favour of Migrant Workers and their Families (\*), that migrant workers from non-member countries now account for approximately 70% of the total.

Article 12 of Regulation 1612/68 stipulates that the Member States shall encourage all efforts to enable the children of migrant workers to attend general education, apprenticeship and vocational training courses under the best possible conditions. In its Resolution of 21 January 1974, concerning a Social Action Programme, on which the Committee delivered an Opinion (\*\*), the Council included as one of its priority actions the need to improve the conditions for the free movement of workers. Among objectives which it specified was the following :

- To improve both the conditions of free movement within the Community of workers from Member States, including social security and the social infrastructure of the Member States, the latter being an essential condition for solving the specific problems of migrant workers and members of their families, with particular reference to problems of reception, housing, social services, training and education of children.

The Commission, in accordance with a request by the Council, forwarded to the Council on 18 December 1974 an Action Programme in favour of Migrant Workers and their Families (Doc. COM(74) 2250). This programme envisaged a number of measures concerning the education of migrant workers' children, including the following : the development in the Member States of reception and crash training

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(\*) OJ No. C 12 of 17 January 1976, page 4.

(\*\*) OJ No. C 37 of 1 April 1974, page 30.

classes to assist the migrant workers' children to settle into their new linguistic and educational environment; the inclusion of courses, during normal school hours, to enable these children to retain their original culture and mother tongue; the recruitment of teachers from the country of origin and suitable training for teachers responsible for the education of migrant workers' children. The Opinion of the Committee on the Action Programme in Favour of Migrant Workers and their Families was delivered during the 134th Plenary Session on 30 October 1975 (\*). An entire section of this Opinion (paragraphs 10.4.1. - 10.4.4.) dealt with the education of migrant workers' children, and with the action the Community should take in this area.

In March 1974, the Commission had presented to the Council its proposals for action in the field of education in "Education in the European Community" (\*\*). In this communication the Commission had outlined the programme of educational cooperation in three broad areas, one of these being the education of children of migrant workers. In a Resolution of the Ministers of Education, meeting within the Council, of 6 June 1974, a programme of cooperation in the field of education was initiated, and seven "priority spheres of action" were identified. The first of these was "better facilities for the education and training of nationals and the children of nationals of other Member States of the Communities and of non-member countries". In April 1975 the Committee adopted an Opinion on Education in the European Community covering the areas referred to by the Commission in its March 1974 communication and the priority spheres of action identified by the Ministers of Education in June 1974 (\*\*\*).

In a document (\*\*\*\*), the Commission submitted to the Council a proposal for a Directive on the education of the children of migrant workers, and it is this proposal on which the Committee now presents its Opinion. In doing so, the Committee confirms the suggestions made by the Committee on this subject in its Opinion on the Migrant Workers Action Programme.

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- (\*) OJ No. C 12 of 17 January 1976, page 4.  
(\*\*) OJ No. C 58 of 18 May 1974  
(\*\*\*) OJ No. C 255 of 7 November 1975, page 9  
(\*\*\*\*) OJ No. C 213 of 17 September 1975, page 2

General Comments

In its Opinion on "Education in the European Community" (\*), the Economic and Social Committee took a decision on the education of migrants and their families. Of central importance is the principle of real equality of opportunities, not only in respect of access to the different educational systems but also when studies are over. Reference has already been made to Regulation 1612 of 1968 providing for the abolition of discrimination based on nationality. The Committee regards it as absolutely essential. Urgent steps must be taken in all Member States to eliminate all discrimination against migrants. The education, to which the children of migrant workers have a right, should be in conformity with the rules, standards and general practice of the host countries. They should have the same access to all forms of education and training as the children of nationals, including nursery and pre-school facilities, they should receive equal treatment in the award of study grants and similar assistance and they should be admitted, on the same terms as other children, to extra-curricula activities. They should be subject to exactly the same laws on compulsory education as indigenous children. In addition, the education authorities, having established what teaching aids, books and other materials would be needed to facilitate the education of the migrant children, should do their utmost to see that they are provided.

The Committee fully recognizes the size of the problem. The various estimates which have appeared of the number of migrants' children of school age have pointed to a total figure of some 1,300,000. It must not be forgotten, however, that, large though this figure may be, it still does not include those children of pre-school age for whom education will need to be provided at the appropriate age. Although it acknowledges the difficulties inherent in compiling accurate statistics, in view of the constant fluctuations within the migrant communities,

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(\*) OJ No. C 255 of 7 November 1975, page 9.

the Committee considers it important that as much information as possible be assembled and then kept up to date on the size and nationality mix of the migrant populations of the member countries. The provision of such data is a prerequisite for the full understanding and evaluation of the problem of educating migrant children, especially as the burdens on the schooling and the needs for the supply and training of teachers for these children will clearly vary from country to country. The Committee notes, for example, that in Denmark, although there are relatively few migrants, they are representative of many different nationalities, imposing on a small country a substantial pedagogic problem. The Committee notes the particular problem of migrant children who are scattered in small numbers over Member States.

The process of moving to a completely new country is likely in itself to lead to difficulties within the family, which in turn can create social and psychological problems for the children involved. Such difficulties are exacerbated in those areas where "ghetto" situations have developed. Later in this Opinion the Committee will offer its views on ways by which the educational and linguistic difficulties encountered by the migrants might be eased. At this point it wishes to draw attention to the Council of Europe Resolution (70) 35 on the School Education of the Children of Migrant Workers, adopted on 27 November 1970 by the Council of Europe, which contains various recommendations, including one which lays down that the children of migrant workers should be educated without prejudicing the teaching of the indigenous children. Second, the Committee supports the view expressed by the Commission in its Action Programme in Favour of Migrant Workers and their Families (Doc. COM(74) 2250) and emphasizes again in its Opinion on this Action Programme (\*) that the current situation differs from that which obtained in earlier years.

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(\*) OJ No. C 12 of 17 January 1976, page 4.

The Committee would also like to make a number of specific proposals for action :

- First, it considers that the situation could be significantly improved if the migrant families, especially those from non-member countries, could receive appropriate preparation for their prospective new environment before emigrating;
- Second, it is concerned that a large proportion of migrant workers live in the "poorer" residential areas of large cities and some smaller towns. Urgent steps should be taken to prevent the development of the "ghetto" situation. The Committee is particularly concerned where such situations have led to the creation of schools which provide predominantly or exclusively for the education of migrant children. Such "special" schools are undesirable because they make the integration of migrant children with the host community so much more difficult. However, if such schools exist and as long as such schools have to exist, because they reflect the real situation in certain areas, they should receive additional help such as a reduction in the number of pupils, more qualified teachers and more money. Later in this Opinion, the Committee indicates its full support for reception and acclimatization courses for migrant children; and it recognizes that such special courses will necessarily be exclusive to those children for a period immediately following their arrival in the host country. But the Committee draws a clear distinction between these "special" courses which are necessary and "special" schools which are undesirable and should be phased out as quickly as possible;
- Third, the Committee is particularly anxious that the facilities which exist in the host countries for "pre-school" nursery education be open equally to migrant and indigenous children, and that these facilities be extended. In its view, equality of opportunity in education for the children of migrant workers depends upon substantial investment in nursery school education;

- Fourth, educational planning should take account of the statistics on the children of migrant workers, and financial provisions should be made to cover any particular educational facilities which have to be made for such children, particularly with regard to the supply of specialist teachers;
- Fifth, the education authorities of both host countries and countries of origin should be encouraged to cooperate on the education of the children of migrant workers. And, adequate arrangements should be made for the documentation and recording of the scholastic progress and achievements of the children;
- Sixth, far more effort should be put into the problem of mutual recognition of diplomas and certificates, taking account of the views of the Committee in its Opinion of 1974 on the Draft Council Resolution on guidelines for the mutual recognition of diplomas (\*) and more recently in its Opinion on Education in the European Community (\*\*) and on the Migrant Workers' Action Programme (\*\*\*);
- Seventh, a positive effort should be made to encourage the parents of migrant children to participate in the counselling and educational processes of the host country. The Committee believes that the contacts thus made will be to the mutual benefit of the teachers and social workers on the one hand and the children on the other. They should have the same rights of representation and participation as parents who are nationals of the host country;
- Eighth, arrangements should be made for the exchange of experience and information on the use of educational aids and methods. In this respect, the Committee proposed, in its recent Opinion on Education, and again in its Opinion on the Migrant Workers' Action Programme, that there should be an urgent and practical programme of research and of pilot schemes to include such matters as the practical difficulties of a bilingual and bicultural curriculum, the psychological problems involved,

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(\*) OJ No. C 116 of 30 September 1974, page 38.

(\*\*) OJ No. C 255 of 7 November 1975, page 9

(\*\*\*) OJ No. C 12 of 17 January 1976, page 4

including those related to non-attendance, the recruitment and training of specialized teachers and the availability of grants and other forms of help.

Specific comments on the Commission's proposal for a Council Directive

Article 1

The Committee has already made clear its adherence to the underlying aims and objectives of this Article. "There is the problem of the children of migrants whose educational programme should enable them to adapt to the language and culture of their host country, and at the same time, to maintain their native culture and language. They should be so educated, that is that they have the option either to settle into the new environment of their parents or to return to their own country with appropriate recognition of the education they have received" (Opinion of the Economic and Social Committee on Education in the European Community (\*)). The Committee therefore also welcomes the statement of the same principle embodied in the declaration adopted at Helsinki in August 1975 following the Conference on Security and Cooperation in Europe as one of the aims in view : "To ensure that the children of migrant workers established in the host country have access to the education usually given there, under the same conditions as the children of that country and, furthermore, to permit them to receive supplementary education in their own language, national culture, history and geography".

The Committee welcomes the fact that the definition of children of migrant workers includes children of nationals both of another Member State and of a non-member

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(\*) OJ No. C 255 of 7 November 1975, page 9

state. It goes without saying that the provisions of the Directive are fully applicable in the case of unemployed persons.

The Committee considers that the migrant children should be enabled, not only to maintain their linguistic and cultural links with their country of origin, but also to develop them. It therefore proposed that the first paragraph of Article 1 should be amended to read : "... links are maintained and developed between the children ...".

## Article 2

The Committee fully endorses the need to provide reception and acclimatization courses for the children of migrant workers, whether they are likely to settle permanently or to remain for only a short period. It recognizes that in many Member States such courses are already being provided, and that the experience already gained can be of value to other Member States.

The Committee regards it as particularly important that, by means of an accelerated course in the language of the host country, these children should be able to establish early communication and contact with the children of the host community. The Committee wishes to underline the need to follow up such "crash" courses with systematic and well-founded instruction in the language of the host country, especially for children who come from a quite different cultural background.

The Committee hopes that the reception arrangements may be seen as a two-way process : the hosts must themselves make every effort to become familiar with the background and family circumstances of the migrant children.

This, and subsequent Articles, are mandatory. But in at least some of the Member States, the United Kingdom for example, education is the responsibility not of the state but of the local authority, and the state



has no jurisdiction over the curricula of either schools or institutions of higher education. The Committee hopes that in such cases the authorities concerned, or the individual institutions where these are autonomous, will do all they can to implement the Article.

### Article 3

In its comments on Article 1, the Committee has confirmed its support for the principle that the educational programme for the children of migrant workers should include tuition in the language, civilization and culture of the country of origin. This is especially important for the children of migrant workers who wish to return, or have the option of returning, to their own country. But it must be recognized that a bicultural programme of this kind will require considerable effort on the part of migrant children, in particular those whose social environment is not satisfactory.

The Committee wishes to point out that the implementation of this Article will create serious problems for Member States where the total number of migrant children is very small and a wide range of nationalities is involved. In a given locality, for example, where there is a small number of migrant children representing several different nationalities, it will clearly be impracticable for the host country to apply all of these measures. The Article therefore needs to be so worded as to allow flexibility of interpretation. It is hoped that, when confronted with such difficulties, a Member State will seek solutions which take account of its particular circumstances while retaining the spirit of the Directive.

The Committee considers it important that tuition in the language, civilization and the culture of the country of origin should take place within school hours, particularly in view of the social background of many migrant families and often the poor housing conditions in which they live. In any case, outside school

hours, migrant children should be encouraged to engage in those leisure activities which constitute so important a part of the process of assimilation into the new environment.

The Committee recognizes that many migrant children will still have language difficulties after being placed in classes for native children. Remedial courses will be needed for these children and such courses should be provided free of charge.

The Committee also suggests that the courses which are provided for migrant children in their own language and culture should be available also to the indigenous children. But the Committee recognizes the practical problems of providing courses in a "second" language at the primary school level in those countries where foreign languages are not normally included in the curriculum before the secondary level of education.

#### Article 4

The Committee attaches very great importance to the need for adequate training of the teachers who will be responsible for courses for migrant children, and in particular for courses in the language of the host country, which must include specialist training in teaching the language as a foreign language. It also recognizes that for instruction in the language and culture of the country of origin of migrant children it may be necessary to make use of teachers from the migrants' own countries. But it is concerned that in some of these countries there is already a shortage of qualified teachers, whereas in some host countries there is a surplus of teachers. To ensure continuity in the education of migrant children, there is therefore a need for the closest liaison between the host country and the country of origin and cooperation must be built up between the host country teachers and the foreign teachers.

The Committee stresses that teachers from the migrants' own country, should be employed under the same

conditions of service as indigenous teachers in the host country. They must clearly be responsible to the authorities of the host country.

Article 5

Reference has already been made to the very special difficulties which some Member States will face in carrying out the Directive. The Committee therefore stresses the need on the one hand to act expeditiously and effectively to alleviate a serious and urgent problem, but on the other hand to recognize that the problems which are posed by the children of migrants call for very different solutions among individual Member States.

C. OPINION OF THE COMMITTEE ON MAIN MEASURES TO BE TAKEN  
TO HELP UNEMPLOYED YOUNG PEOPLE, WOMEN AND ELDERLY  
WORKERS AND WOMEN WISHING TO RESUME GAINFUL EMPLOYMENT  
(own-initiative opinion) (\*)

THE ECONOMIC AND SOCIAL COMMITTEE

WHEREAS the Treaty establishing the European Economic Community affirmed as one of its essential objectives the constant improvement of the living and working conditions of the people;

WHEREAS the "right to work" is a basic human right as expressed in the European Social Charter, the Universal Declaration of Human Rights and the United Nations Declaration on the Elimination of Discrimination against Women;

WHEREAS the Economic and Social Committee has consistently fought to improve living and working conditions and secure economic and social justice for all the people of the European Community without discrimination;

WHEREAS elderly workers, young people and women wishing to resume employment are particularly vulnerable in the present economic crisis, and whereas there is a serious risk that this state of affairs will persist unless adequate action is taken,

HAS ISSUED THE FOLLOWING OPINION :

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(\*) The European Communities' Economic and Social Committee chaired by Mr Basil de FERRANTI, approved this opinion at its 143rd Plenary Session, which was held on 24 and 25 November 1976.

The preliminary work was done by the Section for Social Questions and the Rapporteur was Mr J.F. CARROLL.

## Introduction

The worldwide employment crisis, which goes back as far as 1974, has not spared the Member States of the Community. The fact that there are 5 million jobless in the Community has brought considerable social, human and economic stresses (\*).

In actual fact, unemployment figures are probably considerably higher than those given above. One reason for this is that, as yet, the compilation of statistics on unemployment has not been standardized. As a result, it is not improbable that in some States only persons in receipt of benefits are counted as unemployed, whilst in others all persons registering with official agencies as job-seekers are included in unemployment statistics. It might be helpful to indicate both the percentage of men and women registered with social security schemes and the percentage of men and women receiving unemployment benefits. Hidden employment exists, in particular, in the case of those categories of jobless whose situation this Opinion sets out to investigate and for which it seeks to propose specific measures. Women who devote their entire lives to looking after relatives in need of care and attention are a case in point. They have every reason to criticize a society which does not regard them as being gainfully employed. The many women who spend all their lives looking after an aged parent (310,000 in the United Kingdom) and the problems they face financially as well as emotionally should not be ignored.

It should be pointed out at the outset, that this Opinion will deal with the need for short-term action in order to assist those categories - elderly workers, young people and women - who are particularly vulnerable

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(\* ) See figures given in Appendices.

in the present crisis. Short-term measures can, however, only be of value if they are combined with long-term measures. References must, therefore, be made to long-term measures also.

There are national schemes to cushion the effect of unemployment on income. These vary a great deal from one Member State to the next, ranging from insurance benefits which can even approach the previous net income to welfare payments which are only granted on less favourable terms.

Although generally speaking unemployment benefit schemes have been improved in recent years, all such financial assistance to the unemployed entails, in varying degrees, depending on the national scheme involved, a reduction in income. As the period of unemployment continues, entitlement to such benefits may decrease or disappear altogether. As a result, many jobless persons are, after a certain time, compelled to live at near subsistence level.

Sustained high levels of unemployment signify loss of economic potential. In an ever-faster changing world in which the pace of scientific and technological progress is constantly increasing, even unemployed skilled workers find it hard to keep abreast of new developments. As a result, if, as is quite possible, there should again be a manpower shortage, the skills required would be unavailable, either for the reason given above or because of a failure to provide appropriate training.

Furthermore, unemployment deprives people of a great deal of personal and social fulfilment. Work must be recognized as a basis of self-esteem and human dignity. This puts the European Community under a particularly

pressing obligation to create the bases for implementing the right to work as laid down in the European Social Charter and provided for, in fundamental terms, in the Treaties of Rome (\*).

At issue is the question of equity in employment and goals which should be in reach of all residents of the European Community - men, women, the healthy and the physically or mentally handicapped - i.e. access to labour market, the ability to find and keep jobs and earn

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(\* ) The right to work is affirmed for example :

1. In the European Social Charter

Article 1 - The right to work

With a view to ensuring the effective exercise of the right to work, the Contracting Parties undertake:

- 1) To accept as one of their primary aims and responsibilities the achievement and maintenance of as high and stable a level of employment as possible, with a view to the attainment of full employment;
- 2) To protect effectively the right of the worker to earn his living in an occupation freely entered upon;
- 3) To establish or maintain free employment services for all workers;
- 4) To provide or promote appropriate vocational guidance, training and rehabilitation.

2. In the UN Declaration on the Elimination of Discrimination against Women :

Article 10

1. All appropriate measures shall be taken to ensure to women, married or unmarried, equal rights with men in the field of economic and social life, and in particular :

- a) The right without discrimination on grounds of marital status or any other grounds, to receive vocational training, to work, to free choice of profession and employment and to professional and vocational advancement.

decent incomes; and the potential to pursue a self-fulfilling career path. The achievement of these goals can often pose insurmountable problems; this is especially true for young people, women and elderly workers, but it also applies to migrant workers, persons who are socially or geographically remote from the mainstream of economic activity, and to the physically or mentally handicapped (\*).

#### General Comments

In the light of the above, figures for unemployment amongst young persons, women and the elderly are particularly alarming. Unemployment among these groups should always be considered in the context of overall unemployment.

Measures of a general nature, such as job creation, reductions in the number of people at work and sharing of the available work among more workers, almost automatically affect these groups too. In this connection, reference should be made to a number of ideas, some of which have been discussed earlier by the Committee, though they did not receive unanimous approval. These ideas, which have not yet all been acted upon, are as follows :

#### Reduction in the Number of People at Work

- early retirement,
- raising of the school-leaving age.

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(\*) Statistics on youth unemployment, female unemployment and unemployment amongst elderly workers are given after the conclusions.



Sharing of Available Work among more Workers

- shorter working week,
- longer holidays,
- longer leave for workers for training and further training,
- restriction of excess working (e.g. persons holding two full-time jobs, overtime).

But it must be pointed out that "active" measures to create jobs are more important than the above-mentioned measures : Job creation schemes do not necessarily always cost more than it does to pay the workers concerned unemployment benefit. The costs involved may vary considerably from country to country, but it is important to bear in mind that once they are given work, previously unemployed workers start paying taxes and national insurance contributions. Thus it is not only a social gain, but also a gain for the exchequer when a person is moved from the unemployment queue into paid work.

Active measures are being taken in most of the Member States, under different administrative and financial arrangements. The following examples can serve as illustrations :

- In the Federal Republic of Germany, some 80,000 jobless were given work at a cost of DM 1,629,000 in 1975 and 1976. The money was chiefly spent on public civil engineering and building contracts. The indirect effect of this on employment is estimated to be as follows : every 100 primary jobs created lead to another 50 vacancies as a result of a multiplier effect. In this way, measures to create jobs stimulate the company. In Germany, per capita expenditure on the unemployed average DM 16,000 to DM 17,000 per worker, per annum. This compares with the DM 20,000 or thereabouts per person that was spent on the job creation schemes.

- A community industry scheme and job creation programme exists in the United Kingdom. The former was initiated in 1974 and subsequently expanded to put hard-to-employ young people to work on projects of social or environmental value. The Manpower Services Commission has been allocated £70 million for a Job Creation Programme which supports the projects submitted by local authorities and voluntary bodies.
- The Netherlands has a temporary programme to provide employment in government service for people under 45 who have been out of work for six months or more, and for people over 45, even if they have been unemployed for less than four months.
- The Italian Trade Unions plan to establish an investment fund to combat structural and regional unemployment. This venture would be jointly funded by employers, workers and the State.
- In France, the Decree of 14 April 1976 brought a major change in the esteem of regional development aids which hitherto have been linked to investment. To provide more incentive for the creation of jobs, the regional development grants for industrial firms are henceforth to be proportionate to the number of new jobs provided and may vary depending on the area and the type of jobs concerned (extension of plants or setting up of new plants). The locational grants awarded to certain service sectors have also been geared exclusively to the number of new jobs provided.

Some Member States have special schemes to relieve unemployment among young people. However, to our knowledge no Member State has a specific programme to relieve unemployment among Women or elderly workers, though Denmark and the Netherlands have made tentative steps towards this.

As regards initiatives at Community level, the following should be mentioned :

Involvement of the European Social Fund

Aid was granted under Article 4 of the European Social Fund for the training or retraining of young people under 25 with priority for those seeking employment for the first time. The decision became operative in August 1975 and the Commission was able to approve assistance for such schemes totalling over 40 million u.a. by the end of the year (\*). A further 66 million u.a. have been budgeted for 1976.

Implementation of the Social Action Programme

A number of measures relating to women, young people and elderly workers are recommended which also include proposals for better labour market functioning, work environment improvements and flexibility of working life.

Work being pursued by the Standing Committee on Employment

Community Action, such as recommendations for the institution of training schemes, is being planned in the field of youth employment in cooperation with the Commission, the Social Partners and the Advisory Committee for Vocational Training.

Work by the Advisory Committee for Vocational Training

A working party has been set up to study questions of apprentice training.

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(\*) 22 July 1975 - OJ No. L 199 of 30 July 1975.

Adoption of a Directive on Implementation of the Principle of Equality of Treatment between Male and Female Workers

Discriminations are to be removed in the area of existing employment, vocational training, promotion and working conditions.

Council Directive on the Approximation of the Laws of the Member States relating to Collective Redundancies

The laws governing large-scale redundancies can preserve jobs in the short or the longer term and thus affect the unemployment situation.

Seminar organized by the Commission in November 1975 on Vocational Guidance and Training for Women Workers

Expected Recommendation as regards Vocational Training and Vocational Guidance for Women

Expected Recommendation on Vocational Training Measures for Unemployed Young People (Draft Commission Recommendation on Vocational Preparation for Young People who are Unemployed or Threatened by Unemployment - COM (76) 1207/3).

The Education Committee's forthcoming conclusions on the Preparation for Working Life and for Transition from Education to Work

Establishment of a European Centre for the Development of Vocational Training in Berlin

Tripartite Conferences, at which there has been a wide-ranging exchange of views between the Governments, the Commission and the two sides of industry on the economic and social situation of the Community.

Specific Comments

Unemployment amongst Young People

Unemployment is especially serious among the Community's young people, with many Member States showing above-average unemployment levels for this group. In many Member States young people who fail to find a job or training place after finishing their schooling are not entitled to financial assistance. Consequently, it is not improbable that jobless young people will not be included in the unemployment statistics. Unemployment among girls is even higher than among boys. Note : For example, in Germany the percentages of young people up to the age of 25 among the total unemployed of each sex were as follows :

	<u>Female</u>	<u>Male</u>
May 1975	27.6 %	23.1 %
May 1976	28.3 %	22.2 %

(Source : "Bundesanstalt für Arbeit" - Institut fédéral du travail)

Unemployment among young people is due to two factors : there are not enough training places for school-leavers, and there are not enough jobs for school-leavers or young people who have finished training. (Note : There are some considerable differences in the way the various Member States tackle this matter. In Belgium school-leavers are regarded as having received sufficient vocational training to make apprenticeships unnecessary, whereas German school-leavers normally undergo apprenticeships).

Because of the shortage of places in training centres, admission requirements are becoming more and more selective and demanding. For example, in Germany "Abitur" (GCE A-Level) is now often required where the "mittlere Reife" (intermediate school certificate) used to be enough,

and the "mittlere Reife" (intermediate school certificate) where only the "Hauptschulabschluss" (elementary school certificate) used to be required.

The result of this trend is that by no means all boys and girls who have completed elementary school receive vocational training, and those with a learning disability or other handicap look in vain for training.

Disadvantaged young people of this type are entering the market for unskilled and semi-skilled jobs, and are thus deprived of any chance of career development right from the beginning of their working lives. Since the bulk of unemployed are unskilled or semi-skilled and since these types of jobs are the most likely to disappear as a result of technological progress, the present generation of unemployed young people without any training is likely to form a core of unemployment in the future, with all the problems this brings for the individuals concerned and for society. The European Community and the Member States have in this area a special task in framing a policy to integrate young people and in waging a campaign to exploit the capacity of young people to the full and give them confidence in their own future. Unfortunately, there are still too few people who are prepared to condemn a social, economic and cultural climate in which young people do not participate fully in development. Protests about vandalism, juvenile delinquency and alleged immoral behaviour by some young people are no substitute for speaking out against the underlying climate.

It should also be pointed out that in a recent enquiry of the Belgian National Labour Office among the young unemployed in Belgium, the jobless youth replied that they resented their situation. They considered that, apart from the boredom, unemployment prejudiced their future development. The younger among the unemployed felt

that they were losing the knowledge they had gained in school or any limited training which they had received prior to being on the dole. In a study produced by the Council of Europe (\*) reference was made to the proportion of young people who expressed a total lack of interest in their future careers, after they had been unemployed for a certain length of time. Partly, the blame for the development of this attitude was attached to modern means of communication through the exaggeration of the allegedly interesting lives led by rich individuals compared with the drabness of the so-called ordinary lives. The contrasts appear to be so great that some young people no longer feel that it is worthwhile making the effort to be wholly absorbed in an occupation. Furthermore, research in France has shown that there is a tendency for young unemployed persons to withdraw within themselves, lose their friends and their ability to make and keep normal social contacts. The fact that high unemployment among young people can also lead to mounting social tensions should be faced as well.

A new phenomenon has also emerged in that some young people with degrees also find themselves jobless or often condemned to elementary tasks. Graduates can no longer count on finding a job commensurate with their qualifications.

Most Member States are devoting particular attention to unemployment among young people, and are making increasing efforts on their behalf.

The following examples illustrate what is being done by the Member States. It should be noted, however, that the Economic and Social Committee was unable to study the details of the operation of the schemes listed or of the effects they are having.

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(\*) "Unemployment among Young People and its Social Aspects" - Council of Europe, Strasbourg 1972.

### Ireland

In Ireland, after a brief period of instruction in a vocational training centre, young people are being put to work on community projects - doing up old people's homes, improving public parks, building children's playgrounds and so on. Something like 800 young people will be employed on schemes of this kind in 1976 at a total cost to the public of £450,000.

### Federal Republic of Germany

Employers who take on young people who have been unemployed for at least one month receive a subsidy equal to 60% of the standard wage rate or training allowance for six months.

Young people who cannot find a job or a training place in their own area receive a mobility grant of up to DM 700 if they take a job or apprenticeship elsewhere.

There are also some experiments concerning job training courses for young people who, because of learning disabilities, cannot cope with the theoretical part of existing training courses.

The Federal Agency for Labour is also providing job preparation courses for school leavers, and young people with less than one year's working experience. They are designed to help the young people to decide what they want to do, thus making up for a shortage of career information; or to prepare young people for work who are probably not capable of following a vocational training course. Young people taking part in a training scheme receive a maintenance allowance.



### United Kingdom

An emergency package to help to reduce the young unemployed is being considered now by the Government. It is to include special training courses for 10,000 young people and £55 million on apprenticeship training. Critics have been declaring that it is no good taking up apprenticeship if the job is not going to be there at the end of the apprenticeship.

The United Kingdom provides a recruitment subsidy to encourage employers to give preference to young people who have recently left school.

Under a recently instituted £70 million job creation programme, the UK Manpower Services Commission provides jobs of social value for the unemployed, particularly young people.

### France

A series of measures has been taken to improve social security for young job-seekers. Young people who have obtained certificates of general education, technical diplomas or degrees are eligible for unemployment benefit if after a certain time they are still wholly unemployed. They are also covered free of charge for other social security benefits as soon as they register at the National Employment Office.

Employment of young people is encouraged by a job creation grants scheme (upwards of 30,000 new jobs have been generated by the scheme in craft occupations) and through vocational training schemes (traineeships leading to a qualification). Apprenticeships have also been considerably expanded.

A Decree of 4 June 1975 instituted the Training-Job Contract whereby an employer taking on a young person under an employment contract receives a grant for the training he gives. This training can range between 120 and 500 hours in the case of a six-month contract or between 500 and 1,200 hours in the case of a contract of at least a year.

### Denmark

Schools for semi-skilled workers (especially for the young) are being expanded to increase job options in the future.

### Italy

In its legislative programme presented to Parliament in July, the Italian Government attached high priority to the problem of unemployment among young people. It will very shortly be bringing before Parliament a bill containing a package of measures to reduce unemployment in general and that among young people in particular.

Three related bills were brought before Parliament in July and September. They seek to :

- a) set up a National Youth Employment Fund out of which grants for combined practical and theoretical training courses would be awarded by the regional authorities;
- b) provide incentives for firms to take on workers : firms which take on workers for an initial period and keep them on after that would be remitted in a decreasing proportion of their social security contributions for the workers (75% in the first year, 50% in the second and 25% in the third);
- c) draft extra resources into the Unemployment Fund to finance regional schemes providing unemployed young people with special temporary jobs in community service and other projects, coupled with attendance of vocational training courses (four hours work and four hours training).

### Belgium

Under a collective agreement signed in 1975, newly-engaged workers, particularly young people, can familiarize themselves with the firms concerned, its organization and activities.

Also, firms are being encouraged to take on trainees, and special payments are made to firms taking on trainees either voluntarily or in pursuance of legal requirements.

The Government aims to find 20,000 jobs for unemployed in the public services, which will also benefit young people. Centres for unemployed young people have been set up in various regions. Short training courses have been arranged. Paid leave is granted to enable workers to attend training courses and grants are also available for educational courses of a more general nature.

### The Netherlands

Measures being taken in the Netherlands include :

- A scheme to provide employment for young people for a year in social and cultural work;
- Grants for employers of young people who are subject to compulsory part-time education;
- Grants for employers who employ many young people receiving the young people's minimum wage.

### Recommendations

#### Community action

- The expected recommendation on vocational training measures for young people should be discussed and adopted soon. The Economic and Social Committee thinks it could make a positive impact on the situation. It would be desirable for this recommendation to provide for concrete measures such as experimental training programmes which take account of the present state of affairs and the resulting new requirements. Such programmes should - precisely because of their experimental character - be carried out rapidly and to this end should be entrusted to the educational centres already operating in the various countries.
- This documentation should also give indications which could be of concrete help in promoting the system of

spells of practical training in plants of various sizes and belonging to various industries. Such spells of practical training should take place during (and not after) the period of training in order to maintain the indispensable link between training and work, and also, through the alternation of spells of practical training and training in school, to make it possible for the trainee to subject the experience he gains during practical training to critical examination.

- Apprenticeships in their various forms must continue to play a key role in vocational training and the employment of young people. They are taking on more and more the character of "experience serving as an introduction to the world of work".

It seems appropriate, therefore that this means of training should be placed on as broad a basis as possible and extended to more and more categories for which it is suitable. This applies in particular to young people of both sexes coming from technical colleges and universities.

In addition, consideration should be given to means of encouragement to overcome a certain measure of resistance of industry.

These aspects could be included in the recommendation referred to in the first indent above, or could form the subject of an ad hoc proposal.

- The European Communities' Education Committee is currently examining the difficulties young people have in the transition from school to working life. The Education Committee's findings should be published as soon as possible.
- Where the Regional Development Fund provides funds for enlarging or reorganizing existing plants or setting up new plants, and where such aided schemes involve an increase in the number of employees or recruitment, then the aid in question should be conditional on a percentage of the new jobs being given to young people up to the age of 25. There is a precedent for this in Article 56 of the ECSC Treaty.

- The European Centre for the Development of Vocational Training should analyze the problem of unemployment among young people and make concrete suggestions for improving the vocational training and career opportunities of young people to the fullest possible extent.
- It would be desirable for the EEC Social Fund to give aid to vocational training centres in the Member States.

Consideration should be given by the Community to accrediting these centres within certain defined requirements regarding their structure and activities. Consideration should also be given to entrusting the centres with training programmes in connection with specific requirements and with specific studies on unemployment in the population groups they have to deal with.

The European Centre for the Development of Vocational Training could possibly be appointed as the coordinator between these centres (in connection with, among other things, the preparation of career briefs and uniform training material for the various Member States).

At present, the Social Fund only makes grants (30% to 50% maximum) in respect of specific programmes (experiments and studies).

- The desired improvement in vocational guidance activities can only be achieved if professional guidance specialists are trained. The EEC Social Fund could be given the task of seeing to the training of such specialists, possibly using the above-mentioned centres. Consideration should be given by the Commission to making available to all employees simple guides on the European Social Fund.

Action by the Member States

Improvement of Information about Careers and Employment Prospects

- Intensification of vocational guidance before the end of formal education, cooperation between schools, employment offices, employers and study advice centres (to be set up or, if they exist already, expanded), and development of youth advisory services within employment offices.
- Foundation (or expansion, as the case may be) of careers research institutes, and utilization of their research findings.
- Publicity campaigns about the guidance and assistance facilities available for young people, particularly unemployed young people (fuller notification of vacancies, establishment of "job banks", creation of information markets with the assistance of various youth organizations).
- Information courses for young people who have particular difficulties in starting or resuming work (courses enabling young people to acquire a better knowledge of the labour market and of the status they will have and the conditions they should expect in their future jobs, bearing in mind the type of training they have received and the standard they have reached. These courses could be closely linked to the work carried out by social workers and careers guidance teachers). Young people should be encouraged to improve their standard of training in order to increase the number of jobs open to them.
- Establishment of colleges for vocational guidance counsellors. These could perhaps be attached to the (existing or Community-accredited) vocational training centres in the various Member States.

### Creation of Jobs and Training Places

- Basic training courses for young people who want to enter training but cannot yet find a place.
- Basic training courses for youngsters not intending to enter training to give them a basic knowledge which will make it easier for them to fit into working life.
- Special courses to help young people with learning difficulties, with physical and mental handicaps (designed with more regard for their special needs).
- General preparation for work during the last two years at school and/or introduction of a voluntary extra job preparation year in school where insufficient places are available in vocational training institutions.
- Granting of direct or indirect subsidies to employers who provide additional jobs or training places for unemployed young people.
- Assistance for young people who have to take a job or apprenticeship outside their own area.

### Social Measures

- Making young people eligible for unemployment benefits, irrespective of whether they have worked on condition that they agree to follow complementary training courses organized for them.
- Financial assistance for persons seeking work away from home, resettlement allowances.
- Financial support for hostels housing young people unable to obtain a training place or find a suitable job in their local area.
- Reception services in areas which have a large influx of young migrants.

- Youth centres and workrooms where young people can pursue cultural or social activities, handicrafts, etc., in their spare time.

#### Unemployment amongst women

The percentage of women amongst the total unemployed is very high, but it varies from one Member State to another, partly as a result of their different arrangements for unemployment.

In addition many women are in fact unemployed, although they are not represented in the official figures. In several Member States, as for example in Ireland, unemployment figures are calculated on the number of workers who are claiming unemployment benefits, rather than on the number who are seeking work. Last year, in the Federal Republic of Germany alone, almost 250,000 women were not included in the unemployment figures as they were no longer entitled to unemployment benefit; they considered it furthermore futile to register as a job-seeker with a labour exchange because there were no jobs. (Note : Throughout Europe, married women are wanting to return to work in increasing numbers and in all but three Member States married women make up 50% or more of the female labour force).

Many women drop out of the labour market, either of their own free will or otherwise, when they enter into family responsibilities or when they lose their job (\*). There is a danger that the habitual preference for preserving men's jobs could grow stronger in the Community countries, since statistics show that women continue to be regarded as a pool of casual

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(\*) Home-based industries are an important factor in Italy. The economic, social and commercial implications of this form of industry require study.



labour. This is particularly so in the case of jobs in which men and women are to be found. In such cases women are often the first to lose their jobs.

The precarious position of women in the labour force is further aggravated by the fact that more and more women want to find a job. This is because, to an ever increasing extent, they are coming to regard employment as a stimulation and a means of personal development. Thus, they are reluctant to stop work on a permanent or temporary basis, when they marry or have a child. They are beginning to question their position in the labour market and why they should be restricted to a narrow range of occupations (\*).

Women seeking jobs find that their chances are limited, not only by the situation on the labour market in general but also by the so-called dual labour market existing in the Community. Men have access to far more jobs in this market than do women. This dual labour market should be abolished wherever possible as it prevents women from using their abilities. In this

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(\* ) The fact that many women have problems of adjustment upon making a decision to re-enter work should not be ignored. Many suffer from guilt feelings at "abandoning" their families; (see item 2.1.2. of the Committee's Opinion on the Economic and Social Situation of the Woman in the European Community, published in OJ No. 131 of 12 June 1976). Other women feel inadequate about their ability as a whole. Some have lost old skills and are out of touch with new developments in their past vocation (see item 2.4.5. of the above Opinion).

context, reference may be made to experiences gained particularly in the two world wars, when large numbers of women were employed in what was hitherto only men's work, notably in engineering. Although women's ability to train for and perform such jobs was proved beyond doubt, after the two wars the traditional views of women's role in the labour market once again came to the fore.

For the abovementioned reasons women's employment is still concentrated in certain industries, particularly those for which only slight training is required. Consequently, women are hardest hit by any fall-off in employment in these industries.

Statistics indicate that, in the majority of cases, unemployment amongst women has increased proportionately more than unemployment amongst men (see Tables 3 and 4 appended to this document). The improvements in the employment situation in the past benefited primarily the male labour force and it is therefore the structural aspect of female unemployment which needs to be reviewed. Statistics indicate that the level of unemployment amongst women is disproportionately high. In most of the Member States unemployment amongst women is growing at a faster rate than unemployment amongst men. In the Federal Republic of Germany the unemployment figures for women are actually increasing while figures for men are showing a decrease. Between May 1975 and May 1976 the figures for men dropped by 15.7%, whilst those for women increased by 6.9%. In Belgium the number of women unemployed has gone up by 15.1% in 1976 and the number of men unemployed by 5.1%.

Unemployed women have less chance of finding a job than unemployed men. There are many reasons for this :

- There is no doubting the numerical importance of women to the economy. There is, however, prejudice against women on the grounds that they do not commit themselves

fully to paid employment because they are wives and mothers or potential wives and mothers. This misjudgement greatly hinders women's chances of finding work in periods of economic crisis.

- The majority of vacancies are for skilled workers. But, in general, the percentage of women who are unskilled or semi-skilled is far greater than that of men.
- Women are usually mistakenly regarded as providing the family with supplementary income which is not absolutely essential. Because of this, the moral obligation of offering them new jobs is not regarded as very important.
- Women are also usually mistakenly regarded as having less right than men to compensation for loss of earnings from public authorities. Finding a job for an unemployed man, therefore, often brings a greater apparent saving than a job for an unemployed women.
- Women's chances of finding jobs and the general conditions under which they can take on jobs depend on the composition of their families and on the child-minding facilities available in their area.
- Because of the family responsibilities traditionally allotted to them, women find that their mobility is limited, one result being that they are often unable to take jobs in another town. Particularly restricting is the fact that child-minding facilities (crèches, nurseries, kindergartens and day centres) are not provided in sufficient numbers in any of the Member States (\*).

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(\*) Reference should be made to the Committee's Opinion on Equality of Treatment between Men and Women Workers. Item 10 of this Opinion points to the need for a change in the family duties traditionally allotted to men and women. It also calls for a rethinking of the roles of men and women (see OJ No. C 286 of 15 December 1975).

The fact that so many women are unemployed in the Community has also so far had little actual impact on public opinion. The idea that women provide a reserve of labour is still deeply entrenched. This is most clearly illustrated by the fact that equality is far from being achieved in certain Member States, whilst the social legislation of other Member States contains gross violations of the principle of equal rights for men and women in the provisions governing unemployment benefits for women. (As an example, in Ireland a man is entitled to £9.40 per week (flat rate unemployment benefit) whereas a married women is entitled to only £8.20 per week. Females under 16 years of age are ineligible for unemployment assistance. Eligibility only begins when the female concerned has paid 52 weekly social welfare insurance contributions. Boys do not have to fulfil this requirement in order to qualify for unemployment assistance).

The firmly-entrenched concept of the specific role of women workers, namely to provide a reserve of labour and a supplementary source of income for the family budget, has undoubtedly contributed to the fact that at present no Member State has introduced special programmes designed to find jobs for unemployed women.

This means that Community action in favour of women merits special attention, although this will only have an indirect effect as far as female unemployment is concerned.

The following paragraphs list the measures taken in the past (when the economic situation was less critical) by the Member States for the re-entry of women to the labour market.

#### Denmark

The Danish Ministry of Labour has been assisted by a specially appointed counsellor for women's occupations, but there has been no special legislation with regard to women.

The Ministry of Labour has established vocational guidance courses of two weeks duration to provide women with information about available jobs and to provide an opportunity for discussion days in each week in places of work, in offices, industry or shops. An OECD study (\*) revealed that 50% of the women who attended the first 15 vocational guidance courses took a job immediately upon completion of the course, about 70% of them on a part-time basis.

### France

In France, a private college (receiving financial support from the Ministry of Labour) has been running a nine-months part-time course including evening study for older women. The average age of students has been 34 and the courses cover subjects for women seeking to enter administrative grades of public and private enterprises.

The professional association for adult training is trying to make vocational training available to greater numbers of women, giving priority to widows who wish to resume employment.

### Federal Republic of Germany

A special section of the Federal Institute of Labour is working with women who wish to re-enter the labour market.

Several types of training courses have been available, including on-the-job training, refresher courses and training to upgrade skills. A survey made at the end of June 1976 of the numbers of women taking

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(\*) Organization for Economic Cooperation and Development, BN Seear "Re-entry of Women to the Labour Market", Paris 1971.

advantage of vocational advancement schemes organized by the Federal Institute of Labour showed that only 34,519 of the total 148,666 participants were women.

One of the reasons for the lack of participation of women in training is the limited number of occupations for which training is offered. There is still no conscious attempt to train women for jobs which traditionally belong to men (\*).

### Belgium

The National Employment Office in Belgium has organized many vocational training courses, some of which have been devoted exclusively to "women's" jobs whilst others were open to both men and women.

### Italy

Various training courses are organized on a regional basis and are open to qualified persons of either sex.

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(\*) Trainees in other Institute programmes earn approximately 80% of wages in training. Before 1974 this type of benefit was not available to married women wishing to re-enter employment; the programme was intended for workers who had recently been made redundant. A new amendment in the eligibility requirements provides for "housework" to qualify as a "job". Married women returning to work are therefore eligible for admission to these programmes on the same basis as other workers.

Source : Vocational Training Bulletin - Commission of the European Communities  
No. 2/3 September 1975.

### The Netherlands

In the Netherlands the regional employment authorities were asked to submit to the Government special schemes to promote the employment of women :

- the temporary jobs scheme also applies to part-time workers and women wishing to re-enter employment;
- wage supplement schemes and wage subsidy schemes.

### European countries outside the EEC :

Experiences acquired in other European countries outside the EEC could also usefully be considered. The measures taken in Sweden are therefore described in Appendix II. This information comes from semi-official publications.

### Recommendations

It should be noted that many suggestions for relieving unemployment among young people also apply to female unemployment, because jobless young people include many girls, who of course also fall into the "unemployed female" category. When measures are being taken to reduce unemployment amongst women and to ensure equal treatment of men and women, one of the major points to be considered is the need to place men and women on an equal footing in respect of their cost to the employer. The Community and the Member States must endeavour to bring about an improvement in the attitude of employers towards employing women, by ensuring that employing women does not involve the employer in extra costs because of the special career pattern of women (\*).

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(\*) See the Committee's Opinion on Equality of Treatment between Men and Women Workers (OJ No. C 286 of 15 December 1975, page 12).

Community measures

- The Commission intends to submit in 1976 recommendations aimed at encouraging the development of further practical vocational training for women and intends to propose measures to eliminate discriminatory treatment of women in the social security sector. These recommendations will also deal with discriminatory rules in employment insurance schemes;
- Community aid to vocational training centres to enable them to offer special courses for women to prepare them for their working lives or a resumption of work;
- The European Centre for the Development of Vocational Training should analyze the problem of female unemployment and make concrete suggestions for improving the vocational training and career opportunities of women to the fullest possible extent;
- Where the Regional Development Fund provides funds for enlarging or reorganizing existing plants or setting up new plants, and where such aided schemes involve an increase in the number of employees or recruitment, then the aid in question should be conditional on a percentage of the new jobs being given to women. There is a precedent for this in Article 56 of the ECSC Treaty.

Action by the Member States (\*)

Improvement of information about careers and career prospects

- Publicity campaigns linked to guidance and counselling to help women into new occupations and levels of

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(\*) Many of the ideas proposed for the young unemployed are also suitable for unemployed women. Preferential treatment should be given to disadvantaged groups.



responsibility (affirmative action; widening of the range of employment opportunities for women);

- Cooperation between schools, employment offices and employers, in order to make girls still attending school aware of job possibilities (other than traditional female jobs);
- Introduction of co-education or, at least, similar curricula and timetables for boys and girls;
- Special Women's Services within Employment and Vocational Guidance Offices (individual guidance);
- Vocational guidance classes and information courses via media to fit a housewife's timetable (educational, television, open university);
- Information visits to give women the opportunity to see various jobs being carried out in industries or firms. Where necessary those taking part in such visits would have to have their travel expenses and any loss of income reimbursed from public funds.
- Work Manual for Women which would describe to them the ways in which to re-enter the job market and the non-traditional job sources available (it could contain lists of career counselling services, occupational organizations, governmental services, women's centres and educational opportunities available to them).

#### Creation of Jobs and Training Places

- Organization and/or extension of refresher courses (possibly in the form of correspondence courses) and short-term training courses for women wishing to return to work.

- Granting of subsidies to employers who provide jobs or training places for unemployed women;
- Provision of continuous training courses for women throughout the year with the possibility of familiarizing women with several jobs, particularly those not normally regarded as women's jobs;

Social measures

- Increase of child-care facilities for women with family responsibilities seeking access to vocational training and employment (in times of economic stress, public investment for the care of children tends to be reduced without regard to the consequences for women in employment);
- Principle of equal training grants for men and women;
- Provision of advice on psychological and social problems in employment offices and firms employing women re-entering the labour market;
- Full equality in unemployment insurance schemes and in treatment by employment offices;
- Measures to make workers better able to fulfil their family responsibilities :
  - a) part-time and temporary work which does not involve discrimination in pay or in social guarantees;
  - b) adoption of flexible and variable working hours whenever the work organization allows;

- c) as a matter of priority, shortening of the working day and the working week as part of a planned reduction in working hours (\*);
- Provision of maternity and paternity leave and special leave when children are very young;
  - Measures to ensure that there is no discrimination as regards the actual labour costs to be met by employers in respect of men and women.

#### Unemployment amongst Elderly Workers

It should first of all be pointed out that, given the present economic situation and economic structures, measures taken or to be taken to relieve unemployment amongst young people may often have a prejudicial effect on measures to help unemployed elderly workers. As far as possible, therefore, measures should be taken in fields where there is either no clash of interests or only a slight clash of interests between these two groups. Alternatively, measures may be taken which help both groups (e.g. giving young workers the opportunity to benefit from the vocational experience of elderly workers).

The figures on unemployment amongst elderly workers are the least informative. One of the main reasons for this is that the term "elderly worker" is defined in many different ways.

Occupational qualifications undoubtedly determine to a considerable extent whether unemployed workers aged between 40 and 50 are offered new jobs. Workers who received good vocational training when they were young stand a much better chance of finding a new job. This holds true in spite of the fact that technical

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(\* ) See the Committee's Opinion on Equality of Treatment of Men and Women Workers (OJ No. C 286 of 15 December 1975).

changes may greatly affect jobs and bring new requirements. The need for learning to be recognized as a life-long process should be repeatedly stressed so that this recognition does not come too late, as may unfortunately happen in the case of unemployed elderly workers.

There is also a lack of information, particularly for elderly workers, about which abilities and skills should be further cultivated or acquired in order to equip a person for the ups and down of working life.

Furthermore, there is also an insufficient range of continuous service training courses, and workers are not sufficiently encouraged to attend such training courses.

Elderly workers sometimes underestimate the risk of losing their jobs. This is because they are aware of the efforts being made by the legislature and the trade unions to bring about better protection against dismissal and to have extensive social security provisions for those who are dismissed. Such arrangements are, however, far from being general.

In many fields it is also evident that employers tend to give jobs to younger and possibly better qualified workers, particularly where jobs and job requirements are changing. Even when such changes do not result in dismissals, they often involve the downgrading of jobs or early retirement. Both of these measures hit elderly workers very hard, as they restrict the scope for self-development and have a decisive and long-term effect on self-confidence. It is common knowledge that the psychological consequences of this situation often have a very bad effect on the health of the workers concerned.

#### Measures taken by Member States to reduce unemployment amongst elderly workers

##### Italy

In Italy, the work of the "National Institute of Retirement and Care for Old People" (Istituto Nazionale

di Riposo a Cura per Anziani) has been valuable, as it has carried out research studies concerning its subject - the over-fifties. Inquiries are being made as to the elderly worker's behaviour in relations to material, educational and cultural needs, the degree of potential and real isolation in the working world, and the problems he faces when reaching pension age. Retraining courses in various industries are also provided at various institutes and in many regions.

#### United Kingdom

There has been discussion about involving elderly workers in the construction and administration of special community centres (guidance of young workers by elderly workers in special fields of work, giving the elderly worker the task of helping to integrate the young worker).

#### The Netherlands

In some Member States, as for example in the Netherlands, experiments in the early retirement of elderly workers (e.g. teachers, building workers) are being carried out.

#### Belgium

In Belgium it is possible for men to go into early retirement at 60 and women at 55. In such cases unemployment benefits are paid until the worker concerned reaches the normal pensionable age. The same conditions apply to workers of the above ages who lose their jobs.

The express aim of this scheme is to preserve the jobs of young people and to enable young people to fill the vacancies which the scheme creates.

#### Federal Republic of Germany

In Germany there is a special law to protect elderly workers in the event of their dismissal. Under this law workers who lose their jobs have to be given

quite a long period of notice which varies according to a worker's age and his length of service. The general law on dismissals also stipulates that when a firm has to dismiss a worker, social factors, such as the worker's age, must be taken into consideration. Many wage agreements also include clauses prohibiting the dismissal of elderly workers.

### France

Unemployment among the elderly is being relieved through the income guarantees scheme of UNEDIC (which gives workers over 60 who have been made redundant 70% of their previous wages until they are 65) and through special benefits from the National Employment Fund.

Also, a law has just lowered to 60 the retirement age for some types of manual workers (those working continuous or semi-continuous shifts, or under difficult conditions, and assembly line workers) and for the women who have raised three children and done a manual job for five years.

### Recommendations

#### Recommended Community action

- In the Social Action Programme, the problem of elderly workers was given high priority on the ground that an unbalanced labour policy would lead to psychological and economic problems. This is a valid reason, but it is not the whole story. The psychological damage caused by the downgrading or dismissal of elderly workers in the present economic crisis has been neglected on the European level. The Commission should initiate, without further delay, an action programme for the elderly worker. This programme should analyze the social and economic position of elderly workers in Europe and recommend special measures to Member States to promote flexible retirement and pension facilities and to give each elderly worker a margin of personal choice;

- The European Social Fund should be used, for example, to improve training and retraining facilities and to promote much-needed intensive "crash-courses" to enable elderly workers to re-adjust and learn the skills needed for new jobs.
- Where the Regional Development Fund provides funds for enlarging or reorganizing existing plants or setting up new plants, and where such aided schemes involve an increase in the number of employees or recruitment, then the aid in question should be conditional on a percentage of new jobs being given to elderly workers. There is a precedent for this in Article 56 of the ECSC Treaty.

#### Action by the Member States

##### Improvement of information about careers and employment prospects

- Improvement of information about changing patterns of employment and technical and organizational changes in jobs;
- The provision of information services for elderly workers to keep them up-to-date with trends in employment and job developments and to help them consider various options when retirement age approaches;
- Regular and up-to-date information about retirement possibilities.

##### Creation of Jobs and Retraining Places

- Improving provision for "continuing education", with the accent on life-long training and flexibility (some work in this field is being done by OECD, UNESCO and the ILO);
- Special job-creating programmes in which elderly workers would be able to use their working and general experience particularly in helping young workers and which would enable them to retain their previous social standing;

- Crash training courses specially for older workers taking fully into account their previous work;
- Direct or indirect subsidies to firms giving jobs to elderly workers;
- Direct or indirect grants to establishments providing training or retraining courses for elderly persons or carrying on other activities designed to help elderly persons. Such grants would, of course, only be paid in respect of courses of an appropriate quality.

#### Social measures

- Increased research into the problems of old age;
- Reconsideration of the maximum age limits for workers seeking jobs in the private and public sectors. Abolition of these age limits wherever possible;
- Broadening of flexible retirement and pension facilities (the possibility of going on early pension or receiving temporary or partial pensions; possibility of re-entering employment after having taken a pension);
- Guidance and adjustment assistance for elderly workers wanting to be retrained;
- Flexible hours and holidays, part-time and temporary work, where elderly workers are subject to special constraints or have special preferences (provided that this is possible from the point of view of organization).

#### Conclusions

All the Member States are suffering from unemployment, although to different degrees. Young people, women and elderly workers are particularly hard hit. programmes for tackling unemployment in general of course includes the abovementioned groups, but they are inadequate. Specific measures are also needed.



The main aim of specific programmes must be to create new jobs, otherwise the solutions to one of these groups' problems may aggravate the problems of the other groups.

Some Member States already have specific programmes for dealing with unemployment among young people. As for programmes to help women and elderly workers, the most that can be said is that some Member States have made a start on the problem.

There must be more training and retraining facilities and standards must be improved. Such facilities must also be better adapted to actual requirements. This is necessary since a large percentage of unemployed persons are either unskilled or semi-skilled. Vacancies for skilled workers, on the other hand, frequently still arise.

There is another reason why a higher standard of training must be achieved. Since Europe has little in the way of raw materials its future development will depend more and more on highly skilled manpower. Workers who are at present not receiving training properly geared to future requirements may well be needed by the economy in a few years' time.

Prejudice against employing women and elderly workers must be broken down. Europe needs the intelligence and the experience of these workers. And it must also be borne in mind that work can give women and elderly workers a sense of fulfilment and self-confidence.

The Committee recommends that measures be taken both by the Community (Commission) and the individual Member States.

As regards Community measures, the Committee is eagerly awaiting the Commission's proposals, which have already been announced, on the problems of young persons, women and elderly workers. It notes that up to now the Commission has given least attention to the third group, elderly workers.

The Committee urges that the social Fund be used in particular to help the three groups in question.

The specific recommendations as regards Community action can be found on pages 17 - 19, 30, 37 - 38.

As regards action by the Member States, the Committee advocates for all three groups of unemployed : better information on careers and career prospects; the creation of jobs and training/retraining places; and a large number of social measures to provide a better framework for the training and employment of young people, women and elderly workers.

The Committee considers that society as a whole should pay for these necessary measures. Employers should not be expected to carry the burden on their own.

The specific recommendations on improving the provision of information in the Member States can be found on pages 20, 31, 38. The specific recommendations on the creation of jobs and training places are on pages 21, 32 - 33, and the specific recommendations on social measures are on pages 21, 32 - 33, 39.

TABLE 1

NUMBERS WHOLLY UNEMPLOYED

Total figures

Country	Month	1976	1976	1975	1976/75
			Previous month		
Belgium	August	223,141 (8.4 %) (3)	224,524 (8.4 %) (3)	174,413 (6.6 %) (3)	+ 28 %
Denmark	July	111,700 (5.4 %) (2)	99,900 (4.9 %) (2)	95,300 (4.6 %) (2)	+ 17 %
Federal Republic of Germany	Sept.	939,528 (4.1 %) (2)	944,609 (4.1 %) (2)	1,031,122 (4.5 %) (2)	- 9 %
France	July	808,500 (4.7 %) (2)	812,989 (4.7 %) (2)	765,600 (4.6 %) (2)	+ 6 %
Ireland	July	109,203 (9.7 %) (1)	107,052 (9.5 %) (1)	97,075 (8.7 %) (1)	+ 12 %
Italy	June	1,142,789 (5.8 %) (1)	1,144,600 (5.8 %) (1)	1,083,732 (5.6 %) (1)	+ 5 %
Luxembourg	July	346 (0.3 %) (2)	331 (0.3 %) (2)	131 (0.1 %) (2)	
Netherlands	August	213,311 (5.0 %) (2)	194,101 (4.8 %) (2)	193,931 (4.8 %) (2)	+ 10 %
Great Britain ) )UK )	August	1,439,969	1,402,470	1,101,984	+ 31 %
N. Ireland ) )	August	62,007 (11.9 %) (2)	60,986 (11.7 %) (2)	49,054 (9.4 %) (2)	+ 26 %

(1) Percentage calculated on the basis of the working population.

(2) Percentage calculated on the basis of the total of employees.

(3) Percentage calculated on the basis of membership of unemployment insurance funds.

(\*) Appended are not only tables of statistics but also a chapter on Sweden as an example of a country where the training and employment of women has been tackled in noteworthy fashion.

TABLE 2

Youth unemployment 1973-1976

Member State	Numbers unemployed									
	Mid 1973	End 1973	Mid 1974	End 1974	Mid 1975	End 1975	Mid 1976			
Belgium	14,596	26,187	18,564	46,677	50,987	89,224	69,569			
Federal Republic of Germany	-	51,001	105,459	158,051	253,711	287,373	239,625			
Denmark	4,184	6,257	7,435	31,635	-	36,779	-			
France	94,800	187,100	123,400	331,500	276,400	462,000	305,795			
Italy	287,963	277,888	308,336	311,820	369,598	376,668	-			
Netherlands	27,130	37,065	33,761	59,935	62,370	87,234	68,614			
Great Britain	154,256	-	174,122	-	436,226	453,498	615,096			

TABLE 3

Unemployment among women : annual average 1966 and 1970-1973

	Year	Belgium	Denmark	France	Germany	Ireland	Italy	Luxembourg	Netherlands	United Kingdom
Registered unemployed Total (in '000)	1966	61.5	18.3	147.1	161.1	52.2	1,115.3	0	42.9	360.0
	1970	71.3	23.9	262.1	148.8	65.3	887.6	0	44.5	618.0
	1971	70.9	30.0	338.2	185.1	62.4	1,038.1	0	62.0	799.1
	1972	86.8	29.9	383.5	246.4	72.0	1,047.8	0	107.9	885.5
	1973	91.7	20.1	394.1	273.5	66.6	1,004.9	0	109.9	630.3
Registered female unemployed (in '000)	1966	18.2	2.1	55.3	44.5	8.6	303.4	0	5.0	79.7
	1970	28.9	4.3	116.3	55.9	11.0	267.6	0	8.1	95.1
	1971	28.5	5.3	150.0	84.3	12.2	332.7	0	11.5	128.1
	1972	35.0	5.2	175.8	105.8	13.2	342.2	0	17.4	149.9
	1973	43.1	4.3	200.5	123.6	12.0	341.8	0	21.5	107.4
Women as a percentage of total unemployed	1966	29.6	11.5	37.6	27.6	16.5	27.2	0	11.7	22.0
	1970	40.5	15.0	44.4	37.6	16.8	30.1	0	18.2	15.4
	1971	40.2	17.4	44.4	45.5	19.6	32.0	0	18.5	16.0
	1972	40.3	17.4	45.8	42.9	18.3	32.7	0	16.1	16.9
	1973	47.0	21.4	50.9	45.2	18.0	34.0	0	19.6	17.0

Source : Table drawn up on the basis of data published by the competent national offices.

**TABLE 4**

**NUMBERS WHOLLY UNEMPLOYED**

**Females**

Country	Month	1976	1976 Pre- vious month	1975	1976/75
Belgium	August	130,778	130,144	92,343	+ 42 %
Denmark	July	32,000	30,600	19,300	+ 66 %
Federal Republic of Germany	August	473,964	467,709	462,537	+ 2 %
France	June	424,512	436,097	351,628	+ 21 %
Ireland	July	21,551	19,860	19,137	+ 13 %
Italy	June	424,189	415,900	398,018	+ 7 %
Luxembourg	July	147	152	43	
Netherlands	August	57,977	46,440	45,986	+ 26 %
Great Britain )	August	387,713	371,874	250,457	+ 55 %
) UK					
Northern )	August	21,095	20,461	15,369	+ 37 %
Ireland )					

TABLE 5

Unemployment among elderly workers

The number of elderly unemployed is also probably higher than the official figures. Many have been retired early. Such measures hide unemployment by redistributing the smaller number of jobs available.

The following statistics come from the Commission's report on the Development of the Social Situation in the European Community during 1975.

Elderly unemployed as a percentage of total unemployed	Year	Belgium	Germany	France	Italy	Luxembourg	Netherlands	United Kingdom	Ireland	Denmark	EUR 6	EUR 9
45-54 years of age 55 or over	Autumn 1960	23	18	13	10	-	15	27	21(1)	-	12	-
	Autumn 1960	27	20	14	4	-	17	25	25(1)	-	10	-
45-54 years of age 55 or over	Spring 1968	14	17	14	9	-	16	14	-	-	12	-
	Spring 1968	26	28	16	5	-	19	23	-	-	13	-
45-54 years of age 55 or over	Spring 1971	15	16	14	9	-	-	16	18	-	-	-
	Spring 1971	26	18	17	4	-	-	25	28	-	-	-
45-54 years of age 55 or over	Spring 1973	14	18	16	7	-	12	16	-	-	-	-
	Spring 1973	18	11	14	2	-	10	19	-	-	-	-

(1) Spring 1961

TABLE 6

WORKERS ON SHORT TIME

Country	Month	1976	1976 Previous Month	1975	1976/75
Belgium	May	39,800	45,243	69,635	- 43 %
Denmark	-	n.a.			
Federal Republic of Germany	August	65,557	82,774	541,539	- 88 %
France	May	89,240	125,376	332,793	- 73 %
Ireland	July	1,749	2,331	4,514	- 61 %
Italy	-	n.a.			
Luxembourg	July	291	585	857	- 66 %
Netherlands	July	11,421	35,326	49,063	- 77 %
Great ) Britain ) Northern ) UK Ireland )	June	82,000	103,000	209,000	- 61 %



TABLE 7

Indices of general unemployment and of youth unemployment (1973 = 100)

Member State	Age-Group	Mid 1973	Mid 1974	Mid 1975
Belgium	15 < 20	100	121	445
	20 < 25	100	120	315
	15 < 25	100	127	349
	15 - 65+	100	109	197
Germany	15 < 20	100	333	552
	20 < 25	100	294	571
	15 < 25	100	310	563
	15 - 65+	100	254	459
France	15 < 18	100	144	305
	18 < 22	100	131	305
	22 < 25	100	124	266
	15 < 25	100	130	296
	15 - 65+	100	115	224
Italy	15 < 21	100	107	128
	15 - 65+	100	99	113
Netherlands	16 < 19	100	137	295
	19 < 23	100	125	227
	23 < 25	100	115	191
	16 < 25	100	124	230
	16 - 65+	100	116	183
Great Britain	16 < 18	100	123	388
	18 < 20	100	112	297
	20 < 25	100	110	241
	16 < 25	100	113	283
	16 - 65+	100	102	186

TABLE 8

Duration of unemployment of  
young people under 25

Member State	Date	Total	3 months	3-6 months	6-12 months	12 months
Belgium	30.6.1974	18,564 100%	7,824 42%	3,403 18%	4,239 23%	3,098 17%
	30.6.1975	50,987 100%	19,323 38%	11,596 23%	13,621 27%	6,447 12%
	30.6.1976	69,569 100%	18,105 26%	11,673 17%	21,777 31%	18,014 26%
Germany	30.5.1974	105,459 100%	64,576 61%	26,786 26%	12,879 12%	1,218 1%
	30.5.1975	253,711 100%	124,454 49%	69,103 27%	52,935 21%	7,219 3%
	30.5.1976	239,625 100%	108,876 45%	53,824 23%	57,357 24%	19,568 8%
France	30.6.1974	123,400 100%	75,900 62%	23,400 19%	19,800 16%	4,300 3%
	30.6.1975	276,400 100%	153,400 56%	57,700 21%	56,000 20%	9,300 3%
Netherlands	30.8.1974	52,005 100%	38,538 74%	7,137 14%	4,453 8%	1,877 4%
	30.8.1975	84,742 100%	51,095 60%	15,390 18%	13,568 16%	4,689 6%
	30.8.1976	94,887 100%	55,372 58%	14,788 16%	15,041 16%	9,686 10%
Great Britain	8.7.1974	174,122 100%	138,722 80%	17,943 10%	11,387 7%	6,070 3%
	14.7.1975	436,226 100%	333,982 76%	56,361 13%	33,868 8%	12,015 3%
	8.7.1976	615,095 100%	424,313 69%	79,780 13%	75,702 12%	35,300 6%

**TABLE 9 (\*)**

**Women (14 years+) classified by occupational group (Ireland 1971)**

		%
Clerical workers	67,100	23
Professional and technical workers	50,700	18
Service workers	50,300	17
Producers, makers, etc.	44,400	15
Distributive workers	35,600	12
Agricultural workers	25,300	9
Other gainfully occupied workers	14,400	5
Total gainfully occupied workers	287,900	100
Engaged in home duties	635,300	
Students	91,100	
Others	41,400	
Total not gainfully occupied	767,800	
Total aged 14 years and over	1,055,700	

**TABLE 10 (\*)**

**Female labour force by branch of economic activity (Ireland 1971)**

		%
Manufacturing	65,100	23
Professions	64,500	23
Commerce and finance	56,000	20
Agriculture	25,500	9
Public administration	11,500	4
Others	55,700	20
Total at work	278,300	100
Out of work	9,500	
Labour force	287,900	

**Source :** Irish Congress of Trade Unions  
Census of Population in Ireland.

(\*) This table gives material about particular national situations and is included solely by way of illustration.

TABLE 11 (\*)

Main occupations of women (Ireland 1971)

Clerks	48,100	17
Industrial occupations	44,400	15
Shop assistants	25,900	9
Maids	20,500	7
Typists	19,000	7
Medical workers	18,800	7
Farmers	18,600	6
Teachers	14,900	5
Nuns	13,100	5
Shop proprietors	9,200	3
Packers, etc.	8,000	3
<b>Total above</b>	<b>240,500</b>	<b>84</b>
<b>Other occupations</b>	<b>47,400</b>	<b>16</b>
<b>Total</b>	<b>287,900</b>	<b>100</b>

TABLE 12 (\*)

Women gainfully occupied classified by socio-economic group (in Ireland 1971)

	Single	Married and Widowed	Total	%
Farmers, farmers' relatives	9,700	14,900	24,600	9
Higher professional	14,200	900	15,100	5
Lower professional	24,200	11,200	35,400	12
Employers and managers	1,200	2,300	3,400	1
Intermediate non-manual workers	86,400	15,800	102,200	35
Other non-manual workers	37,800	7,500	45,300	16
Skilled manual workers	10,700	2,100	12,800	4
Semi-skilled manual workers	37,000	9,100	46,000	16
Others	2,500	400	3,000	1
<b>Total</b>	<b>223,700</b>	<b>64,200</b>	<b>287,900</b>	<b>100</b>

Source : Irish Congress of Trade Unions  
Census of Population in Ireland

(\*) This table gives material about particular national situations and is included solely by way of illustration.

TABLE 13 (\*)

Girls aged 15-17 entering apprenticeships to  
skilled occupations in 1972, Great Britain

	Number	Girls as percentage of total in each trade group
All manufacturing industries	814	2.5
Distributive industry	804	12.1
Insurance, banking, finance and business services	68	14.9
Professional and scientific services	1,137	42.6
Miscellaneous services of which	14,654	47.8
Hairdressing and manicure	(13,989)	(94.0)
Other industries	520	1.2
Total	17,997	15.2
Source : Returns from Careers Offices, see Department of Employment. Gazette, May 1973		

(\*) This table gives material about particular national situations  
and is included solely by way of illustration.

Measures taken by Sweden to Help Women Re-enter  
the Labour Market

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Although not a Community Member State, Sweden offers a good example in providing specialized training for housewives who wish to obtain gainful employment. This training is not arranged specially for women, but available to everyone who must change his profession. It has, however, been particularly helpful to women taking up work after some years at home. The Swedish project provides continuous training throughout the year, so that there is no waiting period. Participants receive a tax-free monthly grant as well as training and study materials free of charge.

In addition, there is a special four-week course entitled "Working Life and Training" which includes social studies, a presentation of the labour market and vocational guidance. The course gives participants a chance to familiarize themselves with available jobs, as well as with the changes in attitudes and practices which have occurred while they have been absent from the labour force. Participants can actually go out and try several jobs to see which type of employment they prefer.

In Sweden, training is individually adapted for each participant and credit is given for knowledge or experience which the trainee may have acquired earlier in life. Training includes long-term, as well as short-term programmes, and many adults attend residence programmes for a year or more. The percentage of women attending courses increased from 20.2% in 1960 to 55.4% in 1974.

Still, one should not forget that such ventures as the Swedish programme were encouraged in the 1960's when the lack of manpower created a demand for women in some traditionally male occupations. The impact of such programmes on eliminating the "dual labour market" was minimal.

Recently other means have been used to combat the "male and female labour market". Special grants have been made available to companies for training women for traditionally male occupations and vice versa. A quota system is used in regional development projects making it a condition for grants to employ at least 40% of each sex. Other experiments of quota systems in some types of education and special local labour exchange efforts are also currently being undertaken. So-called "adjustment groups" (on a tripartite basis) help adapt or adjust the workplace to the needs and abilities of workers with special problems.

D. OPINION OF THE COMMITTEE ON THE DRAFT COMMISSION RECOM-  
MENDATION ON VOCATIONAL PREPARATION FOR YOUNG PEOPLE  
WHO ARE UNEMPLOYED OR THREATENED BY UNEMPLOYMENT (\*)

THE ECONOMIC AND SOCIAL COMMITTEE

- WHEREAS the Economic and Social Committee has always emphasized that vocational preparation is useful and necessary for social, economic and technical development in Europe;
- WHEREAS vocational preparation is important for all young people, of both sexes, especially those who have left school at the minimum school-leaving age without an educational qualification; and who live in depressed areas and areas with industries which have few job openings;
- WHEREAS special measures need to be taken so that the teaching of skills and abilities to young people who have left school is done with methods other than those used in school;
- WHEREAS the preparation of young people for their later working lives should include equipping them with basic knowledge of economic and social organization and the world of work.

HAS ISSUED THE FOLLOWING OPINION :

Introduction

The Commission Recommendation is concerned with young people who are unemployed or threatened by unemployment because they have not received adequate vocational

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(\*) The European Communities' Economic and Social Committee, chaired by Mr Basil de FERRANTI, approved this opinion at its 145th Plenary Session held on 26 and 27 January 1977.

The preliminary work was done by the Section for Social Questions and the Rapporteur was Mr J.F. CARROLL.



training. Young people without adequate vocational training (those under 25 years of age) account for a very big proportion of the unemployed young people in the Community who in the summer of 1976 totalled approx. 1,742,135 - 925,000 males and 817,000 females. Though eligibility is already restricted to the group defined above, the Recommendation assigns certain priorities by asking for precedence to be given in the schemes to those who have left school at the minimum school-leaving age without an educational qualification.

The Commission wishes to encourage the provision of means and resources to enable young people between the end of compulsory school attendance and the age of 25 who are unemployed or threatened with unemployment to receive appropriate vocational preparation. This move is a follow-up to the previous action of the Community in the vocational training field. The vocational preparation is to consist of the following, as appropriate :

- vocational guidance;
- consolidation of basic skills and practice in using them;
- imparting a basic knowledge of economic and social matters, including social legislation, the respective roles of employers' and trade union organizations and organizations representing other economic and social interests, the world of work, job safety and hygiene, industrial relations, etc.;
- practical training in a broad skills area;
- practical experience of work.

The Committee underlines the Recommendation's call for the involvement of the two sides of industry in the elaboration of vocational preparation measures and the actual operation of vocational training courses.

The Committee notes that job creation schemes are at least mentioned in the "Basis of Action" (Part I). Nevertheless, it calls upon the Commission to devote

greater and more urgent attention in future to the question of organizing job creation schemes. Without job creation schemes the ultimate success of the training measures cannot be guaranteed. The Committee wishes to draw attention to the fact that youth unemployment cannot be solved by vocational training measures.

The Committee considers that the young people must be encouraged by means of publicity, provision of financial support, etc. to avail themselves of the improved vocational preparation which is provided.

The Committee supports the Commission's draft Recommendation and endorses the urgency with which the Commission has carried out the preparatory work.

#### General Comments

Basically, the Committee feels that a Directive on vocational preparation measures for young people who are unemployed or threatened by unemployment would have been much better. In view of the difficulty and time involved in passing a Directive, however, the choice of a Recommendation seems acceptable at the present juncture.

The Committee expects the Member States to implement the Recommendation as a matter of urgency and to take steps providing vocational preparation for young people who are unemployed or threatened by unemployment.

The Committee also hopes that a Directive dealing with the solution of the whole range of problems raised by youth unemployment will be issued as soon as possible. Furthermore, it is necessary that steps be taken to coordinate the policies between the various European Funds in the area of youth unemployment (e.g. European Social Fund, European Agricultural Guarantee and Guidance Fund, European Regional Fund).

The basis of the present Recommendation is the fact - to which the ESC has testified in many Opinions - that vocational training increases a young person's chances and smooths his entry into working life. To have chances

on the labour market is particularly important for young people, because the experience of unemployment can have quite a disastrous effect on young people's attitude to work, and - what is more important still - on their attitude to democratic society. This important fact should be stated in the Commission's document. Vocational training must of course be relevant to actual openings on the labour market and in other productive activities, having regard to the likely future developments. This also applies to vocational preparation measures as proposed in the Recommendation.

The Committee trusts that the Commission will make use of all available facilities for forecasting the future labour requirements of the various sectors of the EEC economy, so that the recommended vocational preparation facilities are geared as closely as possible to the development of the labour market. Here the Committee would recommend that the Commission work together with the occupational research institutes that exist in various Member States, with demand forecasting institutes, the European Centre for the Development of Vocational Training in Berlin and the employers' and trade union organizations. It is also necessary that the forecasting work be done at regional level in liaison with representatives of economic and social groups.

The Committee thinks it important that vocational preparation measures should enable insufficiently qualified young people later to choose the occupation they prefer out of a number of different occupations within a given sector, and to train for the preferred occupation. In the Committee's view, the question of the possibility of basic training of a certain length being counted towards later specialized training should be given consideration.

The practical work experience suggested in the Commission's Recommendation could be a useful back-up to the other vocational preparation measures. Such work experience must include special training courses so that it really benefits the young people. Concrete incentives must be provided to encourage employers to organize spells of work experience for young people.

The Committee is aware of the numerous difficulties surrounding the organization and running of work experience schemes. Nevertheless, it does not think these difficulties are insuperable.

At all events, the Recommendation's provisions on consultation and participation of the two sides of industry should also include the possibility of the two sides of industry checking such work experience schemes, in line with the various national practices.

The Committee regards expert vocational guidance at an early stage as extremely important. It would also be desirable for young people's abilities to be assessed in the course of this vocational guidance, independently of the school record. This could bring to light practical abilities, such as an aptitude for a certain manual skill, which are not or only to a small extent taught and exercised at school. The Committee thinks that cooperation between school teachers and vocational guidance officers must be improved as quickly as possible so that the latter's recommendations to young people can be based on prolonged observation of their school careers. It wonders on what basis such an assessment of the aptitudes and abilities of young people can be made unless they have received vocational preparation at school and unless the vocational guidance officer has had the opportunity of observing them closely several times during school. The tests of aptitude and ability used in individual Member States would probably be inadequate for such unquestionably important assessments.

The possibility of Social Fund assistance for vocational preparation schemes has been established by the Council Decision of 22 July 1975. The Social Fund should, however, also have financial arrangements to enable the vocational training centres to plan their work for several years ahead.

The training centres and institutes which are to run the vocational preparation schemes must be carefully selected, particularly as regards the quality of the

instructors. Because of the type of young people who will be attending the courses, very high standards in teaching and psychological approach will have to be required of these instructors.

The vocational preparation measures should be of real assistance to the young people concerned and should also be understood by them to be in their interest. Therefore, steps must be taken to encourage young people to make the effort required. These would include publicity and concrete, e.g. financial incentives. Though both these aspects are mentioned in the Recommendation, the Member States will have to translate them into more concrete form.

The Recommendation leaves the final choice of priorities and the final decision on specific measures to the Member States. However, the Committee calls upon the Commission to send the Member States a list of the measures that have already been taken in some countries, indicating the degree of success, so that the Member States can draw the appropriate conclusions. The Committee expects that the Member States' reports to the Commission a year after the issue of the Recommendation will also be made available to all the Member States.

The Committee regrets that the Commission's original plan to issue the Recommendation in the autumn of 1976 could not be realized, but trusts that the Recommendation will take effect in 1977.

#### Specific Comments on Individual Sections of the Recommendation

The introduction should be amplified as follows :

"... take the measures set out below; it would be advisable to work out the broad lines of these measures in cooperation with the two sides of industry".

Insert at the end of paragraph 2 (Section A, "Vocational Preparation") :

"Among these young people, priority should be given to those who left school at the minimum school leaving age without a formal educational qualification".

Sub-paragraph 3 b) (\*)

Sub-paragraph 3 c) (\*\*)

Sub-paragraph 3 d) should read :

"Practical initial training in a broad skills area which provides a basis for several occupations and which enables the trainees to do a specific job in the chosen area or to undertake more advanced training at a later stage".

Paragraph 4 : delete.

Paragraph 5 should read :

"Vocational preparation should use modern teaching methods".

Paragraph 7 should read :

"The public authorities which provide the funds for vocational preparation schemes should ensure, in conjunction with the two sides of industry, that the training and work experience are of good quality and relevant to the needs of the young people".

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(\*) Only concerns German version : replace "Anpassung" by "Bewältigung".

(\*\*) Only concerns German version : at the beginning of the sub-paragraph replace "Verständnis" by "Vermittlung von Kenntnissen".

The last sentence of paragraph 9 should read :

"The maintenance allowance should be large enough to ensure that young unemployed persons, or those threatened by unemployment, attending such forms of vocational preparation are financially better off than young unemployed persons or those threatened by unemployment, who do not attend them".

Paragraph 11, Section C, should be amplified as follows :

"Use should be made here of the experience of the occupational research institutes of individual Member States and of the findings of the European Centre for the Development of Vocational Training in Berlin, and the European Foundation for the Improvement of Living and Working Conditions in Dublin".

Paragraph 12, Section C (new)

"The Member States should provide detailed information, specifically directed at the young people in question, about the measures they have taken and the opportunities opened up as a result".

E. OPINION OF THE COMMITTEE ON THE PROPOSAL FOR A  
COUNCIL REGULATION CONCERNING THE CREATION OF A  
NEW EUROPEAN SOCIAL FUND AID IN FAVOUR OF YOUNG  
PEOPLE (\*)

THE ECONOMIC AND SOCIAL COMMITTEE

WHEREAS the Economic and Social Committee has consistently recommended measures to remedy the crisis of youth unemployment in the past and at present;

WHEREAS the Economic and Social Committee has continually urged that the European Social Fund support vocational training programmes for young people out of work and has supported the idea of incentives to recruit young people for newly created jobs;

WHEREAS young people are particularly vulnerable in the present economic crisis and their numbers are constantly increasing,

HAS ISSUED THE FOLLOWING OPINION :

Introduction

The Commission proposal for a Council Regulation concerning the creation of a new European Social Fund aid in favour of young people is concerned with a new form of aid to supplement the European Social Fund system. The object is to promote the employment of young people under 25 years of age with two types of grants or subsidies :

- expenditure on employment subsidies (recruitment premiums) in respect of young people under 25 newly recruited by undertakings involved in the production of goods and services;

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(\*) . The European Communities' Economic and Social Committee, chaired by Mr Basil de FERRANTI, approved this Opinion at its 160th Plenary Session held on 20 and 21 June 1978.

The preliminary work was done by the Section for Social Questions and the Rapporteur was Mr Antoine LAVAL.



- expenditure in respect of wage costs for young people under 25 incurred in connection with newly established programmes in the public interest.

The contribution of the European Social Fund (\*) is calculated on the following basis :

- For employment premiums : aid from the European Social Fund shall be calculated on the basis of a wage allowance not exceeding the sum of 30 E u.o.a. per person per week for a maximum of six months. The incentive to recruit may take the forms of premiums paid directly to employers, or it may be in the form of a reduction in employers' social security contributions;
- For job creation programmes related to activities or services in the public interest : assistance from the European Social Fund shall be calculated on the basis of a wage allowance not exceeding the sum of 60 E u.o.a. per person per week for a maximum of twelve months.

The Commission wishes to encourage national efforts through these two types of Community intervention. Both types of subsidies cover a broad range of job creation measures for young people.

Such aid applies only to regions where young people are faced with high unemployment rates. The number of young people who should benefit is estimated at around 150,000.

The Committee underlines in particular the Commission efforts to help young people in economically and socially deprived regions (Greenland, French Overseas Department, Ireland, Northern Ireland and the Mezzogiorno).

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(\*) The aid will be granted under either Article 4 (intervention - young people) or Article 5 of Decision 71/66/EEC (OJ No. L 28 of 4 February 1971, page 15), as amended by Decision 77/801/EEC (OJ No. L 337 of 27 December 1977, page 8).

The Committee underlines its consistent support for European Social Fund assistance in the area of youth unemployment as expressed in the own-initiative Opinion of the ESC on Main Measures to be taken to help Unemployed Young People, Women and Elderly Workers and Women wishing to resume Gainful Employment (\*) and in the Opinion on the Draft Commission Recommendation on Vocational Preparation for Young People who are Unemployed or Threatened by Unemployment (\*\*)

The Committee, with a certain number of reservations, supports the Commission's proposal for Community aids to promote the employment of young people and underlines the urgency and speed with which these aids/interventions should be applied. But it is not through measures of this kind, which are certainly justified by the extraordinarily high level of unemployment among young people, that the poor job prospects for school-leavers can be improved; it is rather through a thorough reform of education, job counselling and vocational training.

The proposed emergency scheme is only acceptable as a temporary measure or subject to a specified time limit. This should be made clear in the text, either by stating a 2 to 4-year limit on the scheme's operation or by including provision for review after a similar period. The indefinite prospect of Community aids could encourage countries to put off spending on the urgent reform of their educational and training systems, which would only perpetuate and aggravate the plight of young people.

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(\*) OJ No. C 56 of 7 March 1977, page 1.

(\*\*) OJ No. C 61 of 10 March 1977, page 25.

### General Comments

The Committee stresses that short-term measures, as set out in the Draft Council Regulation, can only be effective on a short-term basis and are only a partial solution to the problem of youth unemployment which affects around two million under 25 years in the Community. The actions to be undertaken on the European Community level should be long-term, in view of the deep-seated causes of youth unemployment. Furthermore, these proposals will be of only limited effect, if the general economic situation within the Member States does not improve.

Basically, the Committee feels that it is paramount that policies on education, on training, and on employment are coordinated at every level. The Committee has stressed the integration of these policies in its recent Opinion on Education and Vocational Training for Young Workers (\*). There should be a comprehensive policy embracing both education and employment. This should be kept in mind when granting subsidies.

The Committee feels that the second set of measures - subsidies for programmes involving the recruitment of young people for newly-created jobs in the context of activities or services in the public interest - are more positive than the first set, in that they are new job-creating measures. The first set of measures, recruitment premiums, to be given as an incentive to undertakings to increase their labour force, may lead to dead-end, temporary jobs or even be artificial measures which do not secure for the young worker a stable job. Furthermore, these premiums do not ensure any vocational preparation or training. Experience with recruitment premiums is too limited to allow a definitive assessment of their impact on the labour market. Consequently, the Section

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(\*) Doc. CES 430/78.

does not rule out the possibility that the use of employment premiums to reduce youth unemployment may have undesirable side effects on the labour market. Moreover, the granting of these premiums, unless tied to creation of new jobs, may lead to the dismissal of older workers not covered by a retirement or early pension scheme.

These short-term measures should be supplemented by the promotion of effective continuing educational and vocational guidance measures as well as provision of continuing initial education and training opportunities for all young people, especially for those who are under-qualified and for those with inadequate education.

The Committee points out that these proposals do not sufficiently take account of the most vulnerable group among the young unemployed, which are the girls under 25.

The Committee supports the view of the Commission that the new aid measures must provide sufficient incentive and, at the same time, must contribute to a more equitable distribution of financial burdens. Public authorities, for example, do not all have the same means to develop their programmes.

#### Specific Comments

The Committee notes with satisfaction that the Commission document points out that the possibility of the new aid measure being added to aid from (e) (\*) provided for in Article 3 (3) of Council Regulation (EEC) No. 2396/71 will have to be avoided.

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- (\*) This aid includes the possibility of the ESF bearing the cost of part of the remuneration of workers newly-recruited in FEDER (European Regional Development Fund) regions, for a period of six months.

The Committee considers that there should not be any duplication between the grants provided under Article 3(e) and those provided under the new provisions.

The Committee would like to see a reference made within Article 1 of the Draft Regulation which demonstrates a willingness to seek a balance between male and female participation.

The Committee would like information as to how this regulation will be implemented and administered in the different Member States.

The Committee feels that there should be an annual review and evaluation of the proposed measures and their impact on the labour market, with special reference to youth unemployment. The Committee should be regularly briefed on the findings.

European Communities - Economic and Social Committee

"Youth Unemployment - Education and Training"

5 Opinions of the Economic and Social Committee

Brussels : General Secretariat of the Economic  
and Social Committee

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DK, D, E, F, I, N

This joint publication of five Opinions of the Economic and Social Committee in the area of youth unemployment, education and vocational preparation is a contribution to the current debate on the strategies to be used against unemployment.

The Committee has always seen education and vocational training as essential for the full and healthy development of the human personality and for the improvement of society. The future and well-being of the Community - its standard of living and its quality of life - are dependent upon a proper concept of education and upon imaginative and effective educational policies.

**ECONOMIC AND SOCIAL COMMITTEE**  
**Press, Information and Publications Division**

**Rue Ravenstein 2**  
**1000 BRUSSELS**

**Tel. 512 39 20**  
**513 95 95**

**Telegrams : ECOSEUR**  
**Telex : 25 983 CESEUR**