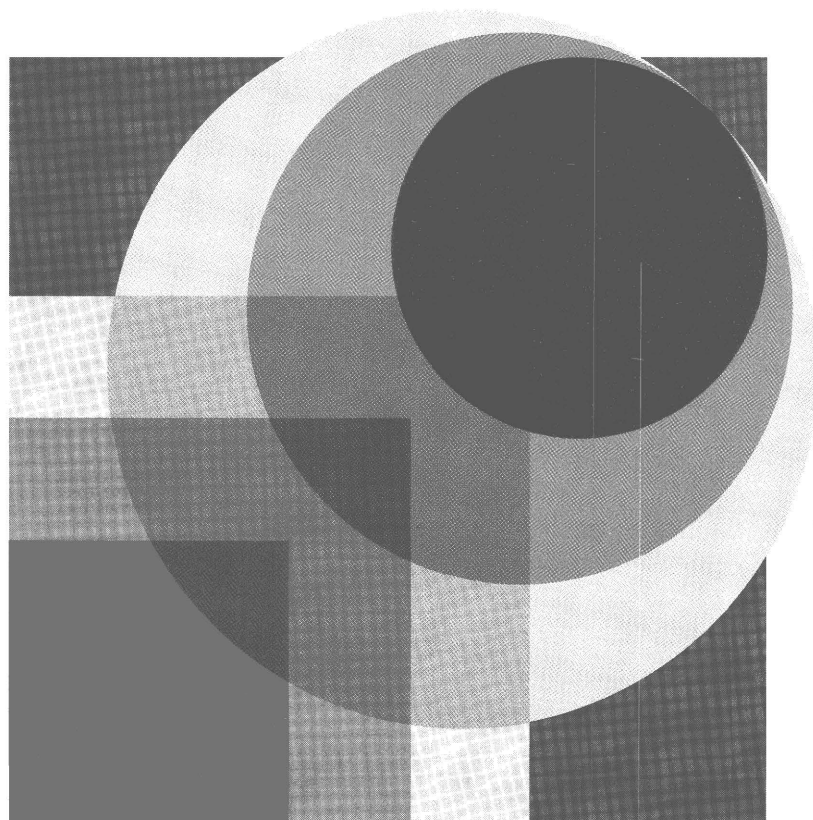


No 2/1986

**Regional concepts
of vocational training.
A challenge?**



Vocational training

Journal of Vocational Behavior



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Dear Readers,

Decentralization in response to economic, social and administrative needs is a trend to be found in almost every country in the European Community. It is not our intention here to analyse this trend, but the issue it raises in the worlds of education and initial and continuing training is vital: how will decentralization affect vocational training? Should education and training merely tolerate and adapt to the trend or does it have any active part to play?

The regional or local approach to initial and continuing training is very important in that it gives an opportunity to large numbers of men and women to contribute, or contribute more, towards local and regional development. CEDEFOP studies have stressed the importance of this aspect of training and also the complexity of the task. What is needed now, at a time of high unemployment and radical change in business and industry, is to give fresh impetus to the training system at local level. On the whole that system is not highly developed and in some instances it is lapsing into disuse. It is not just a question of money but of attitudes as well. Any policy of economic redeployment calls for measures that support small and medium-sized enterprises already in existence and the creation of new enterprises with alternative types of legal status.

For good reasons, vocational training is the subject of ongoing discussion between the unions, employers and the authorities. In a decentralized system, this discussion should take place at three levels:

- at regional level;
- at national level, serving as a reference framework for decentralization;
- at Community level, where the dialogue is progressing slowly but surely.

With vocational training, it is obvious that the three tiers are closely related. A whole series of questions then arises, pointing to the need to move towards harmonization of the Community, the national and the regional. In so doing, it should be possible

to draw up rules which will determine the success of decentralization of vocational training, i.e.

- the issues which should continue to be centralized because they serve as a national reference framework;
- the issues which should be tackled at regional level within the framework of a national policy;
- the issues which should be approached and coordinated at Community level in order to help iron out economic, social and cultural disparities within the European Community.

A point made in many CEDEFOP meetings has been the growing importance attached by the two sides of industry in almost every country to in-company vocational training. It has also been noted that the effort (and on occasions this has been considerable) has on the whole been made by the large employers, whereas the efforts made by small firms or new forms of enterprise are inadequate and tend to be unevenly distributed.

In the course of preparations for this Bulletin — entailing close cooperation between CEDEFOP, more particularly Georges Dupont and Maria Pierret, and colleagues in the Commission — it has become evident that regional policy is at a very delicate stage and that the position of vocational training is even more problematical.

At Community level

EEC regional policy is designed to reduce disparities between regions in different Member States, as concisely pointed out by Mr Alois Pfeiffer, who is responsible for economic and regional policy within the Commission.

The disparities can be measured in terms of employment and production:

- underdeveloped rural areas;
- areas where the prevailing industries are in decline.

The European Community is directing its efforts towards the regions in which the problems are at their most acute.

Admittedly an extra problem has been created now that Spain and Portugal have joined the Community, since some of their regions are less developed. We are convinced, however, that the scope of the enlargement policy is far broader. Community policy is conducted through national policies, and at national level the aim is to reduce internal disparities whereas at Community level the stress is on disadvantaged regions and the Community is viewed as a whole. The seeming lack of coordination of national policies makes it harder for the European Community to work for the goal stated in the preamble to the Treaty of Rome, the integrated, harmonious development of regional policies, or to use the instruments placed at its disposal.

At national level

Member States come under two headings:

- countries with a tradition of decentralized administration (the Federal Republic of Germany is a notable example);
- countries with a tradition of centralized administration (France in particular).

Our approach to the analysis of training policies, then, should be along two separate lines, although we may well reach the same conclusions in the end. The following factors should be borne in mind in the analysis:

- The concept of a region differs from one country to another.
- Each region should be viewed as a cultural entity in its own right whose culture and education should be promoted to the benefit of all.
- Where there is an economic imbalance there is always a lower level of skills on the regional labour market; balanced economic growth, however, calls for an adequate level of skills. This demonstrates the importance of a structure of initial and continuing training.



■ For regional development all the forces present must be mobilized and their efforts coordinated.

There are of course many other factors that should be borne in mind. In an analysis of

development, the inter-regional aspects should not be overlooked, nor should the correlations with the broader framework, both national and Community-wide.

The articles that follow give a reply to these

and other questions relating to vocational training. They have been contributed by regional policy officials at Community, national and regional level as well as experts in the role of vocational training in regional development.

ERNST PIEHL
Director of CEDEFOP



The role of vocational training in regional development

Interview with Alois Pfeiffer,
Member of the Commission of the European Communities

The European Regional Development Fund (ERDF) is an economic policy instrument for adjusting economic structures. How does it take account of the social and cultural dimension?

It should first be pointed out that the ERDF is an economic policy instrument whose main objective is to set in motion a dynamic process of economic development. Its activities are therefore concentrated on the adjustment of the structure of the economies of declining industrial regions and regions where economic development is slow. The resulting improvement of the economic situation also helps, of course, to improve the social and cultural situation in the Member States, similarly a goal of the ERDF. But the ERDF cannot be regarded as a social or cultural policy instrument. Although it has helped to finance quite a number of projects in the cultural sector, theatres, museums, architectural monuments and restoration work, for instance — 117 projects from 1975 to 1985 — they have all been in seriously underdeveloped regions and designed to encourage tourism. Where vocational training is specifically concerned, the ERDF has always taken an interest in problems in this area, and it has already helped to fund over 100 training centres and technical colleges in all the Member States of the Community (except Spain).

ALOIS PFEIFFER, Member of the Commission responsible for economic affairs, regional policy and the Statistical Office.

How does the ERDF try to coordinate assistance in the employment sector with that provided for vocational training?

As I have said, the ERDF has already helped to finance a number of training centres. But it does not have a specific mechanism for assisting vocational training. That is more the responsibility of the Social Fund.

What criteria are applied to ensure that greater account is taken of vocational training when funds are granted in disadvantaged regions?

If vocational training is to be considered when financial aid is granted in a region of the Community, the project concerned must first form part of a national regional development programme. It must then, of course, be compatible with the aims of the regional policy. Another essential factor is a direct link between the project and the promotion of economic and regional development. In other words, a contribution from the ERDF cannot be destined for a purely academic institution: it must contribute to industrial development and meet the needs of trade and industry. In addition, it must always be possible to take account of technological progress.

Can you explain to our readers the procedures for the coordination of the various Community funds and especially coordination with the Social Fund under the integrated development programmes?

The Commission is in the process of collating the initial findings on the two integrated programmes that have so far been launched in Naples and Belfast. As required by the ERDF regulation, these programmes consist of a cohesive package of measures and investments, both public and private, relating to a limited geographical area which is having particularly serious problems. Through the joint application of the financing instruments they use to influence structures, the Community and the national and local authorities of the Member States cooperate closely in the implementation of these programmes. So there is effective coordination of the activities of numerous public and private entities at all levels (Community, national, regional and local agencies) and of the various financing instruments. This coordination also extends, of course, to the various procedures. The two programmes I have mentioned are principally financed by the ERDF. Vocational training measures can also be assisted under an integrated development programme provided they are directly related to the programme as a whole.

In future the coordination concept that has been developed for the integrated Mediterranean programmes is to be extended to other regions. It must then be ensured that vocational training measures are commensurate with the multi-annual plans for the region's general economic development so that they can take advantage of existing sources of Community financing.

Vocational training and regional development

The viewpoint of the Commission of the European Communities Directorate-General V – Employment, Social Affairs and Education

Elements in a proposed policy for the local labour market Directorate A: Employment and Labour Market Policy

Over the past 10 years or so the Member States and the European Community have taken many steps in the course of their campaign against rising unemployment. In some cases, a macroeconomic approach has been taken in order to stimulate growth and stability; in others, the measures have been structural and have included programmes to support sectors in rapid decline that face strong foreign competition, measures to stimulate the growth of high technology activities, the reshaping of existing policies to correct regional imbalances and *ad hoc* employment schemes to give disadvantaged groups more chance of finding work on the labour market.

Over this period, however, it has become increasingly apparent that the success of the campaign against unemployment depends not only on measures adopted at national and Community level but also on creating the right economic and social environment within the geographical area in which people live and work, strengthening the ties of cooperation between agents already operating on the local labour market and encouraging greater commitment towards the introduction, at local level, of national employment policies.

In this context, the Directorate for Employment and the Directorate-General for Employment, Social Affairs and Education have established a new 'Action programme for the development of local employment markets'. The programme is a continuation of work that has already been initiated,

especially on the management of local jobs markets and local employment initiatives.

The programme concentrates on the expansion of employment, in other words the creation of new jobs and the replacement of jobs that have been lost. The aim will be to gather information on successful efforts to promote economic development and direct the labour market. One of the problems to be tackled is the integration at local level of national 'vertical' programmes for employment and other matters. In the same way, encouragement will be given to 'horizontal' integration at local level by supporting cooperation and interaction between labour market agencies through formal institutions or spontaneous ventures.

The programme is expected to cover the problems faced by all the regions in the Community, including areas where development is slow, areas of major structural change and rural, industrial or urban areas where for various reasons unemployment is running at particularly high levels.

The programme will be conducted along two lines. There will be a general review of economic development and employment projects in Member States, whether or not they have proved successful. It will offer an opportunity to take a closer look at a whole range of problems such as the scope of local schemes, their effectiveness, the key factors determining their success, the role of various services (including employment services) and the social partners as well as

management, information and forecasting needs in key service sectors.

The second part of the programme will run parallel to and interact with the first. It will consist of a range of pilot schemes in 12 areas, one in each Member State, carefully selected to provide a balanced picture of rural, urban and industrial areas. Because of the cost and administrative problems, the projects will be carried out in relatively small geographical areas — towns or sub-regions.

Each pilot scheme should last four to six months and include a review of local employment problems, an assessment of the home-based potential for increasing employment and creating or making better use of the machinery for cooperation among local operatives, and the formulation of action strategies.

A report setting out the findings from experience with the pilot schemes and a review of what already exists will be available in late 1986, and the Commission will then be in a position to draw up political proposals early in 1987.

At its meeting on 24 April 1986, the Standing Committee on Employment discussed the Commission's working document. It has expressed its support for this Action Programme and encouraged the Commission to develop its proposals for action at local level in the light of an evaluation of experience acquired through the pilot schemes.

Vocational training and regional development

Directorate C: Education, Vocational Training and Youth Policy

In the past two decades, several EEC Member States have brought in constitutional measures recognizing that the regional authorities have a predominant or at least a major role. There have been different reasons for this trend. In some cases the move has its roots in history, as in Italy whose political unification was achieved partly because sovereign states, each with its own economic and cultural identity, subscribed to the same concept of a nation. The pattern could be said to have been the same in Spain, where the dualism between Castille and Aragon has profoundly affected the life of the nation since the 15th century and has set a model of behaviour for the other Spanish regions. In both cases, the centralization of power and authority was the initial foundation for the national State, and it was only later that power and authority were gradually decentralized.

France may not be entirely comparable to Italy and Spain, but there are many analogies. What concerns us, however, is the trend towards decentralization as a political doctrine, as manifested today in several Member States. In other countries, such as the Federal Republic of Germany, the doctrine was embodied in the constitution right from the start.

This trend is influenced by many cultural aspirations, all of them contributing to the general ideal of finding one's own identity, irrespective of the political and administrative infrastructure so important to the regions. The ideal of maintaining one's own specific customs and traditions is newly emerging as a result of language, but another very important factor is the desire for effectiveness.

By restoring time-honoured prerogatives and setting up autonomous systems, European regions hope to protect their interests more effectively within the national setting, in the firm belief that they can better identify and uphold those interests than would be possible in a state with a centralized infrastructure.

Education and vocational training come high on the list of subjects for which the regions wish to assume responsibility. It is hard to draw a clear dividing line between the two, however, and we shall focus on vocational training, although most of our observations will also be applicable to edu-

cation. The reason for this choice is that training offers a more complex model of a social function and is in a way easier to analyse because it is more directly linked with the labour market.

In those Member States where the State and the regions share the responsibility for vocational training, certain procedures are firmly established:

- Regions have direct authority over the administration of vocational training sys-

tems, but the State itself runs the institutions providing training for work in certain areas of specialization — agriculture, seaman-ship, fishery and forestry work — through its control over curricula and its certification of qualifications.

- The State retains responsibility for the coordination of regional curricula, ensures that the teaching imparted in individual regions is reasonably uniform, exercises supervision and inspects and authorizes courses.



The role of the State may vary considerably, as does its right to intervene.

The apportionment of roles between the State and the regions may give central Government special responsibilities for vocational training curricula arising from its extraordinary administration, as opposed to the ordinary administration for which the regions are responsible.

From the above it is clear that attempts are being made to reconcile two goals: through the decentralization of vocational training the aim is to come for closer to local economic and social realities and to adapt vocational training curricula to needs in the local area: the aim of the central authority in coordinating curricula and maintaining certain educational and statutory standards nationwide is to establish functional links among the regional labour markets, each of which is influenced by its respective training system.

Several Member States have committed themselves to a reform of their national systems along lines that will reconcile these two goals. There is a concern to adapt realistically to demand on local labour markets, but there is also a desire to guarantee the geographical mobility of labour on the jobs market and to ensure that skills acquired in one region's vocational training system will be valid wherever they may be used.

Efforts must be made to achieve a reasonable balance between national and regional vocational training needs; to do this there must be constant consultation with management, labour and the trade associations, both at national level and within regional institutions, as well as close cooperation on

the implementation of coherent, effective curricula.

At regional level, cooperation along these lines is a vital prerequisite for optimizing the use of human resources, but it is backed by the active support of all the agencies directly and indirectly involved in the task. Those agencies include the education authorities, chambers of commerce, public and private-sector lending institutions and local employment departments. The best example of such an approach is in France, where the two sides of industry and representatives of public and private interests sit on regional councils, the aim being to mobilize as much knowledge and expertise as possible in formulating guidelines for action in the region.

At national level, consultation and plans for cooperation are more influenced by the economic and social guidelines pursued by the government. There is coordination of regional efforts, of course, but there is also coordination of non-routine or extraordinary intervention measures in the nation as a whole.

In this brief description of the overall framework for vocational training at national and regional level, we have not yet mentioned the political factors affecting public, national and Community action.

The primary goal in all Member States is to promote the economic and social development of the regions, since the problem in every country is internal inequality between regions in terms of employment and production. This *de facto* situation is the basic motivation for every country's regional policies, with the poorer regions having a prior claim on public spending and investment. The commitment of Member States

to this task does not end here. They adopt measures of all kinds, although mainly financial and fiscal, in an effort to create a propitious climate for the development of local economic and human resources.

It is clear, however, that efforts at national level are subject to several types of constraint. The main constraint is the availability of funds. In a State with only modest resources, the money available may fall far short of the needs. Next, despite every effort to set up programmes, a region may find that its markets are very restricted.

Finally, thought should be given to the diversity of economic and social conditions in individual regions. Support measures need to be tailor-made in the light of many parameters. The extent of industrial development, the existence of untapped economic potential, the average standard of education in the region's community, the existence of a varied local civic infrastructure, population density and urbanization in the region: these are only a few of the factors that may affect the weighting of the facilities deployed.

At Community level there are even more facets to the already complex picture, due to the contrast between the less developed rural regions which predominate in the South and the industrialized regions of the North, and because of the growing number of regions with declining industries.

In Community policy of support for vocational training, all these variables have to be taken into account. The criteria adopted from the very start have ensured that Community action is based on objective motivations. The section that follows on the work of the Social Fund is a good example of a mode of operation in the regional domain.

Regional priorities within the European Social Fund

Directorate D: European Social Fund

Super-priority regions

Under EEC regulations,* 44.5 % of the resources available for projects under Member States' labour market policies goes to eligible schemes that meet Fund guidelines on promoting employment in super-priority regions, i.e.

- Greece;
- the autonomous regions of Spain: Andalusia, the Canaries, Castile-León, Castile-La Mancha, Extremadura, Galicia and Murcia and the cities of Ceuta and Melilla;
- French overseas departments;
- the Republic of Ireland;
- Southern Italy;
- Portugal;
- Northern Ireland.

Four factors were taken into account in deciding on these regions: per capita gross domestic product, unemployment rate, the balance between emigration and immigration and the structure of the regional economy.

Simple-priority regions

Assessment criteria

Under European Community rules, the balance of resources (55.5 %) is concentrated on action to promote the expansion of employment in other areas of high and long-term unemployment and/or industrial and sectoral redevelopment, known as 'simple-priority regions'.

These regions are determined each year by the Commission, with the help of statistical machinery for defining regions having priority for support from the European Social Fund.**

In asking the Commission of the European Communities to devise this machinery, the Council felt there should be four criteria in the selection of these regions:

- unemployment;
- long-term unemployment;

* Council Decision 83/516/EEC on the tasks of the European Social Fund, OJ L 289, 22. 10. 1983, p. 38.

** Doc. COM(84) 344 final.

■ whether it is an area of industrial and sectoral redevelopment;

■ per capita gross domestic product.

The Commission formulated a method based on:

■ EEC regions identified as having the highest unemployment rates for young people and for the over-25s;

■ regions having the lowest per capita gross domestic product;

■ areas of industrial and sectoral redevelopment, non-European Regional Development Fund (ERDF) quota areas and European Coal and Steel Community (ECSC) areas (Article 56 of the Treaty).

It proved impossible to identify long-term unemployment areas on the basis of uniform Community statistics, and these were not included in the list of priority regions as such. Even so, long-term unemployment generally occurs in areas of high unemployment and those with a low gross domestic product, or even in areas of industrial and sectoral redevelopment in view of the correlation between these economic factors.

Statistical level

The Commission opted for level III of the Nomenclature of Territorial Units for Statistical Purposes (NTUSP), corresponding to the 'arrondissement' in Belgium, the 'amter' in Denmark, the 'Kreis' in Germany, the 'département' in France, the province in Italy, the whole of the country in the case of Luxembourg, the 'Corop-Regio' in the Netherlands and the county in the United Kingdom. This was the smallest practicable unit because of the reliability of the statistics that could be obtained and their comparability within the Community. Statistics on per capita GDP and unemployment (for young people and the over-25s) were compiled for each of these units. Areas of industrial and sectoral redevelopment were defined in the light of the criteria used within ERDF and the ECSC Treaty.

Method of estimating the facts and figures

□ Unemployment

The point of departure for unemployment estimates was the set of statistics on which

reliable comparisons among Member States could be based, i.e. the findings of Community manpower surveys. These are surveys carried out every year or two years in all Member States, taking the concepts of 'unemployment' and 'working population' set out in the international recommendations of the 13th International Conference of Labour Statisticians held under the auspices of the International Labour Office in October 1982. The unemployed are defined as people without employment who are actively seeking or are immediately available for employment. This concept promotes a more objective estimate of the unemployed, especially those who in the past have been classified as members of the 'non-working population'. In years in which the survey is not conducted, the manpower survey figures on unemployment are updated by relating them to trends in the number of registered unemployed. This assessment is made at national level.

The method of evaluating the number of unemployed within each NTUSP level III unit is as follows:

□ start with NTUSP level II;

■ the unemployment figures at national level are broken down into two categories of registered unemployed (under-25s, over-25s) by NTUSP II region (in Belgium, for example, the province);

■ the total labour force in these two categories at NTUSP II level is derived from the manpower survey;

■ unemployment rates at NTUSP II level for each category are obtained by comparing the number of unemployed people with the total labour force.

□ Determine the unemployment rate at NTUSP level III

■ the estimated numbers in each category of unemployed by NTUSP II region are distributed to NTUSP III level by categories of registered unemployed;

■ the total labour force by NTUSP II level categories is distributed to NTUSP III level, based on manpower estimates supplied by each Member State;

■ the unemployment rates at NTUSP II level are worked out for each category, relating the number of unemployed to the total labour force.

The methods of estimating include a regional distribution of national statistics by the country's regional structure, taking what are considered to be the most reliable national statistics on employment.

The advantage of this procedure is that it gives coherent estimates for the two NTUSP levels, II and III, and overcomes the unreliability of certain figures in the survey when they refer to regions with a small population.

Gross domestic product (GDP)

Each year GDP figures are established by the appropriate departments within the Member States, based on concepts set out in the European System of Integrated Economic Accounts.

These figures are then broken down to the NTUSP II level, incorporating the latest figures on the regional distribution of gross added value at market prices. Their use is based on the generally accepted assumption that regional economies are relatively stable over the short term.

Regional GDP figures (NTUSP II) are broken down to NTUSP III level in the light of the latest GDP indicators at NTUSP III level established by the appropriate departments within the Member States.

By breaking down the regional GDP in two phases (NTUSP II according to fairly recent regional indicators, NTUSP III according to sub-regional indicators, which may be less recent), estimates at NTUSP II and NTUSP III can be more coherent and account can be taken of all the most recent statistics at national, regional and sub-regional level.

The statistical procedure

General

The procedure consists of determining an indicator for each NTUSP III level region, drawing on statistics on employment and the per capita GDP in that region. These calculations are then used as a basis for identifying priority areas. An annual list of the areas is drawn up as part of the 'guidelines for the management of the European Social Fund' issued on 1 May and brought into effect on 1 January of the following year.

The super-priority regions are excluded from this exercise, since their economic and social problems confer a different status.

The statistics, therefore, are on unemployment, but they are also on the per capita gross domestic product. Although it is the European Social Fund's mission to attach special importance to unemployment, the ability of each area to cope with its economic difficulties by drawing on its own resources must also be taken into account.

Weighting of each factor in the indicator

EEC regulations state that at least 75 % of the total resources available each year must be allocated towards reducing youth unemployment. In practice, the ratio between the volume of resources allocated to young people and to adults is about 80:20. In this indicator, the relative weighting of youth and adult unemployment rates reflects this position.

The relative weighting of unemployment and the GDP has been set at 70:30.

The formula

The formula is as follows:

IA (area indicator):

$$70\% (0.80 I_y + 0.20 I_a) \\ + 30\% \\ I_p$$

where: I_y = youth unemployment index
 I_a = adult unemployment index
 I_p = per capita gross domestic product index

Note: The GDP index must be the inverse of the unemployment ratio if it is to reflect the same trend.

Regional concentration

Each NTUSP III level area, then, has its own indicator, used to establish the list of areas in decreasing order of their indicators, which in turn serves as the basis for identifying priority areas for support from the European Social Fund. The priority of areas is based on a threshold which may be adjusted to reflect administrative considerations. The threshold for 1986 (with 10 Member States) was 57.5 % of the Community population, including 11.3 % of the Community population in super-priority regions, i.e. 46.2 % of the population in other regions. Any level III area with an indicator coming below the 57.5 % threshold is deemed to be a priority area, although account is taken of communities within ERDF and ECSC areas having their own priority in that they are areas of industrial and sectoral decline.



The structure of vocational training in regional development

Interview with Helmut Brumhard

Is there any way in which vocational training as such can be given a part to play in the development of regions?

Vocational training is intended first and foremost for people. Its immediate concern is to teach them skills. Vocational training consequently has a direct influence on the regional labour market. How significant a factor it is in regional development is clear from the fact that, although infrastructure and financial opportunities are important, results ultimately depend on the abilities of the people. A shortage of skilled workers hampers the economic and therefore the overall development of a region. Vocational training thus performs the essential function of training people so that it becomes possible to achieve a regional development goal. With conditions varying so widely from one region to another, this also means that vocational training has very different requirements to meet. But it must be made clear that vocational training, whether in the form of initial or continuing training or retraining, cannot replace the other factors needed if there is to be effective regional development. Above all, it cannot itself create jobs.

What form should vocational training that seeks to meet practical needs take?

This is a question to which there are different answers even when the basics are consi-

dered. While it is largely agreed at national level that certificates of general education should meet uniform standards, it is not a view that has found universal acceptance in vocational training, undoubtedly because of differences of economic, social and cultural background. It is therefore suggested that vocational training should be geared to specific regional needs and its content, structure and organization designed and promoted accordingly. Personally, I do not believe the future lies in the development of vocational training solely to meet the needs of small areas. It may be the first step in certain cases. In all attempts to develop vocational training I think it important to bear in mind that it should provide the individual with a broad basis for his subsequent career and at the same time benefit economic and social development. This means that vocational qualifications must also be geared to general requirements. This is achieved if vocational training is required to meet certain uniform standards that apply throughout a country. As an example I might quote the training regulations that govern the dual system throughout the Federal Republic. Requiring the training of all young people under the age of 18 to comply with these regulations has proved its worth. They have introduced minimum standards which everyone in the national labour market can use as a guide. In practice, this not only makes for transparency but is in the final analysis essential if we are to achieve the greatest possible mobility and freedom of movement of the individual that we all want. Let us not forget

that, in pursuit of the objectives set by the Treaties of Rome, we are again giving high priority to establishing the comparability of vocational training qualifications in the Member States. Against this background too, I feel it is only logical that no more than secondary importance should be attached to the regionalization of vocational training efforts in our various countries.

What prospects do you believe the linking of central and regional vocational training efforts has in practice?

As the system in the Member States differ, so too must any assessment of this aspect. National or supra-regional standards can, of course, be taken into account only where they form part of the vocational training system. Although education policy should seek to introduce training regulations or similar standards where they do not already exist, this is not primarily a task for regional development. On the other hand, account must be taken of specific regional needs even where national initial and continuing training standards exist and form the basis for regional training measures. Since it would be inappropriate, the aim cannot therefore be a single nationwide set of vocational training courses to cater for future regional needs and development. This is also confirmed by the fact that the different economic, cultural and social conditions prevailing in, say, rural, urban and industrial regions and regions where small and medium-sized businesses dominate give rise to different developments in the range

HELMUT BRUMHARD, Director of the Board of German Industry for Vocational Training, member of the CEDEFOP Management Board.

of training offered within the same system. In the Federal Republic, for example, initial training differs very substantially from one region to another, and there is probably no region in which training can be obtained in every occupation. In other words, it is particularly important for regional development that training opportunities should be linked as closely as possible to employment opportunities.

As things now stand, we must accept that there are no reliable forecasts or extrapolations at either national or regional level of the occupational skills that will be needed in the future. At best, certain tendencies are beginning to emerge. This makes it all the more necessary for account to be taken of any specific sources of information that may exist at regional level. Current economic activity in a region and coordinated development prospects may, for example, provide clues. It seems extremely important to me in this connection for there to be a constant local source of information on specific initial and continuing training needs which may not be covered by national standards but complement them. The changes that continually occur as a result of technical advances, for which continuing training must primarily cater, also show why there are limits to regulations and standards, especially in the area of continuing training.

In these circumstances, it is extremely important, for vocational training as well as other spheres, for there to be continuous and close cooperation among the various parties involved in the development of a region. They include the regional authorities, the planning agencies, the two sides of industry, the labour administrations, the education authorities, the firms, the trade associations, and the chambers of commerce, industry and so on. How effective this cooperation can be is evident from the good work done in the Federal Republic by the statutory vocational training committees of the chambers and the administrative committees of the employment offices and also from the joint efforts that have been made right down to local level to create and fill training places in recent years. The same applies to the offensive to reduce unemployment.

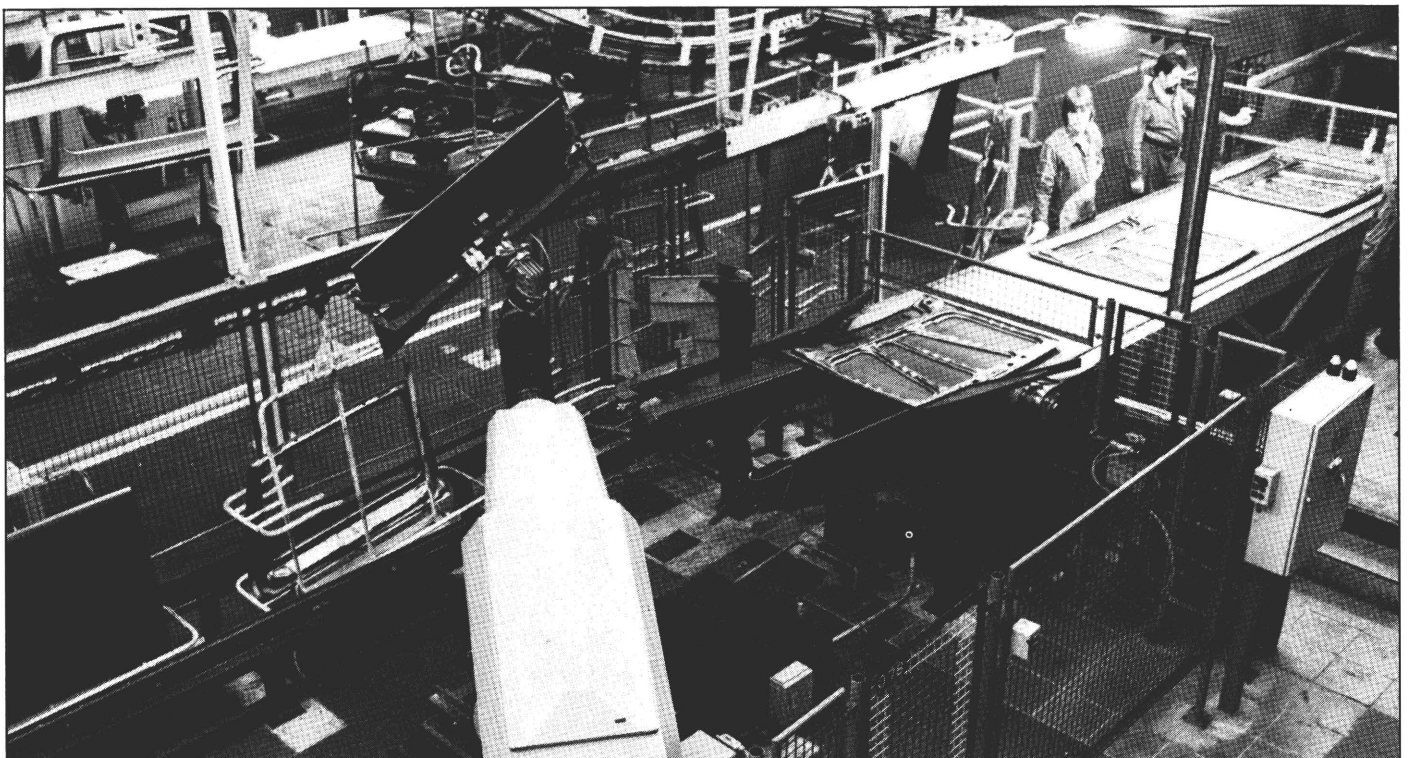
I also attach the utmost importance to the people directly concerned. Informing them and enabling them to take their decisions on occupations in a way that will also benefit regional development is essential and should begin while they are still undergoing their general education. Doing this will provide the best chance of developing regions in harmony with the skills and wishes of the people on the basis of training opportunities that are consistent with employment opportunities.

What special requirements need, in your opinion, to be satisfied at regional level?

It seems particularly important to me for all the various parties involved to carry out a regional analysis, if this has not already been done, and for it to be used as a basis for joint reflection on the factors of significance to vocational training and its development. The questions that should be asked in this connection are:

- What specific skills are needed in a given region, and how can they be identified?
- How can the necessary potential in terms of vocational training places and opportunities in firms, inter-company facilities or schools be geared to needs, how can additional potential be created, and can additional training bodies be found?
- How can people, especially those in their first jobs and the unemployed, be encouraged to take an interest in training?
- How should and can the relevant agencies at local and regional level cooperate in solving specific problems?

If vocational training is to be used in support of practical measures to improve the structure of regional economies, information on the goals, scale and bases of regional economic promotion will be an important guide in the planning of the range of vocational training to be provided. The inclusion of vocational training measures in



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the promotion of regional economies therefore requires early agreement among those concerned, especially the institutions responsible for promotion, the two sides of industry and the firms.

Another important aim, it seems to me, should be to relate all vocational training schemes to practical requirements as far as possible. This means involving firms in the schemes wherever possible and particularly in their implementation. Where the content and organization of programmes are concerned, agreement between the two sides of industry is very important.

I should also like to stress what I consider to be the particularly important function performed by vocational training centres in regional development. As a means of providing the vocational training needed by small and medium-sized firms, and the crafts, and thus of promoting other sectors of the economy, these centres have become indispensable in many regions. They are able to take on a whole string of functions. They can supplement in-company training or, where there is no such training, do the whole job themselves. They can play a central role in a region by acting as a

clearing house for modern technologies and so have a direct influence on the development of the regional economy. Taking appropriate advantage of this knowledge in all regions and organizing measures accordingly will make a major contribution to the promotion of vocational training and regional development alike.

At times when the number of young people trying to enter the labour market is high, as it still is today in all countries, every opportunity to provide training should be seized, especially at regional level and regardless of employment prospects.

What do you see as the limits to the role possibly to be played by vocational training in regional development?

Experience has shown that in many regions even practical efforts are unable to create the places and facilities in firms, schools or elsewhere that are needed if vocational training is to be provided on the required scale. Finding the necessary trainers is a problem too. As I pointed out at the beginning, vocational training can only improve the conditions for the development

of a region. It cannot replace economic, financial or other needs, and it certainly cannot create jobs. The solution to the difficult problem all the Community countries face of finding employment for trained people will therefore be found not in vocational training but in economic development and the labour market. Vocational training can help to stabilize and strengthen the regional situation, but it cannot prevent economic and social erosion on its own.

Do you feel CEDEFOP has any special tasks to perform in this area?

The regional aspect of vocational training undoubtedly does not have the same significance for all the Community countries. But it is one of the areas in which practical experience that may help others to solve their problems has been gained. I therefore believe CEDEFOP has done right to include these problems in its programme of activities. Within the limits of its opportunities, I feel it can make a contribution by carrying out comparative studies of projects in specific areas of activity and by encouraging exchanges of experience.



The role of vocational training in regional development

Interview with Michel Tissier

Is it a new idea to link vocational training with regional development?

It is certainly not a new idea in France: it was suggested long ago, although in practice things are still moving slowly. In a country with a tradition of centralization, where the educational system has performed such a vital role in the creation of national identity and where vocational training has been centred in educational establishments rather than in the working world, the setting of goals, the formulation of programmes, the management of tangible and human resources and the regulation of the flow of trainees have long come within the national rather than the regional sphere of competence. The first branch of education in which the idea of decentralization was explored was continuing training, the State representative within each region being given broad autonomy in this field. The next step came when responsibility for continuing training was transferred from the State representative to elected officials within the regions. The process is now starting up in pre-vocational training, but it is too soon to predict what will happen in practice.

Has it been the economic recession which has turned our thoughts to training as a means of regional development?

In many cases, unfortunately, it was not until massive job losses occurred in sectors

MICHEL TISSIER, Confederation Secretary, Confédération Française Démocratique du Travail, and member of CEDEFOP's Management Board.

that used to play a vital role in a region's economic life (mines, iron and steel, shipbuilding, textiles) that any serious effort was made to formulate a vocational training policy and lay the foundations for a new kind of development. I use the word unfortunately advisedly, not only because the communities in question go through such a traumatic upheaval but because training has been at its least effective under such conditions, being viewed as merely a stopgap solution for employees without preparing them in any way for the need to retrain.

If careful thought is given to the underlying difficulties before the crisis arises, if there is a genuine resolve to anticipate those difficulties, training may make a real contribution: it can diversify pre-vocational training, help skilled workers to keep abreast of technical advances and make the whole working population realize that reliance on past strengths is not enough but that it must prepare for the changes that will inevitably occur in the future.

Is the region the appropriate level for the implementation of a vocational training policy?

The real question is how well the national, regional and local levels are interlinked. Within this network, the region has a vital role to play in that it is on too small a scale to take too theoretical and global a view of the problems but it is large enough not to

become bogged down by parochial considerations. It is the level at which economic problems can be viewed in perspective in their territorial dimension.

Vocational training is certainly the key factor in any policy on human resource management, which in turn is the key to the success of economic and social development. If the aim is to promote the kind of development that avoids territorial imbalance, in which local technical, financial and human resources are used to the full and the environment is respected and enhanced, the region must be given a prime role in directing vocational training. It cannot perform that mission, however, unless it is firmly related to its national, European and international context, especially in terms of economic forecasting and recognition of training diplomas, for there is no contradiction between regional balance and the vitally needed mobility of labour — quite the contrary. There must also be an analysis by employment catchment areas, in other words geographical units within which individuals can move between their home and workplace or where they can train without having to move away from home. If links can be forged between employers and training establishments within the catchment area, if the needs can be analysed and consultation established between the economic and social forces there, the region may be able to arrive at a realistic overview of those needs and be capable of taking action to satisfy them.



What conditions must be satisfied before vocational training can contribute towards regional development?

The first condition is that there must be a regional development project in the first place. This is not a self-evident concept: the existence of a project assumes that there is a resolve to respect territorial equilibrium, an understanding that optimizing the use of local resources, especially human resources, is not just one facet of economic policy but is one of the factors that must be taken into account from the very start when the policy is being formulated. Employers, who have a vital role to play, must look further than the opportunities in their own environment, accepting their own responsibility for the betterment of that environment. Something that benefits the whole community in the longer term may conflict with the short-term interests of a given employer, for example by restricting the choice of location for its investments. The authorities, for their part, must not merely leave matters to private initiative and hope that it will prove to be of benefit to the community. They

must create the setting for development, more specifically through their own investments and infrastructure policy. Finally, the unions must not press claim after claim for their own branch of industry; in their proposals they must give thought to the broader regional perspective. In short, regional development can be achieved only through the common resolve of many agencies in consultation, respecting each other's roles but pooling their energies in the pursuit of shared goals.

We thus come to the second condition: there must be active cooperation among economic and social forces operating in the region. Even where formal institutions have been set up as channels of consultation, cooperation does not automatically occur. One prerequisite is widespread dissemination of information both on past facts and figures and on future prospects. Many employers refuse to become involved in the process, partly out of a concern for secrecy which goes far beyond normal considerations of competition, partly because they

are not very farsighted. The authorities, for their part, tend to look on consultation as a formal duty rather than an opportunity to make their decisions more relevant. A complicating factor is that in France there are two authorities within the regions: the elected regional officials and the representative of the State. Often it is the two sides of industry which suffer from the rivalries and conflicts of authority between these two bodies.

A third condition is that those who make and those who implement decisions must be able to create solid links between vocational training and employment. This is no easy task, however, for there are three horizons. The long-term perspective must be borne in mind in formulating major guidelines for changes in attitudes and for the components of general education: for the educational system, this is the time elapsing between the arrival of a new generation and its emergence from the system; for large concerns, it is the ten-year period required for strategic projects. There is the medium-term perspec-



tive: three to five years are needed in pre-vocational training to define goals and curricula, and it is also the time needed by companies for paving the way for major changes in the structure of qualifications. In the short term, in other words a year, there must be efforts to integrate school-leavers

in the employment market, offer jobseekers training that will help them to find work rapidly, and retrain manpower within companies.

It is clear that in France at least those responsible for vocational training in the

educational system and in the working world still have no real idea how to administer these complex links between training and employment, either at regional or at any other level. It is the region, however, that is the key level and it is here that the problem is particularly marked.



Human resources and the development of structurally weak regions: strategies and instruments

Dr Rolf Derenbach

Many regions of the European Community are today trying to find ways of developing their economies and creating jobs in these difficult times. Regional researchers and politicians agree that the instruments used hitherto (usually comprising financial support for industrial relocation projects) are no longer enough on their own. Measures aimed at activating endogenous forces are seen as the principal means of extending the range of regional policy instruments.

This can only be achieved if occupational competence and the innovatory activity of firms in a region can be improved. Given these new development models, it will thus be important for the closest possible links to be forged between vocational training policy and regional policy measures. The measures must be aimed not only at the few new firms but at all firms, businesses and other employment initiatives in a region.

This puts the regional policy pursued by the local authorities in a new position. They must now increasingly assume the role of active development agencies which — using their knowledge of the play of forces in the region — are actively involved in shaping the environment of increasing knowledge, job creation and safeguarding the future.

The pressure of the problems

In many regions of the European Community there is a shortage of jobs and the

future development of regional economies is threatened. Various factors have caused this situation:

■ Much of the demand for consumer and other goods that once formed the basis of expansive industrial activity has now been satisfied or can be satisfied with a far smaller input of manual labour.

■ International competition is becoming fiercer because — and this is to be welcomed — other countries are now more heavily involved in the production of goods and because lower transport costs have resulted in global linkages between all national economies.

■ Many rural regions have so far failed to develop non-agricultural sources of income, in the manufacturing or service sector, on the necessary scale.

■ The economic structure of many regions is dominated by sectors (primarily coal, steel and textiles) that are having to reduce production owing to a decline in demand, which automatically triggers off major regional employment crises.

The regional causes are followed by the social effects: problems with the integration of the younger generation into the labour market, problems with the reintegration of people whose skills are no longer in demand because of structural changes, problems encountered by women and members of ethnic minorities. These social problems often accumulate in the structurally weak regions.

Traditional development strategy

In all the countries of the European Community governments are pursuing the goal of regional equality of opportunity. In the past they tried to achieve this through the large-scale redistribution of new jobs. Government grants were made particularly to large industrial companies no longer able to find labour in the agglomerations as an incentive to establish new production facilities in the structurally weak regions. Governments also tried to improve the technical infrastructure (road construction, the expansion of the energy supply system, the establishment of new industrial areas).

The need to realign the regional policy strategy

With the general economic situation now less favourable, it is becoming increasingly difficult to accept that the policy of striking a balance between structurally weak and structurally strong regions really helps. The competition for firms seeking new locations, for example, is very fierce because even in structurally strong regions unemployment is often high. There has also been a sharp decline in the number of spatially mobile firms/jobs. For many large companies engaged in the mass-production of

goods minimizing internal costs is more important, given the current level of demand, than increasing capacities at new locations. Public resources for development projects have also become scarcer. Budget deficits have thus led to a reduction in the resources available for regional policy in various countries, although the pressure of the problems in the regions has increased.

However, it is not only the problems caused by the current situation that prompt us to seek new development models. We now know that the policy of industrial relocation causes major problems. It has been found, for example, that too many of the newly established firms (subsidiaries of large companies) were highly vulnerable to the cyclical trend. In many cases they were simply closed when demand flagged. What is more, the jobs they created required few skills, and the stimulating effect they had on the regional economy as a whole was all too often very limited because of the impossibility of integrating them into the economy.

The nature of the problems facing regional economies has also undergone considerable change. For many structurally weak regions it is far more important today to obtain restructuring aids geared to specific problems rather than general expansion aid. Grants towards the cost of relocating individual firms do not do enough to bring about the necessary restructuring of regional economies or to increase regional employment.

Basic reflections on the expansion of the regional policy strategy

The new development strategies are essentially based on two premises:

■ *The orientation of regional policy towards entrepreneurial activity.* Regional policy must make a greater effort to create new jobs out of a region's economic activity through initiatives in existing firms and by encouraging new firms and businesses to come to the region.

■ *The orientation of regional policy towards human capital.* Regional policy must do more to encourage the creation of skilled jobs and, to this end, use new instruments that take particular account of the human resources in the region.

It is not suggested that new firms should not come to the region and then similarly

receive assistance. This is not a total departure from the old methods but a new way of achieving regional development, one that is particularly important in the present situation. The decisive factor is the desire to stimulate a process of internal regional development. The aim is not to delink structurally weak regions from macroeconomic reference frames and programmes. What is instead needed is the coordinated interlinking of the instruments used by the regional authorities (mostly in the area of vocational training) and government programmes (mostly in the area of financial aids to sectoral and regional structures).

Significance of human resources in the enterprise-oriented model

Experience with these new instruments in many regions indicates the particular importance of investments in a region's occupational competence which are attuned as far as possible to the population trend and the dynamism of the regional economy. A distinction can be made here between various linked effects, which will be discussed at greater length.

□ Occupational competence and the internal structure of structurally weak regions

Every regional economy is composed of firms of widely different types. In the manufacturing sector a broad distinction can be made between (A) subsidiaries of large companies, (B) small and medium-sized industrial companies (usually consisting of one plant), (C) craft firms in the process of making the transition to industrial production and (D) craft firms restricted to meeting local demand.

These groups of firms have different 'regional links', which also entails considerable variation in their dependence on assistance from the regional authorities. The subsidiary of a large company, for example, will have little need for public assistance (except for financial aid from the government at the time of establishment). It will not be needed because such major corporate functions as planning, marketing and product development are performed at company headquarters outside the region. For the small firm whose business is largely confined to the region, however, the

absence of public assistance is a very serious obstacle. Unless such assistance is fully developed before production begins, these small and medium-sized industrial structures do not emerge at all or only in reduced form with a limited market range.

For regional policy oriented towards entrepreneurial activity and training small and medium-sized firms are the most important elements in the regional economy, as the following factors confirm:

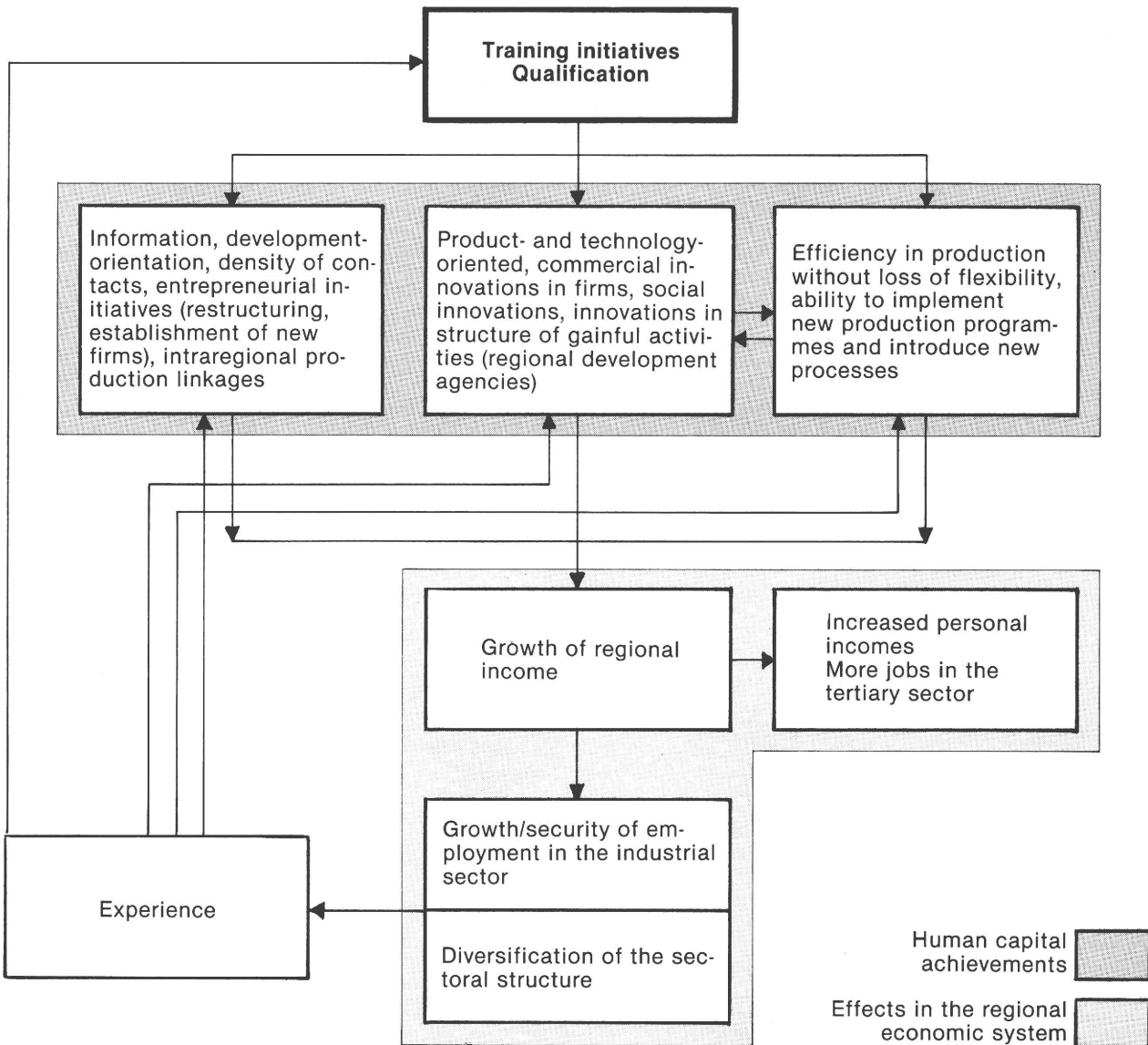
■ In structurally weak rural areas they often dominate and are therefore bound to be the target of regional policy oriented towards entrepreneurial activity. But they are also becoming particularly important in the old industrialized regions, where large firms have hitherto dominated, because the diversification of the sectoral structure in such areas will be impossible unless they are encouraged. The gravity of the employment crisis in many of these areas is due to the fact that small firms have been unable to develop alongside the large companies. This necessary segment of the regional economy will now have to be created under difficult conditions.

■ The trend in demand in the markets is increasingly changing to the advantage of small and medium-sized firms. Various studies have shown that this category has also taken the lead in job-creation. In a spatial structure where communications are well developed, as is usually the case in the European Community countries, the growing geographical division of labour means that even firms in disadvantaged regions can gain increasing shares of the total volume of production.

■ For these firms occupational competence is a particularly important factor of production because it makes for flexibility in product changes — the specific advantage this group of firms enjoys. Financial aids (in the form of subsidies for machinery) are less important in the promotion of such firms (and even cause serious difficulties in many cases) than 'real contributions' (ensuring the availability of the often very wide range of skills required, providing information, transferring technology).

■ As small and medium-sized firms perform all the various corporate functions themselves, they need numerous skills. They therefore diversify the region's occupational structure and so enable young people in particular to stay in the region without having to forego the occupation of their choice. They thus stabilize the age structure, the range of talents and, there-

Effects of investments in training in the regional economy model



fore, the attitude towards development in the region.

The promotion of small and medium-sized firms is consequently not only a necessary part of regional policy but also a particularly promising one. In view of the importance of occupational competence for these firms, a coordinated regional and vocational training policy will have a particularly important effect. It will also forge the link between the

people, the occupations they want and the regional economy. A wide range of initial and further training capable of reacting flexibly to qualification requirements is conducive to economic dynamism in small and medium-sized firms, the diversification of the regional economy and job-creation.

We also know that regional economies are particularly stable in employment terms

when their firms cooperate, especially through production linkages. Even structurally weak regions then achieve a considerable degree of independence. They no longer have the feeling that others are dictating to them, a serious socio-psychological cause of limited dynamism in many structurally weak regions. In many cases, active firms that have their roots in the region are therefore seen by the people as a symbol of growing dynamism. The presence of firms

of all sizes in the region, production linkages and joint marketing are strategies that supplement regional policy oriented towards entrepreneurial activity. They too are based on the improvement of occupational competence.

Occupational competence and the restructuring of regional economies

Every regional economy is today exposed to strong external influences, which stem from the rapid change in consumer preferences, growing competition with other regional economies and technological advances. Each regional economy is affected by these factors in a very specific way, depending on the markets it primarily supplies. The influence may be positive (growing interest in the goods produced by the regional economy) or represent a threat to the development of the regional economy.

To absorb or respond to external influences, a regional economy must restructure. A distinction needs to be made here between (A) reactive quantitative adjustment (acceptance of capacity underutilization, closure of production capacities), (B) adjustment to attractive development opportunities through growth (without structural change) and (C) restructuring (modification and diversification of the product range, technological and commercial innovations).

Seen from this angle, 'regional structural weakness', a concept which has hitherto tended to be construed in terms of geographical situation, the advantages of given locations, etc., assumes a new meaning. In the final analysis, a region is structurally weak only when internal inflexibility reduces its options to reactive adjustment — or if it fails to recognize or exploit favourable developments in the market. A structurally strong region, on the other hand, will opt for the restructuring strategy and so replace jobs that have been lost and create new ones.

Innovatory activities by firms presuppose — as their most important elements — information and occupational competence. Consequently, constraints in the restructuring of a regional economy can be removed by promoting human resources and transferring knowledge. Vocational training in structurally weak regions must therefore

also ensure that it provides as many positive impulses as possible for the restructuring of the regional economy.

Occupational competence and the establishment of new firms

We know that structural change today is increasingly achieved through the establishment of new firms. Here again, market forces are the determining factor. Thus the life cycles of products are becoming ever shorter, the market more and more segmented. In these circumstances, the importance of standardized mass production is waning, while the prospects for young firms are improving. It is particularly important for structurally weak regions to react promptly to this trend and exploit it for their own ends. The same is true of structurally weak rural regions, whose lagging development is due to a shortage of new entrepreneurial activity stretching back over many years, and of old industrialized regions, which need to develop a new basis for their regional economies and employment systems and, in so doing, should encourage the establishment of new firms.

In the possible rejuvenation of the economies of structurally weak regions socio-psychological factors act as a barrier. In rural regions, for example, self-employment has not always been successful (in agriculture), while in the old industrialized regions it is unusual — since employment in large companies has dominated in the past — and the number of people opting for this course is particularly small. The demands on development policy thus range from laying the socio-psychological foundations to training the would-be self-employed and encouraging the establishment of new firms.

Occupational competence and the integration of the younger generation into the labour market

The causes of unemployment in structurally weak regions are not only economic but also demographic. In rural areas the large numbers of young people and the low level of economic activity have an adverse effect on the integration of the younger generation into the labour market. In an old industrial-

ized region the limited demand for new employees in the endangered sectors is the principal cause. In many regions, even the structurally strong, this problem is aggravated by the coincidence of rising demographic cycles and declining economic cycles. In these circumstances, migration from the structurally weak regions wanes, leading to additional demand for jobs for which these areas are not economically prepared.

Initial vocational training must therefore do more for young people. In many regions of the European Community initial vocational training capacities have consequently been greatly expanded. This has created potential which must now be increasingly tapped for development purposes. Initial vocational training will then transfer a region's occupational skills to the next generation. Where the system is not adequately developed or its structure is not sufficiently attuned to the situation in the region, there will be a constant loss of experience, often accompanied by a loss of talent.

A carefully developed regional vocational training system must therefore be able to accumulate the region's knowledge of its economy, and by encouraging the integration of young people into working life before and after the training phase it will give them the option of staying in the region.

The role of the local and regional authorities in regional development policy oriented towards entrepreneurial activity

In regional policy oriented towards entrepreneurial activity the vigour with which the local and regional authorities pursue the goal of development is very important. It can be said without exaggeration that the creative energy of the local and regional parliaments and their administrations is essential to development, its absence a major disadvantage. This is all the truer of structurally weak regions, where development also needs to be politically stimulated.

The following links are today being forged in this context: the local authorities provide information on the situation in the region and its development, they actively restructure their activities to cater for changes in social and economic conditions and prospects, they use local employment initiatives

to create new jobs, and they act as intermediaries both horizontally, in the region, and vertically, in relations with government agencies, informants and bodies which transfer knowledge and thus similarly make a major contribution to the regional economy.

Linking policies to help structurally weak regions

Vocational training policy and regional policy pursue very similar objectives. Both try to promote economic development, to develop new initiatives and new resources, and to improve the individual's position in the labour market. Despite this very close relationship, however, coordination of these two policies has always been the exception in the past.

This must be attributed to the fact that it is not easy to link policies because we tend to approach problems individually even though they can in fact only be solved if tackled together. But there are other factors to be considered. For example, regional policy has always under-rated regional human capital. Vocational training policy has paid little attention to regional factors. Where tension has arisen between the objectives of vocational training and the regional development situation, migration has appeared to be the solution to the problem.

Furthermore, human resources have hitherto been defined only in global terms, and

only the high-growth sectors of the economy have attracted interest. If close links are to be forged between investment in training and measures to improve regional economies and employment, those responsible for the regional and vocational training policies must together determine what human resources are needed to ensure the region's development and meet its requirements.

This function-related elaboration of the concept of human resources is still in its initial stages, although major steps have been taken in many regions. The following packages of measures have, for example, been adopted, the combination differing widely from one situation to another:

- Measures to improve the training of the younger generation, with closer attention paid to the dynamism of the regional economy or in direct combination with employment projects. Help with integration into working life after as well as before or during training.

- Vocational measures to alleviate the social consequences of structural change, in the form of retraining or similar measures designed to help the employees of firms threatened with closure, including projects for the establishment of new firms.

- Vocational measures linked to area revitalization projects and the improvement of the range of local services.

- Vocational measures linked to the restructuring of regional economies, especially training which will benefit product devel-

opment, the application of technologies, the application of materials which have not been previously used, coordination and close cooperation between firms being restructured and vocational training. Linking of company and training projects.

- Measures to assist the planning activities of firms in the region (e.g. management courses held by the chambers of industry, commerce, etc.).

- Measures to intensify production linkages and complete the sectoral structure.

- Measures to improve the use made of public vocational training facilities.

- Involvement of vocational training schools and colleges in product development and new forms of marketing.

- Regional projects to ensure the transfer of knowledge, technology and personnel.

- Measures to promote the establishment of new firms.

- Measures to broaden the range of occupations in which training is provided, increased training in key occupations.

CEDEFOP's 'Vocational training and regional development' project, the pilot projects being implemented with the help of the Social Fund, for example, and projects which have been initiated in this area by the Council of Europe are very helpful in this respect. The scope for action has already been put to the test, favourable and unfavourable results have been achieved. The experience gained must now be evaluated and knowledge on models that function satisfactorily widely disseminated.



Vocational training and regional development

Jacques Delcourt

With the continuing geographical concentration of employment, there is a need for an active policy on regional development. It is not enough to move business and industry in from wealthier regions.

There is a desire for regeneration within the regions. The conditions there are ripe, but on the whole the resources fall short of their ambitions. Several factors today bode well for the success of a development and positive adjustment policy in the regions. There must be an end to friction between national and lower-level authorities, ruinous competition among regions and the conflict between the forces of progress and the forces that resist change.

The implementation of policy at regional level calls for the creation of dynamic centres for the coordination and organization of redevelopment activities. One of their responsibilities should be to promote close links between training and employment and between schools and employers, even though training may be acquired in one place and put to use in another.

JACQUES DELCOURT: Professor at the Catholic University of Louvain, lecturer on the sociology of education, labour and organizations. Has promoted and run a Centre d'Etude du Développement Régional, where he was responsible for many regional development planning studies as well as research leading to a hierarchical classification of localities and centres and their hinterland. Has on several occasions been commissioned to forecast the school population and help draw up guidelines for the development of schools in the Walloon and Brussels regions in Belgium.

The geo-economic distribution of business and industry is the product of a series of public-sector and private-sector decisions on whether to invest or disinvest in all the infrastructure and capital goods needed in the production of goods and services. These public and private choices, whether or not they are coordinated, affect the future of regions and add to or detract from their chances of development, determining the geographical and occupational distribution of jobs and skills and the resulting need for initial and continuing training in each region. The changing geo-economic distribution of industry and jobs is the main challenge to those who are seeking ways of matching training to employment in the regions. Depending on their success in predicting future trends, the training provided there will lag behind or anticipate events. In declining regions, one approach is to bow to the inevitability of change and prepare for an exodus of the population; another is to try to attract new business and industry, stimulate innovation and plan ways of generating home-grown development.

Before discussing the relations between training and employment, it would be helpful to understand the changing hierarchy among regions of the world, continents and nations so that their chances of development and redevelopment can be assessed more clearly.

The continuing trend toward geographical concentration

Despite major technical advances in transport and communication, polarization still

continues. There is a shift away from manufacturing industries and towards service industries; the greater the impetus imparted to economic development by business and industry, the greater their geographical concentration. There are more opportunities for product modularization and the breakdown of their manufacture into component parts, for the decentralization and autonomous management of a company's functions. It should be easier for companies to set up subsidiaries and for large concerns to redevelop in the form of smaller enterprise and call on subcontractors and outside production and service companies. There are still, however, considerable imbalances between regions within the same and different developed countries. Despite the implementation of regional development policies and town and country planning, the development prospects of individual regions are still very uneven.

Within the European Community, there are still wide gaps between regions; their unemployment rates, for example, range from 3.5% to 26.5% (Eurostat — Labour forces survey). Not only are the gaps wide, but they are growing even wider. Assuming that the gross domestic product per head of population was 100% in the 10 EEC States in 1970 and 1980, the index for the region of Hamburg was 198 in 1970 and 39 in Calabria; by 1980, the index for Hamburg had risen to 230 but had moved up only one point to 40 in Calabria.

Paradoxically, although the facilities for control and monitoring at a distance make it easier to internationalize production sys-

tems, open up world markets and transnationalize companies, companies have not dispersed more broadly, nor is there a wider geographical spread of business, industry and employment. Geographical concentration and polarization have continued in both industry and the service sector.

The advantages of port locations

At world level, we are witnessing a shift of industry away from the North and towards a number of newly industrialized countries in the South. This has created many divergences between northern and southern regions, reflecting the changing international division of labour and the international redistribution of knowledge and expertise as the result of information and technology transfers and education policies in the developing countries.

Foremost among the regions benefiting from this transnationalization of companies are those on the ocean shores of continents, particularly those serving as a gateway to the continent in that they provide a major deepwater port sited at the mouth of a navigable waterway and are linked to a deep hinterland by rail, road and air networks. There are not many such gateways to continents because several requirements must be satisfied: ships and their cargoes are larger than before, and there must be good prospects of obtaining freight for the return journey and of carrying multiple cargoes which can be broken down for onward transmission in many directions, there must be substantial storage and transshipment facilities and a variety of services. The trend reflects the need of the production system to internationalize and the desire to establish a foothold on national markets. All this creates a tendency for the economy to be structured in the form of a small number of highly internationalized geographical enclaves.

The most promising of these regions are on the two sides of the Pacific Ocean. Despite their prosperity, many of the American and European regions bordering the Atlantic face problems of redevelopment.

At continental level, there have been several notable shifts in business and industry. On the American continent a move has started both from the East to the West and from the North to the 'Sun Belt'. In Europe, the pattern is less clear-cut because of national partitions and the play of political forces.

For example, the areas around the North Sea have retained their advantage despite the attraction exerted by the sunny South and despite the efforts made by OECD and the European Community to help the countries bordering the Mediterranean.

The advantages of metropolitan regions

De-industrialization and the shift towards the service sector are two complementary trends. The former works in favour of port areas, the latter favours metropolitan regions because they offer an ever widening range of sophisticated services and momentum-generating factors such as services for manufacturing industries and businesses.

This metropolitanization coincides with the growth and geographical concentration of the public and private-sector management and administration machinery so vital in stimulating and financing development, especially macro-projects such as the Air-

continental and transcontinental chains of sub-contracting firms.

As pointed out by R. Uhrich, those firms whose products incorporate the highest level of knowledge and expertise, those that are readiest to innovate, tend to concentrate in the high density urban centres. Metropolitanization continues in spite of official policies of decentralization and government encouragement for the regionalization of business and industry in an attempt to relieve congestion in major centres and industrial zones, and in spite of regional development plans and town and country planning. This is undoubtedly due to the ability of such metropolitan regions to attract and disseminate innovation, their receptiveness and the ease of communication there, in other words the facilities they offer for internal links and for links with the outside world. The reason for the concentration of poles of growth is that we are moving from an industrial society to a post-industrial society in which — in the words of D. Bell — the dynamic forces are services, above all services for producers.



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bus or Ariane rocket. This network of centralized machinery generates more or less lasting partnerships among giant companies, engineering firms, university research centres, finance houses and governments, but it also encourages the creation of

In search of the reasons for 'verticalization'

In industrial societies, the main focus of concern used to be the production of goods. Their economy was based on production

because it could be exported and could therefore feed local services. At a certain point, however, it became apparent that the production base could be improved and extended only in areas with a reasonable variety and scale of production and commercial services, banks, advertising firms and insurance companies, architects, consultant engineers, economists and lawyers, finance houses, information, data processing and market research firms and research and development establishments.

In the next phase, production services themselves become part of the production base because they are exportable. This is true not only of services like hospitals, schools and universities whose regional catchment area is broad, but also of all the services listed above. Sophisticated services tend to be concentrated in cities at the top of the hierarchy in major conurbations, creating a pattern of verticalization of service firms. When this stage is reached, innovation in the range of goods and services produced seems to be even more closely linked with the sophisticated, momentum-generating firms that are in the forefront of the producers of management services.

In a post-industrial society, intangible investments are more important than investment in physical capital assets such as land, buildings and equipment (although equipment today incorporates a growing amount of artificial intelligence). A company's true capital is intellectual. The service industry accounts for 55% to 65% of employment, but the fastest growing asset is the production, communication, storage and distribution of information and knowledge. According to J. Beillerot, the post-industrial society could well be defined as educational, because every day more than half of the population has a teaching or learning function within the context of educational relationships, or devotes a not inconsiderable portion of its time to self-training.

At first sight the inference might be that because capital and assets and what is being produced are tangible, and because of the remote communication infrastructure and technology, services ought to be horizontalized and dispersed. In fact, however, the services that generate the greatest momentum for the development of enterprise are the most geographically concentrated. The equipment and the brains that activate world information and communication networks are also concentrated, like the centres of production and innovation strategic to

the development of these networks and like the data, text, sound and picture banks — the centres for the handling of shared memory. As of this date, however, these megastructures for the generation and handling of the national and international flow of information undoubtedly lead to asymmetry.

The centripetal forces that create this inter-regional imbalance are stronger than the centrifugal forces, but the latter seem to be gaining in strength. Various other forces are coming into play and in the long run they might promote redevelopment in regions now facing difficulties.

Social and regional policies in the campaign against imbalance

First of all we should stress that an uneven geographical distribution of economic activities and employment does not necessarily imply a similar imbalance in the dispersion of the population and its living environment, since there has been a great improvement in transport facilities. In the most highly developed economies, it is possible to live in one place and work in another, just as it is possible to acquire skills in one place and use them in another. The patterns of geographical distribution of jobs, incomes and purchasing power are not necessarily correlated. One does not always live where one earns one's money, nor does one always spend it there.

In many regions, purchasing power may rise merely because of people's preferences as to where they live, or it may be maintained because of the volume of transfer payments or the interplay of social policies designed to provide individuals and families with a fairer share of access to facilities through the dispersion of residential and social services (local authority departments, schools, hospitals, roads and public transport). Incidentally, although social and regional spending may seem to governments today to be like water running through a sieve, it does at least support demand and ensures the survival of many institutions that counteract the economic 'desertification' of various regions. The growing volume of such policies and expenditure is in itself evidence of the regional imbalance generated by the spontaneous interplay of economic forces.

Regionalization policy can be seen as a reaction against the geographical concentration of economic activities and jobs or alternatively as a reaction against the centralization of authority and undue State interventionism today.

To counteract the growing imbalance in the development of regions and to meet the regional aspirations of the general public, over the past few decades governments have mapped out zones and regions. Zones are relatively homogeneous compared with regions, which are defined in the light of functional criteria. For example, certain territories have been classified as redevelopment areas because of the high unemployment rate there and the decline of certain industries. Governments have also broken down the territory into employment and innovation areas, i.e. the region around a regional metropolis or technopolis. These economic regions, like some of the zones, then become 'planning spaces' because the criterion for their division has been based on development or redevelopment goals. Their borders may cut across, follow or incorporate the contours of the magnetic fields around poles formed by one or more economic or administrative units, or the correlated and interdependent spaces between a network of local units at various distances over a territory.

Governments have also tried to promote redevelopment by providing facilities for industrial zones, commercial areas and research parks, by giving investment and job creation aid, by decentralizing administration and by endowing regions with the new resources without which they could never be truly autonomous.

The reason for this movement towards the decentralization of authority in States whose administration was formally centralized lies in the two constraints under which the authorities at every level have to operate. One constraint is financial, since the authorities still have to obtain resources to back any action they may take; the other is political, in that they can never be sure that the electorate will vote them in again in the next election.

When powers are decentralized, responsibilities and even resources and monitoring authority can be passed down to the regions and thence to members of the general public.

Besieged from all sides, central government tried at first to do too much and was rapidly bogged down and overburdened by an



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outdated decision-making system. It went through what the specialists have called a 'crisis of governability', a crisis all the more profound in that members of the public felt themselves further and further removed from the central machinery of bureaucratic authority. They displayed universal and growing distrust of decisions reached by remote administrative bodies having no direct contact with the people whose lives they administer. Today there is less belief in national values and a growing faith in local values.

Another factor in the move towards decentralization has been the development of telecommunications and information technology, which has made remote control and monitoring technically feasible. For example, checks can be made on local files, decisions, management, budget spending and the use of resources, whatever the distance. This technology is a little like a lead that can be extended to give one's dog the impression that it can run where it wishes, whereas in fact its independence is limited and supervised — and the lead can be hauled in.

Finally, the movement towards decentralization is in tune with local feelings and aspirations, exacerbated by world geo-economic trends.

The cynics say that it was not until central government found itself short of cash that it started thinking about decentralization and recourse to local or regional initiative, thus putting off the evil day when it had to dig into its pocket. Not until government seemed to be powerless to cope with unemployment and unable to give guidance on training and employment did it ask the local authorities to introduce new schemes and discover new entrepreneurs.

The optimists, on the other hand, see decentralization as a means of building a participatory democracy, a refinement of representative democracy. As pointed out by Babileau, decentralization helps to improve the relationship between the citizen-voter and his representative, and to bring the citizen-consumer closer to the local decision-maker or administrator.

Regionalization, however, is not merely a reaction against the concentration of economic activities and jobs or against the central administration of power, the merging of centres of initiative or the spread of decline, to quote R. Urich again, but a recognition of the new prospects opening out for the regions.

It would undoubtedly be mistaken to believe that the social cost of agglomeration

will rise faster than external economies, especially in the case of routine production work done by fairly unskilled workers, and that as a result peripheral areas with a low level of urbanization will be all the more attractive because of the lower cost of maintaining and reproducing human resources there. In the same way, telecommunication and information technology does far more than providing the facilities for centralized monitoring of these peripheral areas: it promotes information handling at regional level and adds to the stock of data that a region can hold on itself. This helps local or regional administrators and the people they administer to develop new management skills and capacity. With sophisticated 'peripherals', there can be decentralized access to data banks, software and expertise. Expert information can be accessed locally. With modern means of transport, it is also far easier to obtain advice on local projects from professionals and experts, many more of whom will also settle in the region. At the same time, there is a nationwide expansion in service networks of banks, insurance companies and the local and regional branches of central institutions. Schemes are also being implemented by development promoters and chambers of commerce, many of which are

very knowledgeable about support measures and the range of regional aid available.

Information technology is not the only potential agent of decentralization: there are also the various applications of micro-electronics, laser techniques, low temperature chemical processes (below 80 °C), genetic biology and food and pharmaceutical agrochemistry. All these technologies could be appropriated by small and medium-sized firms, whether or not they are set up by large concerns wishing to redeploy via subsidiaries or sub-contractors. Such redeployment is facilitated by the trend away from mass production and towards breaking down products into component parts.

It is becoming practicable to use 'soft' forms of energy in the development of many products, in turn promoting geographical deconcentration. These alternative energies, the miniaturization of production equipment and products and the lightening and streamlining of materials all make it easier to regionalize and even ruralize certain forms of production and to revitalize homeworking.

Not only have new technologies and various forms of expertise become available at regional level but there is also a whole series of training methods. There will be many more ways of disseminating information and know-how to people after they have left school. We are returning to an age in which people are self-taught or self-trained.

The opportunities for redevelopment in the regions lie in the ready availability of knowledge and techniques, an ability to develop local information and expertise, the accessibility of outside consultants and ease of access to large shared memories in the form of data banks and files, although there is a risk that the cost of accessing information will rise.

This potential expertise, combined with changing attitudes, is the foundation for regional redevelopment and a newfound strength. Today regions are searching for a cultural identity and a past that seemed to have been destroyed by the industrial revolution. The local and voluntary associations being formed are trying to mobilize people and breathe fresh life into the regions. They need support and coordination, especially coordination with the training agencies, which should commit themselves to this revitalization.

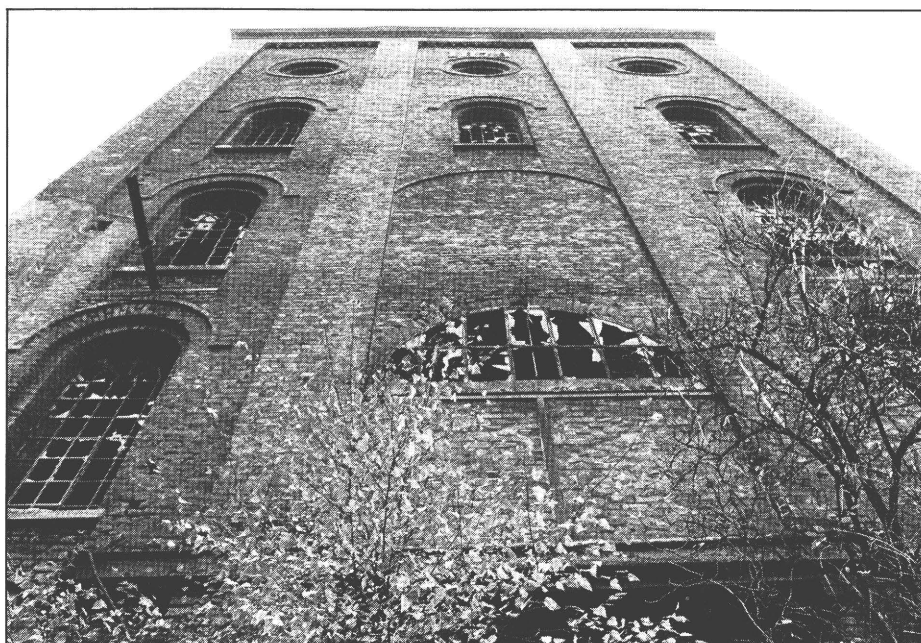
A few thoughts with a view to action

There is a desire and a potential for redevelopment in regions without the advantages of past economic growth, but there is no certainty that sufficient resources will be available to satisfy aspirations or that the political conditions are right. There must be an end to friction between authorities at national and lower levels and a lessening of ruinous competition between regions; within the regions a solution should be found to the conflict between the forces of progress and the forces of tradition, which are all the more resistant to change at a time when the future is so uncertain. Even so, the time is ripe for the decentralization of power and the granting of greater autonomy to the regions.

Administrative autonomy, however, does not automatically bridge the gap between the location of trade, industry and jobs and the places where people live, nor between the places where vocational knowledge and skills are acquired and the places where they are used. Efforts must be made to promote mobility for apprentices, without overlooking the longer-term need to expand local employment in the region and without giving up the effort to achieve a better balance between training and jobs in individual regions. If that effort is unsuccessful the brain drain will merely accelerate, and skilled people will move away from regions in decline.

Disadvantaged regions face a twofold problem: not only is there a shortage of local jobs but the decline in certain sectors is not offset by growth in others. In prosperous regions, as firms go out of business others are started up and take their place. In regions with difficulties, everybody knows which firms will die but they do not yet know what will live, and it is hard to draw up rigid plans for training and impossible to predict the future careers of most of the trainees.

Every region, prosperous or not, comes up against the problems created by the disappearance of so many of the transitional jobs which school-leavers used to do in industry (especially in the building trade) and also in the service sector in, for example, banking and insurance. This drastic cutback in stepping-stone jobs is a result of technological advances in many sectors. For effective management of affairs at regional level, there is a vital need for comprehensive, regular statistical breakdowns of young people's jobs and the skills required of them by companies and by sectors, together with statistics on training places for the benefit of those who counsel students and the heads of training agencies. Some people will argue that the momentum-imparting sectors and the industries of the future are already well known: they are the ones that use new, advanced technology or that provide sophisticated services to companies. This may be true, but jobs in those sectors are not the only forms of employment available. There must also be a survey on the abilities



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and the new demands in, for example, personnel and social services, catering firms, public and private residential services and creative, production and distribution services in the field of the arts to promote every facet of a region's identity. The development of all these services is related to individual and household incomes. It also calls for the mobilization of local communities and entrepreneurs and for the training of new entrepreneurs and organizational and social innovators. In this field there is no such thing as 'spontaneous generation'.

If regions are to flourish again, there must be a graft of information and knowledge. Distance is no problem because of the spread of do-it-yourself training and the opportunities created by information and communication technologies to cultivate knowledge wherever one might be. We have by no means taken full advantage of the opportunities. A distance teaching policy would benefit older workers, not just young people, and regions could well cooperate with each other in this field.

To implement all these policies at regional level, there must be high-powered centres for the coordination and running of re-development activities. They should be

made responsible for promoting and creating links between training and employment, between schools and workplaces, however great the physical distance between the places where training and skills are acquired and the places where they are used.

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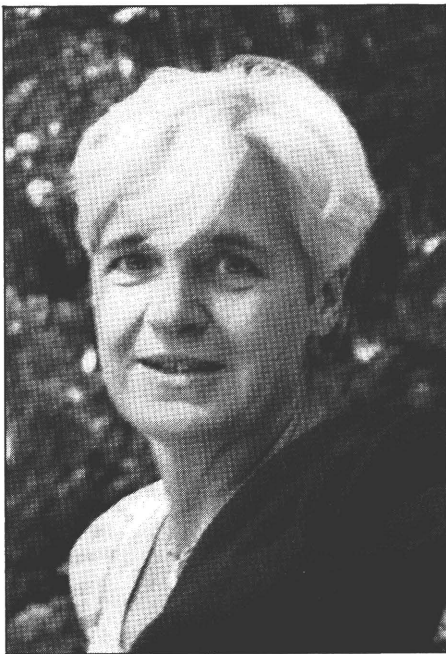
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Towards the capitalization of skills in the field of 'Regional Development and Vocational Training'

Maria Pierret

The disparities (in some cases the growing disparities) in the economic development of European regions, the giving of broader decision-making authority to local communities, the shift away from centralized methods of development, claims from local bodies to have a say in decisions affecting their area and the desire to make better use of local resources: all these factors are being borne in mind by CEDEFOP in its range of study projects, especially those coming under the heading of 'Regional Development and Vocational Training'.

Back in 1980, CEDEFOP devoted an issue of 'Vocational Training' to the theme of regional development and its links with vocational training. Six years later, what more is there to say? There may not be so much more to say, but what CEDEFOP can show is that, in the light of experience and achievements, the ideas advanced at that time can be translated into action. The dossiers that follow are the proof, for they demonstrate the emergence at regional level of new forms of expertise in controlling their capital of finance, technologies and human resources. Such 'social engineering' skills deserve to be highlighted, and this is what CEDEFOP is trying to do. The results of its first forum in 1984 are summarized here by Mr Gizard. There are plans for a second forum which will focus on issues in areas of economic redevelopment.

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The regions now preparing for the forum differ very widely. They include Limbourg in Belgium, Noord-Nederland, Andalucia, Nord-Pas-de-Calais and Lorraine in France and Northern England in the United Kingdom, Trás-os-Montes in Portugal, Saarland in Germany, the Sønderjyllands Amtskommune in Denmark and the prefecture of Achaya in the Peloponnese. However different they may be in many respects, however, they all face the problem of creating or recreating an economic fabric that will lead to long-term development. Each one of them will rely on their own human resources to achieve their aims.

Whether the local area is a region, an employment catchment basin or a 'Land', progress is being made towards reconciling two dynamic trends which have not usually been easy to correlate: development, and progress in human training and skills. Companies, associations and local authorities at regional level can mobilize more effectively and play their part in the master plan by drawing on their own resources. In Scotland and the Federal Republic of Germany, for example, the local authorities have taken over the task of initial training. In Italy and France, they are specifically involved in town and country development. In many regions in Europe, home-grown development is taking root and bearing fruit, provided that a synergy between economic and social forces can be achieved. It has not taken long to pool resources in tackling two of the problems: vocational training for

young people and the introduction of new technology. In Scotland, Picardy and elsewhere there are good illustrations of this trend. It is none the less difficult — extremely difficult — to define overall development goals and to persuade the leading vocational training agencies to mobilize and work towards those goals. In the world of training, agencies are now expected to work on new teaching contents and to devise alternative methods of action for which their previous training has not always prepared them. Methods, organization and content have evolved a good deal in that world, and it can now perform its role as an agent for development more effectively. The major problems it now faces are the training of trainers and the way in which systems function.

A nationwide system, with decentralized goals and methods, offering industrial, agricultural and craft training would be better able to meet regional demands. The work of the Manpower Services Commission in the United Kingdom is an attempt to do this: the planning of training goals is regional, coordination through financing is national, and plans are implemented via a network of independent establishments.

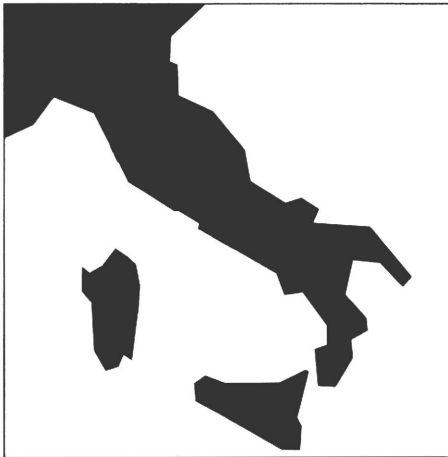
Parallel to this type of organization, new arrangements should be devised for national diplomas and nationwide status of trainers. As far as diplomas are concerned, the new methods whereby unskilled youngsters and adults can obtain diplomas through 'capitalizable units' in France or modules in

Italy may pave the way for a concept of a diploma that meets regional needs but is also recognized at national level.

No region can claim to have established such good coordination as to ensure that all its resources are entirely complementary, but a good deal of spadework has been done to avoid a dissipation of forces. Institutional and financial systems in each country are evolving along their own lines. The regions are choosing their path in the light of their own priorities and context. Whether

the arrangement is called 'Schéma régional de la formation professionnelle' and 'Contrat de plan État-Region' (regional vocational training master plan or State-Region planning contract) as in France, or 'Ateliers régionaux' and 'Cellule de reconversion' (regional workshops and redevelopment unit) as in Belgium, the aim is to coordinate the efforts of everybody involved, both in defining guidelines and priority target groups and in mobilizing the educational resources available or creating those resources where they are lacking.

These are the first steps towards the acquisition of planning skills for all resources and agencies combined, and they deserve to be publicized. The regional authorities are also vital partners in the creation and maintenance of economic well-being. They have a clearer perspective of strengths and weaknesses in their local area and their citizens, they are best placed to implement guidelines formulated on a broader level, and what they want is to speak more directly to national and European bodies, especially on the subjects of planning and funding.



In Italy

Training processes in economies of broad-based industrialization

Maria Rita Materazzi

■ Italian economic development in the 1970s, based on widespread industrialization and the proliferation of small firms, has radically altered the geographical distribution of economic activities in favour of regions whose development is at the intermediate stage.

■ In the 1950s and 1960s the pattern of development was based on the large concern and the concentration of business and industry in parts of Northern Italy (the 'industrial triangle'). In the 1970s the pattern gradually changed, with a broadening of the production base and a geographical redistribution of industry.

■ In the initial phase in the 1970s, the first sign of change was the reorganization of industrial production. Efforts to achieve more flexible production capacity revealed the potential benefits of a strategy of small-scale, highly specialized, high-output production.

These changes in the organization of production were made possible by technical advances: new technology could be used even in small-scale plants, thus helping to achieve high levels of efficiency.

Considerable impetus for industrialization in what we have classified as 'intermediate development' regions, most of which are in central Italy (the Marches, Tuscany, Veneto, Emilia Romagna and Umbria), was imparted by the new production conditions, which also helped to accelerate growth. Broadbased economies are not, however, restricted to the less industrialized regions; they are also to be found in areas that have reached a more advanced stage of development.

The spread of industry is only partly caused by the decentralization of production in the

sense of breaking down the production cycle into its individual components, in other words a 'cascade' process with decentralization from large concerns to smaller firms, from the more highly industrialized regions to regions with a slower growth rate, each element being closely interlinked with all the others.

In qualitative terms, the most significant feature of the development of the regions with which we are concerned is the specific way in which firms have organized themselves, trying out new forms of coordination and relationships entailing a high degree of specialization.

In substance, new production methods, Italy's changing position within the international division of labour and the existing economic and social conditions within those regions have promoted a spontaneous process of industrialization based on small firms, spread out over a wide geographical area.

Let us now consider the economic and social characteristics of areas where industrialization is broad-based. The first point to be made is that the regions listed above, which we have called 'intermediate development' regions, have not all reached the same level of maturity in industrial growth; even within individual regions there are still obvious imbalances from one area to another.

The second point is that when industrialization started the conditions were very different from what they are today. Certain initial advantages have gradually been effaced once the production system has reached a reasonably advanced level of development.

One feature of local economies in which industrialization is widespread is the preval-

ence of small firms. A common factor is that the small firms operating in the same sector of industry are concentrated in the same geographical area, all of them centred on the manufacture of a single product. This leads to a fairly high level of specialization in some places, to the point of creating a 'single-product culture'.

This may pave the way for extreme horizontal competitiveness among firms. It also leads to extended vertical relationships that none the less remain within a single segment of one industry, with small firms often acting as sub-suppliers.

Three factors help to create these production conditions: there are few barriers to new producers wanting to enter the market; production is highly labour-intensive, with little automation, which means that the input of an entrepreneur's own labour and possibly his family's support is sufficient at the outset; and the production process can be broken down by product or by phase.

Other factors that help to create areas of broad-based development are the structure of the labour market and the way it works. The structure of employment is characterized by the presence of many different types of workers and operators.

The percentage of the active population in employment and the employment rate are very high. This is partly because there are many jobs for women to do and also – although the supply is slightly lower – work for youngsters and old people.

Most workers are employed in industry, the percentage employed in the service sector being lower than in more developed parts of Italy. They tend to be very skilled, with a 'production-mindedness' that is the heritage of a long tradition of craftsmanship.

The level of manpower skills is increased by the high turnover of labour, partly because employers come and go and partly because people with a higher level of job skills are in great demand on the labour market.

Just as important is mobility of labour among the more highly skilled employees, particularly shopfloor workers who leave to set up as entrepreneurs.

Household incomes are often 'mixed' in that they are derived from two or more jobs done by individual members of the family, either in different sectors or in the same sector but in different types of job. The segments of the labour force with strong negotiating power are the 'lump', i.e. self-employed people who work as contractors and their helpers, factory and service sector workers and 'moonlighters'. The 'weaker' and lower-skilled segment of the labour force – women, young people and the old – tend to be outworkers or part-timers or to be engaged in temporary and seasonal jobs.

That there are such differing groups in the overall system is both the result and the

cause of the flexible way in which the labour market functions.

In the 1970s employment trends were very buoyant and marked by radical changes in economic sectors and in occupational status.

Industrial relations are less hard-and-fast than in the more highly industrialized regions where large employers are more common.

This flexibility in the use of the labour force is made possible by the way in which production is structured, and it tends to be transferred to the system as a whole, including the segment of the labour market with more 'muscle'.

Given the specific nature of this labour market, it is obvious that occupational skills matching the pattern of demand for labour have on the whole been acquired 'on the job'.

Of special relevance is the role performed by the craft industry, which has traditionally been an important source of training of

manpower for industry, for its own labour through apprenticeship, and for the creation of new entrepreneurial enterprise.

Looking at the problem in terms of the production characteristics of the industrial structure, it is clear that the quality of skills available on the labour market match the skills sought by industry more closely than in other places where there is greater sectoral diversification.

Public sector policies in the training field have been all the more effective where those measures have been timely and directed towards specific skill training schemes or the support of in-company training.

Where public sector measures have been introduced to support the initial vocational training provided by regional-level State schools or by subsidized centres, the gap between goals and actual achievement has been wider. The training structure has proved too rigid, repetitious and slow-moving to meet the demand for labour which, as we have seen, is highly diversified, flexible and in a process of continuous change.



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Dossier

In this context, effective training policies are essential for the consolidation of industrial growth.

In deciding on such measures, it is important to bear in mind that these systems are now highly structured and that economies based on small firms are not merely a relic of the past or transitional phases in the overall pattern of progress achieved by the industrial system today.

The directions being taken by these economies are gradual modernization of the industrial structure, with innovation in organization, processes and products, as well as greater control of the market. As far as innovation is concerned, the introduction of production changes with the help of new technology also increases the efficiency of the internal organization of firms and the relations established among firms.

The effort to innovate production processes also stimulates product innovation, because greater attention has to be paid to design.

These trends usually occur in the industries in which a local area has acquired its experience. In other words, they are not so much a move towards a high level of production diversification but rather the result of a consolidation of development, achieved by mastering 'production techni-

ques' or raw materials. Examples are the manufacturing of the capital equipment used in local production or the search for and processing of alternative raw materials.

When considering the type of jobs towards which training measures should be directed, attention should be paid to:

- the creation of new entrepreneurial enterprise and the updating of the skills of existing entrepreneurs;

- manpower already working in production and the updating and upgrading of its skills necessitated by the introduction of new technology and the ensuing internal reorganization of the firms in which it works;

- the jobs available for young people who have not yet entered the working world, which have been hard hit by technological change and modernization of the system. The bulk of the effort here should be directed towards the search for new skills and supplying training in skills which may no longer be new in sophisticated economies but are in short supply locally, in order to anticipate demand even before it is expressed by employers.

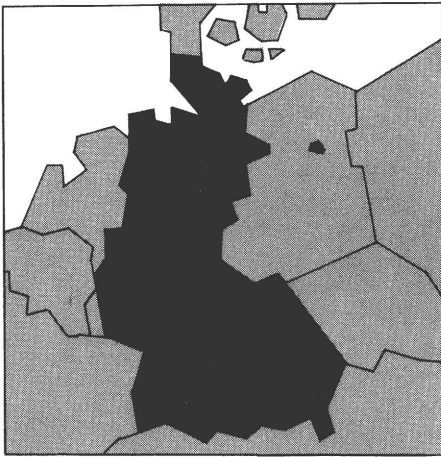
- temporary, seasonal and part-time workers, many of whom are low-skilled, so

that they can establish themselves more firmly on the labour market.

When considering the economic sectors towards which training measures should be directed, it should be borne in mind that for a long time the stress has been on industry, and that improving the quality of services is one step towards consolidating a broad-based economy.

In the broad-based economy that exists today, the service sector has remained 'traditional' and falls short of what is needed. Admittedly there has been some growth, at times substantial, but it has been in 'ordinary' services; the more sophisticated services are still concentrated in highly developed areas.

Unless adequate policies are introduced, severe bottlenecks may be created. Public sector measures must be directed towards encouraging the creation of new facilities and functions such as technology, research and information centres. Measures to promote training should not be directed solely towards imparting the type of skills that match the demand for labour arising as a result of the reorganization of services; they must also promote skills that will help to create a demand for services from firms.



In the Federal Republic of Germany

Training initiatives in an old industrialized region: the case of Saarbrücken

*Horst Backes
Guido Freidinger*

The Saarland, a Federal *Land* in the south-west of the Federal Republic of Germany, has had a long industrial history based on coal and steel. Like many European regions with a similar economic structure, the Saarland has suffered substantial job losses.

Two major steel mills have been closed in recent years, and the future economic development of the steel sector is still in danger. At 13.4% (1985), unemployment in the Saarland is well above the national average (9.3%). With employment conditions so unfavourable, the integration of the younger generation into the labour market has become very difficult.

In this situation, the authorities in the capital of the *Land*, Saarbrücken, considered it important to help solve the labour market problems with coordinated measures. This concern has led to the development in recent years of a 'local structural and labour market policy', which is now a major factor in the development of the regional economy.

This article concentrates on the training measures and their relationship with the regional structural policy.

Causes and effects of the regional economic crisis

The Saarland is an industrial region with a population of about 1.05 million (in a small area). Across the border lies Lorraine, a French region whose northern part has very similar economic structures and problems. It too is finding that the mining of coal, the smelting of ores and the manufacture of steel products are no longer enough to

ensure the required level of employment and incomes in the region.

The loss of industrial jobs in the Saarland has essentially occurred in the following stages:

- Even in the 1950s and 1960s many jobs in the Saarland's coal-mining industry were lost. Today it employs 25 000 people, compared with 56 000 in 1960.

- Even in the 1960s and 1970s the number of jobs in the steel industry was reduced, although no one had to be dismissed.

- From the mid-1970s worldwide overproduction of steel triggered off a crisis, which also affected the Saarland's steel sector. Of the five large steel mills, two, each employing several thousand people, had to be closed. Even now the future of steel production is not fully guaranteed. No restructuring, however radical, will alter the fact that the number of jobs in the Saarland's steel sector is likely to be greatly reduced in the future.

The problems facing industry in the Saarland have affected not only the manufacturing sector but also the development prospects of the other sectors of the economy. Employment in the construction sector, for example, has declined more rapidly than elsewhere in the Federal Republic, the number of jobs in trade has fallen in the Saarland, unlike the rest of the country, and fewer people are employed in the other branches of the service sector. Employment prospects for women have always been poorer because of the dominance of heavy industry. They consequently form a much smaller proportion of the labour force than elsewhere in the Federal Republic. The incomes of private households and revenues of the public authorities in the Saarland are also well below the national average.

The potential labour force will also be growing in the next decade as young people born in the years when the birth rate was high leave school, older people born when the birth rate was low retire and many of the jobs that become vacant are not filled. The problems caused by the economic situation will thus be joined by training and labour market problems caused by demographic trends.

In the Federal Republic of Germany young people receive most of their training in firms. This type of training results in the overlapping of training and subsequent employment. The link is particularly close when large firms dominate training and employment. In the Saarland, for example, the careers of each generation were mapped out well in advance. The regional economic crisis has hit the region's training system hard. It is the younger generation that will have to bear the brunt of restructuring the economy.

The situation in the City of Saarbrücken

Saarbrücken is the capital of the Saarland. Some 18% of the total population live in the city, but, at about 25%, it accounts for a far higher proportion of jobs. As a centre, the city also provides employment for many people living in the neighbouring communities.

The city has been particularly hard hit by the steel crisis because one of the mills that was closed was located in Burbach, part of Saarbrücken. At 17.7%, the unemployment ratio is well above the average for the Saarland. Some 12 600 people living in

Saarbrücken are registered as unemployed. The figure rises to about 24 000 when the communities in the immediate neighbourhood are included.

In this difficult situation the Saarbrücken authorities decided to tackle the employment problem with their own local structural and labour market policies. This is not unusual for a municipality in the Federal Republic. Most of the financial resources used for the regional labour market and structural policies are obtained from the State (Federal Institute of Labour, Federal and *Land* programmes for the development of regional and sectoral structures). Hitherto, if the municipalities have made a specific contribution to employment, they have done so indirectly. They have, for example, awarded public works contracts to firms in their region wherever possible and so improved demand for the products of the regional economy, and by expanding the public services they provide, they have helped to increase the number of jobs in their region.

The approach adopted by Saarbrücken must therefore be regarded as an experiment in every way. It is an additional, local method of creating jobs and improving structures in the region. The city is not trying to compete with the employment administration or the *Land* authorities. It simply wants to introduce additional facilities to overcome the employment crisis, to use existing social aid, youth and urban development facilities to tackle the problems that exist, and to enable the measures of the Federal and *Land* authorities to be really effective in the city.

The strategy and the measures taken to solve the labour market problems and rejuvenate the regional economy

In the early 1980s these ideas resulted in the Saarbrücken municipal council taking a political decision: the municipal administration was instructed to make plans for measures to combat the employment crisis in the region. To enable the wide range of tasks involved to be performed, a department for labour market policy was formed.

At organizational level the following features are particularly important:

■ A flow of information between the participating agencies and the coordination

of their activities are especially important when particularly significant changes are made and new methods are adopted. The city therefore joined with the vocational training authorities in trying to obtain a picture of available training places and jobs, the need for action and the opportunities that exist.

■ On this basis, a framework programme, known as the 'Saarbrücken programme for combating the employment crisis', was then established.

■ All the relevant agencies (e.g. the municipal authorities, the employment administration, the vocational training schools, vocational promotion institutions, the chambers of commerce, industry, etc., the trade unions and the Churches) are involved in the implementation of this programme. The European Community is also providing resources from the Social Fund. This wide range of support has had a favourable effect on the funding of the programme. A non-profit association for the promotion of training and employment in the Saarland also collects donations.

The following table reviews the various components of this programme. It shows that action is being taken to tackle the problems encountered in vocational preparation, in the teaching of occupational skills (in initial and continuing training and retraining) and in encouraging people to take jobs.

Vocational preparation measures have been introduced to help young people making the transition from school to training and those who are already unemployed. The youth welfare office of the City of Saarbrücken cooperates with the private youth welfare organizations and Diakonisches Werk (a church organization) in this sphere.

In vocational training three approaches have been adopted:

■ In Burbach, the part of the city affected by the closure of a steel mill, a training centre has been set up in the old mill buildings. So far workshops for metalwork, woodwork, gardening, landscape conservation, clerical occupations, technico-scientific assistants and electronics engineers have been installed in these buildings (partly through self-help). This scheme is particularly symbolic since it demonstrates that a deserted site can be used for new, forward-looking activities.

■ Linked training. The problem with a system based on in-company training is that, as production becomes more special-

ized, the range of training provided may narrow. Firms are often forced to abandon training because they can no longer cater for all the required elements of a training course. To combat these problems, groups of firms in Saarbrücken are encouraged to provide a collective form of training. Young people are trained in the various aspects of production technology in different firms. The city bears part of the cost of the training allowances, 30 % when a young man is taken on, 50 % in the case of a young woman.

■ The further training foundations (non-profit institutions run by various private agencies which have hitherto concentrated on vocational training for adults) are also involved in the training initiatives. To meet the increase in demand, additional training places have, for example, been created for business administration, and a simulated business enterprise has been established. Some training is also provided by municipal enterprises. Supplementary training in modern production and office technologies teaches skills which improve prospects in the labour market and also benefit the restructuring of the regional economy. The chambers of commerce, industry, etc. similarly hold seminars for people wanting to set up their own businesses.

The municipal authorities are aware that a labour market policy geared entirely to training is not enough in the present situation. They are therefore trying to promote the creation of new jobs in the region. Here again, they have introduced a new organizational instrument, the Society for Innovation and New Businesses (GIU). In essence, this society has two tasks. Firstly, it runs the Saarbrücken Innovation and Technology Centre (SITZ), which helps to establish new firms. SITZ was set up on the site of a former industrial firm and uses the old buildings. The difficult early stages of industrial and research activities can be completed here under favourable conditions. SITZ provides not only space at low rents but also the services of a communal office.

Secondly, the Society for Innovation and New Businesses is a venture-financing agency, i.e. another instrument for promoting the establishment of new businesses in the region. The table shows other assisted sectors. Special mention should be made of job-creation schemes and the assistance provided for initiatives geared to the city's ecological rehabilitation.

Saarbrücken programme for combating the employment crisis

Providers/ promoters

Capital of
the Saarland,
Saarbrücken

Labour
authorities

Federal
Government
Länder EC

Chambers
and
unions

Churches

Private persons

I. Pre-vocational

Development, motivation
and schooling

1 Information and counselling
Provider:
Diakonisches Werk, Youth
Welfare Associations etc.

2 Courses for lower secondary
school-leaving certificates
(3 courses)
Provider:
Youth Office, Diakonisches
Werk,
VHS Volkshochschule

3 Projects for the disadvantaged
Objective: Preparation for work
Provider:
Youth Office of the City of
Saarbrücken

II. Vocational

Development and training

A Burbach Training Centre
Provider:
AZB g GmbH

B Training in a cooperative
Provider:
BFW Vocational promotion
institution of Saarbrücken

C Work and learning
Provider:
Vocational promotion institution
of the German Trade Union
Federation

D Supplementary training
Provider:
City of Saarbrücken and private
enterprises

VFA
Association for the Promotion of
Training and Employment

III. Employment

Development in work
and occupation

1 Employment in private industry

2 Setting up a business, economic
aid, technology centre, joint
ventures

3 Reduction of working hours

4 Zukunfts-Werkstatt Saar eV
Services
'ecological production'

5 'Hza' Work and vocational
promotion
Neue Arbeit Saar

6 ABM Job-creation measures
LKZ wage subsidies
(for older employees)

7 Employment aids (pursuant to
Article 19 BSHG)
Fixed-term employment
contracts

Coordination, promotion. (Action to encourage donations through non-profit association for the promotion of training and employment)

Department for Labour Market Policy

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Concluding comments

With its labour market programme, Saarbrücken has taken a step that is paying off. At present, some 1 200 people are either in training or in employment under the programme. New firms have been established, and some have proved to be real growth enterprises. The large site of the old Burbach steel mill in the middle of the Saar

valley and now in the process of being demolished is slowly being put to a new use, the training centre being a first step in this direction.

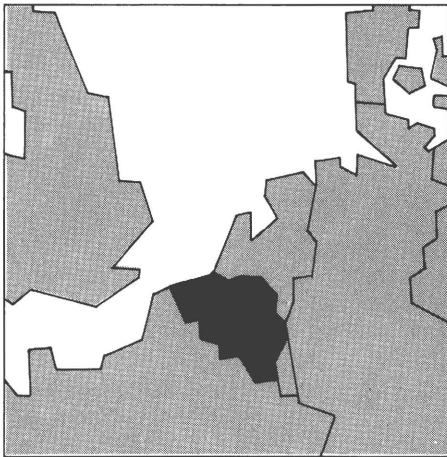
Saarbrücken can in no way claim to have already completed the structural change from heavy to light industry. It is very much in the initial stages in this respect, the risks are high, and the uncertainties about suc-

cess and the right way to build for the future are unavoidable concomitants of this process. None the less, much has already been done to tap endogenous potential and mobilize the local population. The Saarbrücken authorities believe that training schemes and measures to promote entrepreneurial innovation are mutually conducive and becoming the most important indicator of the direction future action should take.

In Belgium

South-eastern Belgium – the institutional framework

J. P. Sottiaux



The institutional framework in Belgium today is far from simple. Regionalization and the division of the country into language communities have dispersed what have hitherto been national responsibilities, although central Government still bears most of the financial burden. In brief, Belgium has three regions and three communities. The criterion for defining the communities into which the country is divided is human rights; the criteria for regional divisions is territorial rights. A very general approximation is that affairs coming within the purview of the community are 'cultural' and 'personalizable', in other words matters which may apply to individuals such as health, education and training. To cite only those matters with which we are directly concerned, within the purview of the region come economic policy (except for national industries, i.e. textiles, coal, building, shipbuilding, hollow glassware and packaging), employment policy and applied research on subjects for which it has sole responsibility.

Responsibility for employment

Unemployment itself is a branch of social security and thus comes under the heading of national welfare, but the region has responsibility for certain aspects: job placement (workers who are difficult to place, allowances pending recruitment, etc.), and placement in the strict sense of the word by both private and public sector agencies; the placement of the unemployed under plans to combat unemployment; and the employment of foreign workers, in pursuance of national outline regulations.

An important role is played in this field by the national employment board – Office National de l'Emploi (ONEM). This public agency comes under the Ministry for Employment (at national level). It is divided into regional bureaux (nine in the Walloon Region), each with its own Inspection Régionale du Chômage (regional inspectorate of unemployment) and a Service Sub-régional de l'Emploi (SSE – sub-regional employment department). The role of the regional inspectorate tends to be the administration of what actually exists, for example checking whether people are eligible for unemployment benefits, monitoring the organizations that pay allowances and supervising the organization of early retirement pensions. The subregional employment department is concerned with employment and training.

Training responsibilities

■ Training coming under the Ministry for National Education: such courses may be full-time, in other words daytime courses for the full working week, or 'social advancement' courses.

■ Training that comes under the Ministry for the French Community. The following are the responsibility of the French Community: adult vocational training arranged by ONEM in the manufacturing and service industries; training for small firms and traders organized by the Institut Francophone de Formation Permanente des Classes Moyennes (French-language institute for lifelong education for small firms and traders), whose target group consists mainly of the self-employed; and vocational

training in agriculture for the benefit of certain people in the agricultural environment or local centres or associations.

■ Remedial training: this is a fairly recent experiment in the provision of basic education and training for adults of low or non-existent academic achievement. The organizers are bodies such as Canal-Emploi in Liège (which runs decentralized courses through the medium of television) and Funoc in Charleroi (an open university pilot scheme), both of which receive active support from the French Community.

Policies to combat unemployment

Since 1974, various measures have been introduced in an attempt to slow down the rise in unemployment. These are Cadres Spéciaux Temporaires (CST), or special temporary schemes, the Troisième Circuit de Travail (TCT – third work circuit), schemes whereby the authorities run work schemes for the unemployed (CMT), and periods of work experience in private concerns and public sector departments. When people are hired under temporary contracts (CST, CMT and work experience trainees) or under longer term contracts (TCT) by non-profitmaking *de facto* or legally incorporated partnerships, all or part of their pay is subsidized by the Office de l'Emploi. Only fully unemployed people receiving benefits under CST, TCT and CMT arrangements are eligible. In the case of work experience trainees, only job applicants

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under 30 who have been employed for not more than six months are eligible.

Various public sector job creation schemes have been set up. Examples are: subsidizing the wages paid by an employer taking on unemployed people who are difficult to place, aid for the recruitment of the unemployed for certain economic expansion projects for the benefit of small firms, measures to improve the job skills of the unem-

ployed (dispensation from registering in the case of an unemployed person wishing to start up in self-employment or to take a management course), employment bonuses, installation grants for unemployed people in receipt of benefits. Other points in the policy to combat unemployment are associated with job-sharing (part-time work, compensatory recruitment), vocational training proper, support for pilot schemes and setting up new businesses.

Support for setting up and expanding firms

Many resources have been brought into existence to help small and medium-sized firms. They include aid for innovation, research and development (subsidies for research programmes, market surveys, etc.), export aid, help with tax and social matters (reducing the employer's social security contributions) and help with management (subsidies and remuneration for business management support).

Vocational training and regional development

General guidelines

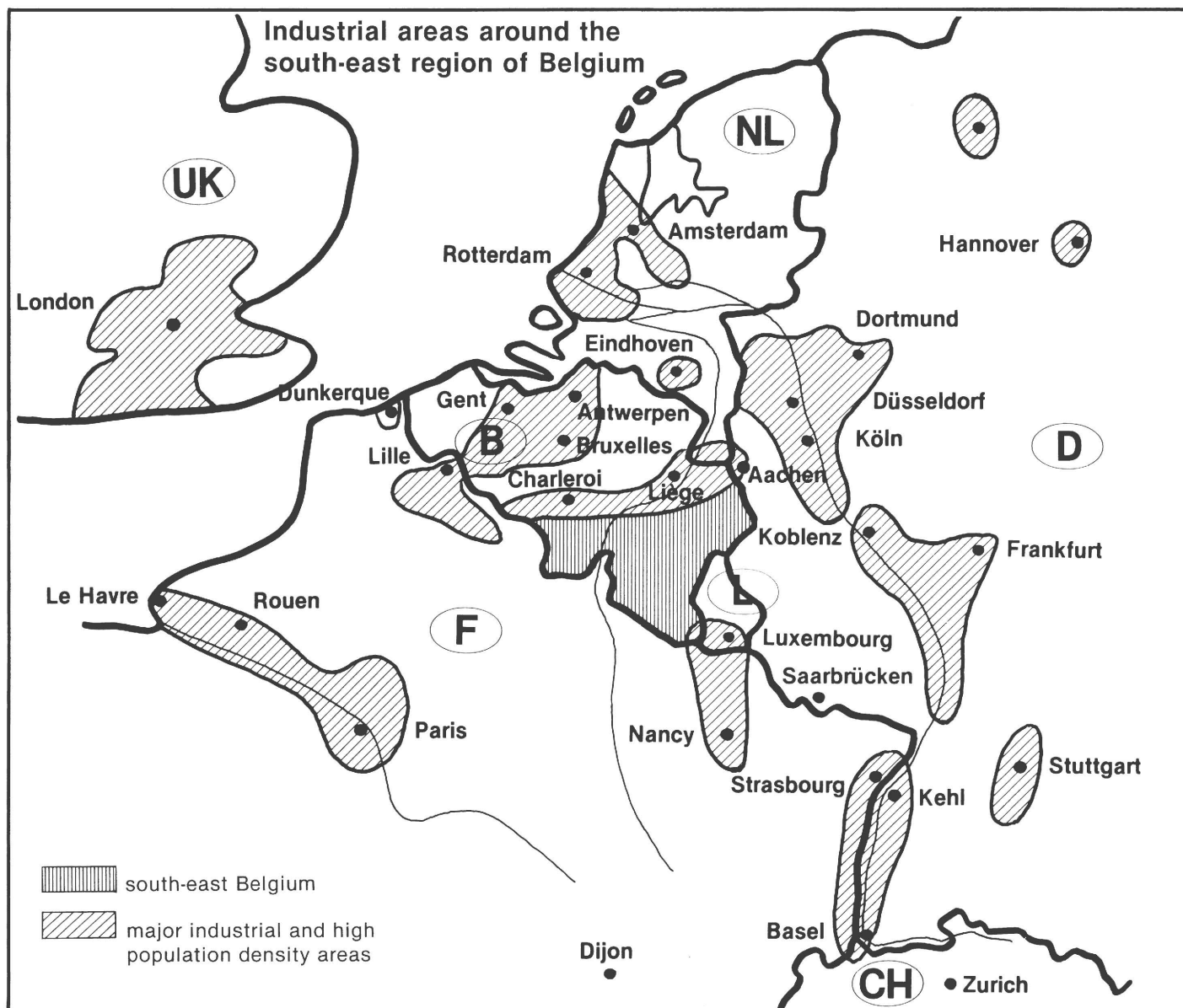
Under the national reform, frontiers have been arbitrarily drawn, and certain issues that would have been better treated as a whole, have now been delegated to separate authorities – national, regional and language community. This creates a major problem of coordination under an overall employment policy.

The first level of coordination is between employment and training. One important tool for such coordination is the group of *Comités Subrégionaux de l'Emploi* (CSE – subregional employment committees). Representatives of workers, employers and the main ministerial departments concerned sit on these committees and, more recently, representatives of the French Community, the main body responsible for vocational training. An inter-cabinet coordination committee – and additional link between the community and the region in matters of training and employment – had been in informal operation since June 1983. Through the initiative of the Regional Minister for Employment, arrangements have now been made for coordination among the CSEs, and a committee of CSE chairmen has also been set up.

The second level of coordination is among the various training courses. While it is the French Community that has general responsibility for the subject, responsibility for the implementation of directives is scattered among agencies and authorities which have not yet evolved in parallel with the institutions.



P. Sticha/ULLSTEIN



Vocational training itself

National education systems

The training that is given within the full-time educational system is often closely related to the economic development of the region, but how easy is it to update that training to meet the new needs brought about by development? Some establishments make the effort, but have to do so outside normal hours, which means that teachers and students have to work overtime. Social advancement education is organized in such a way that it can keep more abreast of the demand. Since the instructors do not work full-time in teach-

ing, they can also hold down a job in the working world and are well aware of recent developments in the technology they use.

The French Community system

Each year the sub-regional employment committee (CSE), in consultation with the ONEM regional office, draws up a training schedule. This schedule is not restrictive and can be updated at any time or expanded to incorporate new opportunities. It has been noted, however, that in essence the courses organized meet short-term needs; staff shortages mean that longer-term predic-

tions cannot be made. Another factor is the extreme diversity of responsibilities within the ONEM system. Sub-regional employment committees come under the Regional Minister for Employment, the staff of the regional bureau come under the National Minister for Employment, while the French Community is responsible for vocational training and controls training budgets.

Lifelong training for small firms and traders is mainly directed towards the self-employed and is of special value in the context of general development. This is why it should be kept abreast of change. On the one hand, there has been a great increase in the number of public and private centres

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giving support to new ventures in every field. On the other there is a tendency for groups of people, not just individual entrepreneurs, to embark on business ventures. The response now being given may perhaps be addressed to the latter rather than the former.

Training and new initiative

We have outlined the adjustments that are necessary between employment and training but there is also a need to match the supply of job skills and the demand. One factor is that the supply of work no longer meets the demand. The new jobs that come into being will no longer be created by foreign companies establishing branches in Belgium. What is needed is new facilities to encourage fresh enterprise that will make full use of local resources and potential. This was the thinking behind the 'alternative labour market' now being developed in

Wallonia, where cooperative societies and new associations are setting up and flourishing in every sector, although not all are equally successful. They are part of a movement that is spreading throughout Europe, one that comes under the heading of 'local job schemes'. The Region of Wallonia has stated that it is prepared to encourage such schemes and has already introduced a few measures along these lines. The formula of 'regional workshops' is also part of this trend. Operating as a network of local job creation units, their main target group consists of the disadvantaged unemployed. Their aim is the short-term creation of profit-making ventures that will make optimum use of local resources.

The local authorities, for their part, do not always clearly perceive the role they could play in the economy and in employment. Nevertheless, they are well placed to support local business ventures and encourage them in various ways. One significant example should be cited: the local authority committee for employment set up by the

Gembloux Town Council. Its aim is to acquire a better understanding of the local society and economy and then to adapt vocational training to reflect the local situation and seek out and promote new schemes. The Fondation Rurale de Wallonie (Walloon rural foundation) has been trying since 1978 to give this kind of encouragement and support to communities in rural areas. Its first step has been to provide information, but it is moving towards actual development training. The foundations have already been laid and will lead to new activities and jobs. All this will demonstrate that, in the Walloon Region and more particularly in South-eastern Belgium, effective coordination between vocational training and regional development policy tends to be at local level. The reasons are institutional, associated with the complexity of the Belgian system. Local coordination, however, is a way of looking at the special features of each individual situation and imparting new momentum to the main agents of development: people themselves.

In the United Kingdom

Training and employment grants scheme in Scotland

James Kelly and John Beattie



The Scottish Development Agency is a public sector organization funded by the British Treasury and responsible to a senior government minister, the Secretary of State for Scotland. In the Act of Parliament which established SDA in 1975, the Agency was charged with the task of furthering the development of Scotland's economy and improving its environment. One of the methods used in pursuit of both of these objectives is for the SDA, in cooperation with local authorities, to designate areas of decline and deprivation for special consideration as 'area projects'. Area projects, for the most part, lie in the more deprived inner city areas. Within them the SDA coordinates financial and other inputs to enhance the scale of local economic activity and rectify dereliction and urban blight.

The first area project started in the eastern inner city areas of Glasgow. It was called the 'Glasgow eastern area renewal' project and is commonly known by the acronym 'GEAR'. In GEAR the SDA both built and refurbished industrial and commercial properties and provided investment and loan finance to businesses to start up and expand in the area, thus creating more employment. However, Glasgow and its surrounding area form a large and complex labour market. A highly developed and efficient transport infrastructure has created a mobile and competitive work force and by 1980 it was apparent that although SDA had provided for approximately 2 200 new jobs, on a base of about 36 000, or an increase of just over 6% in local employment, the people who were living within GEAR were not, themselves, filling the new vacancies.

Consequently, at the end of 1981, SDA applied to the European Social Fund to provide a Training and Employment Grant Scheme. The scheme was to be directed to

the people within GEAR to enhance their competitiveness in the local labour market. Money would be used to train, retrain and up-grade the skills of local people, some of whom had been unemployed for a considerable period. At the same time local employers were to be encouraged to fill vacancies as they arose with workers living within the GEAR boundaries.

In the SDA, the TEGS programme was seen as complementing the substantial sums of money going into the physical regeneration of a declining area with a measure directed at the local population. From the start the emphasis was on fitting local people for new jobs being created in their neighbourhood. The training offered had to be appropriate to the job to be filled and the experience and skills of the trainee.

TEGS is a 'demand-side' training project in that the training on offer is directly related to the immediate needs of a particular employer. The training that is being provided is devised by the employer with the assistance of a TEGS manager. The managers monitor the training provided both on the job and on release into colleges or training centres and validate the standards of competence achieved by each trainee. When applying for TEGS assistance, employers have to undertake that the trainees supported by the scheme will be retained in employment for a minimum of 52 continuous weeks.

Since particular emphasis is given in TEGS to training, arrangements are made to monitor the implementation of agreed training programmes. For example, in a maximum grant period of 26 weeks the local TEGS manager will visit the company on 5 occasions to review training progress and to confirm that wage payments are in accord-

ance with the rate shown in the company's application form.

Cost grant payments are withheld until the end of the training period and are subject to confirmation that the training programme has been satisfactorily implemented.

In 1986 the ESF required a period of 40 hours training related to new technology to be provided for new employees in companies applying for grants funded by it. TEGS conditions were accordingly modified to incorporate this requirement. Arrangements were also made for specially designed, industry orientated courses to be offered at selected Information Technology Centres.

After 2 years operation of TEGS in Glasgow Eastern Area Renewal Project (during which time 120 companies were assisted to recruit 280 trainees and were paid UKL 381 120 in grants) the SDA successfully applied to the ESF for additional funds to extend the scope of TEGS.

In 1984, TEGS was made available in the Motherwell, Coatbridge, Clydebank, Leith and Dundee SDA Project Areas and in 1985 the scheme was introduced to 5 additional areas of agency initiatives (Bathgate, Ardrosson / Saltcoats / Stenvenson, Arbroath, Garnock Valley and Denny/Bonnybridge) and to one other project area - Inverclyde. The scheme is therefore, on offer in areas with between them a total population of over 250 000. On average the unemployment level in project areas is between 20 and 25% so potentially well over 50 000 people are eligible to benefit. In 1986 provision has been made to offer TEGS in 2 more areas of SDA initiative - Govan/Kinning Park in Glasgow and Levenmouth in Fife.

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Photo Caption

An external evaluation of TEGS in GEAR was commissioned by SDA in 1985. The study which was carried out by the Department of Social and Economic Research of Glasgow University was specifically directed towards determining the degree of permanency of employment created by TEGS and evaluating the relative cost effectiveness of TEGS in comparison with other publicly funded job creation schemes.

The review which was restricted to the operation of TEGS in the GEAR project and only covered the period July 1982 to October 1985, highlighted the following:

■ Over the whole period, wastage defined as the proportion of trainees leaving before completing training, was 30% but a significant reduction was noted in the latter part of the period.

■ Approximately two thirds of the trainees were still with their original employer after the qualifying 52 week period and the proportion of trainees remaining in permanent employment was tending to increase.

■ Of those leaving the TEGS employer, 70% were able to find other employment within a reasonably short period.

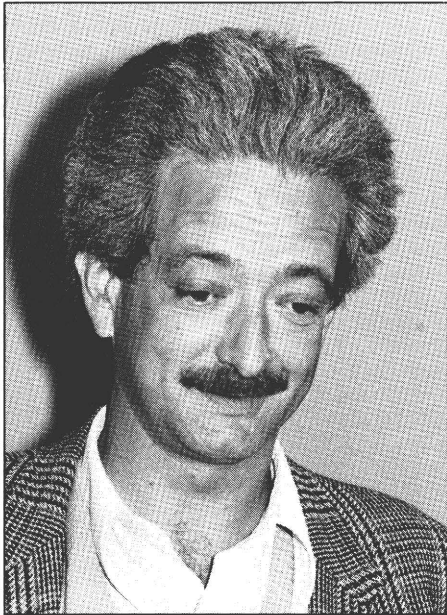
■ In terms of wage growth TEGS trainees did better than the national average.

■ The cost per permanent job for TEGS over the period studied was around UKL 2 100 but this figure dropped to UKL 1 500 in the latter part of the period. Both figures compare favourably with costs per job in other centrally funded schemes.

In the GEAR area the total population is in excess of 45 000 with over 25 000 potentially in some form of economic activity. However, local unemployment is estimated to exceed 25% and, although the actual figure is clouded by the problems of registration, there are probably in the region of 7 000 unemployed people in the area.

From the start of TEGS in GEAR until the end of 1985, 411 people had completed training and entered employment. That is to say, about 6% of the unemployed population of the area. Bearing in mind the problems of getting the scheme started during 1982-83, it appears to the staff who administer it for SDA that on the current scale of funding the TEGS is capable of being applied to well over 3% of the unemployed, per year, in an area project.

The Scottish Development Agency with support from the European Social Fund, have created a demand led scheme to fit the less competitive elements in local populations for employment. The local skill base can be enhanced by a programme of training for the current requirements of employers. In terms of cost the Training and Employment Grant Scheme compares well with other publicly funded schemes within the UK. The emphasis on the appropriateness of the training being given to both the experience and characteristics of the trainees and the demands of the job to be filled appear to benefit both the employer and the employee as demonstrated by the high proportion of trainees who are still in the job for which they have been trained after a year.



A preliminary review

Vocational training and regional development

Xavier Gizard

Over the past few years the regions have become essential partners in the new approach to linking human resources, investment capital and technology for the purpose of maintaining and creating economic activities and jobs. Like companies, regions are sufficiently decentralized to have a practical, first-hand view of the crisis and its effects and to be capable of devising appropriate responses to its manifestations.

Now that various decentralization measures have been adopted by national governments, it seems to be firmly established throughout Europe that the three main institutions sharing responsibility for vocational training and human resources are the State, the region and employers. Their partnership, however, is recent enough for the relations between them still to be at the preliminary and tentative stage.

With the growing need for human resources capable of taking the initiative in the strategy of creating economic activities and jobs, new forms of cooperation are being tried out by the institutions traditionally responsible for employment, the economy and vocational training.

Their efforts may be assessed in terms of three major issues.

XAVIER GIZARD
ADEP (Agence Nationale pour le Développement de l'Éducation Permanente).

Decentralization

The centralized government institutions traditionally responsible for deciding on the skills and the training to be promoted are finding it harder to perform their task today.

■ The Community and States have an essential role to perform in that they act as beacons, for example through the FAST programmes.

Their forward studies, for example, are in great demand among local and regional officials and heads of enterprises. In Germany, Portugal and France, they are distributed when think-tanks are set up to consider developments in industry, and they serve as a basis for in-company discussions on current change.

With the help of such research, a start can be made on interpreting what is happening and demonstrating practical policies and useful measures.

It is only in the workplace that profiles of newly emerging skills in new activities making use of the local resources or new services can be discerned and demonstrated, whether in the industrial concern or at local level. What happens here anticipates what will be happening on a more general scale in the future.

On these levels, there must be direct liaison between the workplace and the place of training, to help bring existing training in line with the realities.

The facilities available to the regional policy-makers for observing the links between employment, training and development do not really meet the newly emerging need for:

- more local and regional use;
- an employment policy with greater stress on small firms and the micro-economy;
- identification of the types of skill that will be needed in the years to come;
- greater fluidity and flexibility in the control of the labour market.

For this reason, there are plans for regional and local observatories on employment, training and development so urgently needed by regions ranging from the Marches in Italy to Wallonia, Westphalia and Poitou-Charentes.

Searching thought is also being given to the ways in which such information is used in the decision-making process. All too often, the statistics are not properly presented in the form of simple indicators.

The value of the studies and research that have been produced in such abundance in the regions over the past few years is now viewed with a good deal of scepticism. Thought should be given to redirecting research potential so that it will help to solve new employment and training problems.

■ In this changing context, there is an incentive for training arrangements variously known as 'alternance', 'transition', 'workplace-training centre cooperation' in

Dossier

industrial concerns and 'development training' in regions and other geographical units.

The European Social Fund has given ample encouragement to this type of training in the mountain and rural areas of Italy and France. Instances are also to be found in the inner cities and industrial zones in decline such as Glasgow, Birmingham, Liège and Naples as well as in French 'poles of conversion', often linked with public works projects or 'enterprise nurseries'.

Decomartmentalization

■ At the regional level, there is a need to decompartmentalize training policies (Government, company and regional training; pre-vocational and continuing training) to make the most of synergy and lay the foundations for the creation of new human resources.

There is a pressing need for decompartmentalization in Belgium, for instance, where training comes within the sphere of five bodies – local authorities, regional governments, the language communities, companies and national employment boards.

The same is true of Scotland, where there are both government and local authority policies on 'young people'.

It is also true of France, where there is a risk of investing in two different training structures, each unaware of what the other is doing.

In Germany, Italy, Spain, Portugal and France, regions are trying to coordinate efforts by formulating a plan or a vocational training schedule.

Improvements are being made to vertical and horizontal coordination machinery, so that decision-makers are independent within their own sphere of competence but can implement coherent plans in the service of a geographical area or a community. Such coordination is inevitable today because so much is at stake and because there is too little money to tackle all the problems. It also means that each institution feels that it is being consulted. At every level and in every field of development and human resources, there is a growing need for personnel to acquire more expertise, espe-

cially those in the public, national, regional and local authorities.

■ Training policies must be brought closer in line with other development policies (on employment, new technology, research and town planning) in an effort to revitalize the physical and human fabric, as in the case of Glasgow.

Such arrangements also help with the transition between the short and the medium-term and with the alignment between the strategies of industrial groups and local communities.

It has been noted that regions have been responding to the serious situation confronting them in two ways:

■ Faced with endless closures of workplaces, redundancies, the ageing of residential environments and local communities, the decline of social structures and values, the first and continuing response, understandably, has been to introduce social protection measures and take short-term action.

■ At the same time, a whole range of activities is now emerging and new, encouraging solutions are being found, but they have not yet gathered enough momentum to counteract the effects of former trends. It is apparent in the light of reports of the growing number of measures that, in this second phase, more economic and intelligent use is being made of public resources and efforts.

This gives the regions a dual role: they have to administer emergency social policies to avoid a breakdown in the fabric of society and a divided society; they also have to administer medium-term policies to pave the way for development over the years to come.

Regional training policies, however, have not kept pace with new strategies for the creation of business, industry and employment or with the redeployment and changing patterns of human resources, investment, technologies, territories and cultures.

More and more success stories are emerging in European regions, particularly in areas of industrial redevelopment. They deserve to be more widely known, and the benefit of experience should be pooled by practitioners confronted with the same situations and

the same need for imaginative solutions. The same also applies to expertise acquired in setting up schemes that are innovatory in aims and practice.

Changing the training institutions

The role of human resources is changing, but inevitably the training available is more rigid, linked as it is with former skills and trades and the abilities of teachers and trainers.

A serious obstacle to efforts to accelerate changes in training is the need to provide certain trainers with basic and advanced training and retraining.

■ The cost of equipment to provide training in new technology is high and there can be no hope of all training establishments systematically acquiring such equipment, for this would place too great a strain on public resources. One advantage of this constraint is that it stimulates closer contact with the workplace through arrangements to use facilities there for training.

On the other hand, some training centres render new services to companies by making their equipment available outside training hours, for example the use of micro computers for small firm management.

■ Training today must not only involve the transfer of technical knowledge (from the alphabet to numerical control) but also serve as a foretaste of the situations in which producers and citizens will actually be placed in the near future. This is a radical departure from the model of education based on the pupil-teacher relationship.

■ Because of this, a fresh look is being taken at training methods. The new approach is reinforced by the spread of new communication technologies; now, at the end of the 20th century, they are taking the place of the paper-and-pencil technology that has remained unchanged since our training systems were set up over a century ago.

We may fear or hope that the necessary reform of training establishments will come from within and that the emergence of new technologies will gradually revolutionize them, serving as the lever for a new and better system.



Documentary information and other sources

Michael Adams

This is a new section in 'Vocational Training', which we intend to include regularly. The objective is to provide readers with additional information concerning publications and organizations, relevant to the main theme of each issue.

The information has been assembled by members of CEDEFOP's documentary information network.* The purpose of this network is to provide a two-way flow of information between CEDEFOP and the Member States. With the help of this network, CEDEFOP has collected and published a series of bibliographies and documentary dossiers, has established a catalogue containing about 25 000 bibliographical references in the field of vocational training, and has established a library and documentation centre. For more information concerning this network, readers are referred to issue No 18 (page 75) or CEDE-

FOP Flash No 6. The contributions from network members include a brief introduction, followed by a bibliographical section and a list of the addresses of relevant organizations. Due to pressure of space, CEDEFOP has had to insist that the contributions from network members are very short. In almost all cases, network members would be in a position to provide the interested reader with more information. Equally for reasons of space, it is not possible for CEDEFOP to include a contribution in this section from all members of the network in every issue.

In this issue, we have contributions from Belgium, Denmark, France, Ireland, the Netherlands and the United Kingdom, as well as a brief note concerning a contribution from the Federal Republic of Germany.

The bibliographical references are arranged, in as far as has been possible, in the following manner:

- author
- title
- place of publication, name of publisher, date, number of pages, ISSN/ISBN
- descriptors drawn from CEDEFOP's Thesaurus of Vocational Training, which is being published in French, English, German and Italian by CEDEFOP, and for which an order form is being included with this issue of 'Vocational Training'. For languages in which the Thesaurus does not exist, the descriptors are given in English
- a brief summary, prepared by the network member.

* A list of organizations associated with the network can be found at the end.

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In Belgium, regional development policy is orchestrated by the main agencies listed and also by bodies such as the employers and unions, groups of local authorities, 'associations d'intérêt régional' (regional promotion associations), action committees and various movements promoting regional interests as well as many local chambers of commerce.

Flanders has adopted a policy of redevelopment and expansion for both EEC-recog-

nized development zones and other regions in economic difficulties.

Its plans include redirecting the training already available, creating opportunities for training in new technology and setting up work introduction schemes. Due recognition has been given to the importance of a coordinated approach by the training establishments as well as to coordination between these establishments and the outside working world at local, sub-regional and regional levels.

In Wallonia, whose industrial fabric has been hardest hit, many industrial and manufacturing concerns have still been closing down in the traditional industrial catchment areas even in recent times, and the stagnation in rural sub-regions has persisted.

Where there has been collective redundancy, the response has gradually been to set up a series of training/retraining units. These in turn have led to the creation of employment schemes, also collective.

Selective bibliography

Programmes de développement régional (deuxième génération) – Belgique 1981-1985

CEE (Commission des Communautés européennes)

Luxembourg, Office des publications officielles des Communautés européennes, 1985, 429 p.

Également: NL, ISBN 92-825-5599-2

Développement régional. Politique CEE. Région flamande. Région wallonne. Belgique.

Ce document de synthèse est le dernier rapport en date sur la politique européenne en matière de développement régional en Flandre et en Wallonie. Pour ces deux régions, y sont successivement envisagés le contexte socio-économique, les objectifs, les actions et les mesures de développement de même que les moyens financiers et la mise en œuvre des programmes financés de formation professionnelle.

Declercq, M. et Naert, F.

La politique régionale en Belgique

Bulletin mensuel du Bureau de presse et d'information pour la Belgique
En: Eur-Info, n° 104, 1986, 1-2, p. 4-6, copie incl.

Declercq M., Naert F., Politieke markt, Antwerpen, Kluwer, 1985, 163 pp.;

Également: NL, Eur-Info, 73, rue Archimède – B-1040 Bruxelles
Développement régional. Aide économique. Aide financière. Politique industrielle. Politique d'emploi. Région wallonne. Région flamande. Belgique.

Dans cet article, les auteurs retracent l'évolution de la politique belge, en matière de développement régional depuis 20 ans. Depuis 1980, la régionalisation des institutions a déclenché des politiques autonomes en Flandre et en Wallonie en matière économique, énergétique et d'emploi et a vu l'efflorescence de nombreuses zones de reconversion industrielle. De même, les grandes sources de financement de ces aides régionales se sont peu à peu régionalisées comme le FRI (Fonds de rénovation industrielle), le FEER (Fonds d'expansion économique et de reconversion) et le FNS (Fonds des secteurs nationaux).

Feaux, Valmy

Guides des aides à l'emploi

Bibliographie pp. 169-178

Ministère de la région wallonne pour l'Emploi

Namur, Ministère de la région wallonne pour l'Emploi, 1985, 178 p.

Ministère de la région wallonne pour l'Emploi, rue van Opré, 97 – B-5100 Namur

Formation professionnelle. Ateliers de formation. Contrats d'apprentissage. Jeunes de 16 à 25 ans. Adultes. Hommes. Femmes. Chômeurs. Région wallonne. Belgique.

Ce nouveau guide pour l'emploi se veut un recueil exhaustif, sous forme de fiches, des mesures prises jusqu'en janvier 85 pour la promotion de l'emploi, le placement de travailleurs, la création ou la reconversion d'entreprises et les aides publiques à l'embauche.

On y donne également toutes les informations relatives à l'apprentissage industriel des jeunes, la formation professionnelle de l'ONEM et des classes moyennes, ainsi que sur la nouvelle formule de formation en atelier régional. Une abondante bibliographie clôture ce guide très complet.

Een regering voor de Vlamingen

Kabinet van de Voorzitter van de Vlaamse Regering

Brussel, Kabinet van de Voorzitter van de Vlaamse Regering, 1986, 155 pp.

Kabinet van de Voorzitter van de Vlaamse Regering, Jozef II-straat 30 – B-1040 Brussel

Développement régional. Politique de l'emploi. Relation emploi-formation. Placement. Partage de l'emploi. Politique de formation. Technologie. Politique industrielle. Politique financière. Région flamande. Belgique.

Cette brochure contient quelques extraits de la déclaration gouvernementale devant le Conseil de la Communauté flamande (le 12 décembre 1985) et de l'accord gouvernemental (du 24 novembre 1985) où sont exposées les priorités que l'Exécutif flamand veut faire mettre en œuvre, notamment, pour l'emploi, y compris les efforts faits en formation professionnelle. L'accent est surtout mis sur les formations d'avenir et sur les initiatives particulières en faveur des moins qualifiés. Ensuite, on esquisse les champs d'action dont s'occupent les différents ministres communautaires et on donne quelques adresses utiles des organismes publics flamands concernés.

Facetten van West-Vlaanderen – Studie ter voorbereiding van een geïntegreerde actie voor de Westhoek

Westvlaams Economisch Studie bureau Brugge, Westvlaams Economisch Studie bureau, 1986, 116 pp.

Westvlaams Economisch Studie bureau, Baron Ruzettelaan 33 – B-8320 Brugge

Développement régional. Démographie. Secteurs économiques. Industrie. Tourisme. Pêche. Horticulture. Formation professionnelle. Cadre institutionnel. Relation emploi-formation. Placement. Région flamande. Belgique.

Geïntegreerd actie-programma voor Limburg – synthese

Gewestelijke Ontwikkelingsmaatschappij – Limburg Hasselt, G.O.M.-Limburg, 1985, 35 pp.

G.O.M.-Limburg, Kunstlaan 18 – 3500 Hasselt

Développement régional. Situation de l'emploi. Aide financière. Houillères. Tourisme. Agriculture. Horticulture. Politique industrielle. Petites et moyennes entreprises. Formation professionnelle. Jeunes. Femmes. Migrants. Handicapés. Technologie. Politique de recherche. Région flamande. Belgique.

Le «Westhoek» et le Limbourg ont fait l'objet d'une étude en vue d'un programme intégré d'action, destiné à ces zones de développement. Celles-ci sont proposées en même temps que Turnhout, pour recevoir le soutien financier des organismes financiers des Communautés européennes.

Après un bref résumé de leur situation socio-économique, on décrit la stratégie de développement à adopter. L'amélioration des aspects qualitatifs de l'offre d'emploi et la consolidation de l'infrastructure de formation sont considérées comme les éléments essentiels de cette stratégie.

Le lecteur peut se faire une idée de l'offre de formation dans le «Westhoek», et pour le Limbourg, cette offre a été classée en fonction des groupes cibles plus spécifiques: les jeunes, les femmes, les immigrés et les handicapés.

Dans ces deux études, on insiste sur les formations en relation avec les nouvelles technologies et sur celles qui sont destinées aux personnes peu qualifiées.

List of institutions

The French Community and the Walloon region

Canal Emploi

Boulevard d'Avroy 69-71 – B-4000 Liège

Formation pour l'Université ouverte de Charleroi (F.U.N.O.C.)

avenue Général Michel 1B – B-6000 Charleroi

Ministère de l'Économie, de l'Emploi et des Classes moyennes pour la Région wallonne

rue Royale 67 – B-1080 Bruxelles

Solidarité des Alternatives wallonnes

avenue Général Michel 1B – B-6000 Charleroi

The Flemish Community and Flemish region

Ministerie van de Vlaamse Gemeenschap

Administratie Economie en Werkgelegenheid, Sterrenkundelaan 21 – B-1030 Brussel

Administratie Onderwijs en Permanente Vorming, Parochiaanstraat 15/23, 1000 Brussel

Vlaams Economisch en Sociaal Overlegcomité (VESOC)

Ministerie van de Vlaamse Gemeenschap,
Diensten van de Secretaris-Generaal

Palmerstonlaan 6-8 – B-1040 Brussel

VESOC is a consultative body concerned with socio-economic affairs.

Sociaal-Economische Raad van Vlaanderen (SERV)

Antwerp – Tower 21ste verdieping, De Keyserlei 5 bus 16 – B-2018 Antwerpen

This council, whose terms of reference are research, recommendations and the provision of advice on decentralized affairs, has also set up a foundation for technology in Flanders, Stichting Technologie Vlaanderen.

Rijksdienst voor Arbeidsvoorziening (R.V.A.)

Keizerslaan 7 – B-1000 Brussel

R.V.A. (ONEM) has 16 sub-regional committees on employment in Flanders which advise and make recommendations on employment policy and vocational training in the sub-regions.

Nederlandstalig Instituut voor Voortdurende Vorming van de Middenstand v.z.w.

Jozef II-straat 30 – B-1040 Brussel

This institute has a regional department in each province. Its training centres for small firms and traders are to be found throughout the Flemish region.

Gewestelijke Ontwikkelingsmaatschappijen (GOM's)

– West-Vlaanderen, Baron-Ruzettelaan 93
B-8320 Brugge

– Oost-Vlaanderen, Floraliapaleis, bus 6
B-9000 Gent

– Antwerpen, Desguinlei 102, bus 13 –
B-2018 Antwerpen

– Limburg, Kunstlaan 18 – B-3500
Hasselt

– Vlaams-Brabant, Toekomststraat 36-38
B-1800 Vilvoorde

SEL

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Vocational training and regional policy

Legislation and planning

The most recent initiative taken by the Folketing in the field of vocational training was the adoption of the Continuing Education Act (vocationally oriented courses etc.) in June 1985. The intention of the act is to provide for flexible post-school and further education as an element in the restructuring and renewal of industry. State aid is given for experimental and development work, participation in courses and adult education courses.

The act lays great emphasis on local initiatives. Courses of training and education which will be eligible for State aid must be organized and conducted on a local basis in

close cooperation between industry and institutes of education and training. They must be specially designed for adults in terms of content, structure and teaching methods, and their content must be decided by the educational institute concerned in consultation with local business and industry.

Research institutes

Danish researchers have long concerned themselves with the relation between youth educational facilities and the regional labour market. Two research institutes in particular, the Institute for Frontier Regional Research (Institut for grænsere-

gionsforskning) and the County and Municipal Research Institute (Amtskommunernes og Kommunernes Forskningsinstitut – AKF) have devoted attention to this field of study.

In 1983 these two institutes began a cooperative scheme to develop quantitative analyses of trends on regional labour markets. The aim of these analyses was to form a basis for regional training and labour market planning.

AKF has also been cooperating with the South Jutland University Centre for Regional Policy (Sydjysk Universitetscenter om regional politik). Finally the Institute for Social Research (Socialforskningsinstituttet) has also concerned itself with regional analyses.

References

Legislation and planning

Lov nr. 271 af 6. juni 1985 om efteruddannelse (Erhvervsrettede kurser m.v.)

Continuing education. Continuing vocational training. Acts. Denmark.

Recent research publications

Groes, Niels; Hummelgaard, Hans; Restad, Karen

Uddannelse, erhverv og beskæftigelse. En regional analyse af erhvervsudvikling og forskelligt uddannedes beskæftigelsesmuligheder.

AKF (Amtskommunernes og Kommunernes Forskningsinstitut); Institut for grænseregionsforskning; København, AKF's Forlag, 1984, 178 s.

Educational planning. Training-employment relationship. Occupational structure. Employment opportunities. Educational background. Female employment. Regional planning. Denmark.

References

Rapporten bygger på to nye sæt af data fra Danmarks Statistik om de 15–19 åriges beskæftigelse fordelt på uddannelsesbaggrund og erhverv i 1980 og 1981. Tallene giver mulighed for at gennemføre en strukturanalyse af sammenhængen mellem erhvervsudvikling, uddannelser på arbejdsmarkedet og beskæftigelsesmuligheder. Rapporten beskæftiger sig med udviklingen i Hovedstadsregionen, Sønderjylland samt hele landet.

Jensen, Torben Pilegaard

De unges overgang fra uddannelse til erhverv

AKF (Amtskommunernes og Kommunernes Forskningsinstitut) København, AKF's Forlag, 1983, 140 s.

Educational planning. Regional planning. Transition from school to work. Reports. Denmark.

Publikationen indeholder en historisk gennemgang af arbejdsmarkedsforholdene og de unges overgang fra skole til erhverv. Endvidere analyserer rapporten sammenhængen mellem uddannelse og arbejdsmarked i Nordjyllands Amt. Blandt rapportens konklusioner kan nævnes, at der er et misforhold mellem uddannelses- og beskæftigelsesstrukturen i regionen, at restgruppen er på ca. 40% af en ungdomsårgang, og endelig at der som følge af den teknologiske udvikling vil være et øget behov for kvalificeret arbejdskraft.

Smitt, Dan Asbjørn

Paradokser og effektivitet i 16-19 åriges uddannelse

AKF (Amtskommunernes og Kommunernes Forskningsinstitut) København, AKF's Forlag, 1984, 128 s.

Youth. Education. Vocational training. Secondary education. Training effectiveness. Number of students. Youth employment. Reports. Denmark.

Den foreliggende publikation har til formål at belyse de unges muligheder for at gennemløbe et målrettet uddannelsesforløb inden for de fortsatte skoleuddannelser, når de passerer igennem dem på deres vej til enten arbejdsmarkedet eller de videregående uddannelser. Publikationen indeholder bl.a. en gennemgang af det fortsatte uddannelsesforløb i de enkelte amtskommuner 1979-80.

Uddannelsernes geografi II. Unge valgmuligheder og valg af uddannelse i Sønderjylland

Planstyrelsen. Miljøministeriet København, 1984, 84 s.

Educational planning. Choice of studies. Regional planning. Regional labour market. Reports. Denmark.

Institut for grænseregionsforskning har gennem længere tid arbejdet med spørgsmålet om afstandens betydning for uddannelsesvalget. I den foreliggende undersøgelse har man fulgt den årgang unge i Sønderjylland, som forlod grundskolen i 1976 og set på, hvor de befandt sig i uddannelsessystemet i 1978.

Undersøgelsen dokumenterer, at andelen af unge, som i 1978 ikke var i gang med eller havde afsluttet nogen form for uddannelse efter grundskolen, er større jo større afstanden er til uddannelsesinstitutionerne.

Konklusionen, der kan drages af undersøgelsen er, at den fysiske planlægning af uddannelserne har indflydelse på de unges uddannelsesvalg.

Addresses

AKF (County and Municipal Research Institute)
Nytorv 11
DK - 1450 København K

Institute for Frontier Regional Research
Persillegade 6
DK - 6200 Åbenrå

Institute for Social Research
Borgergade 28
DK - 1300 København K

South Jutland University Centre for Regional Policy
Glentevej 7
DK - 6705 Esbjerg Ø



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The Federal Institute for Vocational Training (BIBB) prepared for CEDEFOP a detailed bibliography and list of information sources on the theme 'Regional policy and vocational training'. There follows a

number of references to publications of the BIBB on this theme, and a list of some of the principal organizations concerned with regional development and vocational training.

CEDEFOP's resources, unfortunately, do not allow the translation and inclusion of this document in this bulletin. The material is, however, available from CEDEFOP, free of charge, on request, in German.

Publications of the BIBB

BIBB 1983; (Hefte 36–44), Berlin: Die Länderberichte informieren über die Ausbildungsquoten in den Arbeitsamtsbezirken für 1981 im Ländervergleich.

Brandes, Harald; Brosi, Walter u.a.:

Informationen zur regionalen Ausbildungsplatzsituation 1981 in Schleswig-Holstein, Hamburg, Bremen und Berlin, Niedersachsen, Nordrhein-Westfalen, Hessen, Rheinland-Pfalz, Baden-Württemberg, Bayern und im Saarland.

BIBB 1979; (Heft 9) 173 S., Berlin: Die Analyse informiert über die Ausbildungsquoten in den Arbeitsamtsbezirken für 1977 im Ländervergleich.

Kau, Winand; Rosemann, Eckart; Westhoff, Gisela u.a.:

Berufliche Ausbildung im interregionalen Vergleich.

Eine Auswertung nach Arbeitsamtsbezirken 1977 – Textband.

BIBB 1980; (Heft 18) 172 S., Berlin: Die Analyse informiert über die Ausbildungsquoten in den Arbeitsamtsbezirken für 1979 im Ländervergleich.

Menk, Angela:

Daten zur regionalen Ausbildungsplatzsituation 1979.

BIBB 1984; (Hefte 48–56), Berlin: Die Länderberichte informieren über die Ausbildungsquoten in den Arbeitsamtsbezirken für 1982/83 im Ländervergleich.

Menk, Angela; Brandes, Harald:

Informationen zur regionalen Ausbildungsplatzsituation in Baden-Württemberg, Bayern, Hamburg, Hessen, Niedersachsen, Nordrhein-Westfalen, Rheinland-Pfalz, Schleswig-Holstein, Saarland 1982/83.

Organizations/institutions

Bundesministerium für Bildung und Wissenschaft, Heinemannstraße 2, 5300 Bonn 2, Tel.: 02 28/571.

Bundesanstalt für Arbeit, Regensburger Str. 104, 8500 Nürnberg, Tel.: 09 11/17-1.

Bundesforschungsanstalt für Landeskunde und Raumordnung, Am Michaelshof 8, 5300 Bonn 2, Tel.: 02 28/826-1.

Bund-Länder-Kommission für Bildungsplanung und Forschungsförderung, Friedrich-Ebert-Allee 39, 5300 Bonn 1, Tel.: 02 28/5402-0.

Ständige Konferenz der Kultusminister der Länder in der Bundesrepublik Deutschland, Nassestr.8, 5300 Bonn 1, Tel.: 0228/5010.

Bundesinstitut für Berufsbildung, Fehrbelliner Platz 3, 1000 Berlin 31, Tel.: 0 30/8683-1.

Institut für Arbeitsmarkt- und Berufsforschung der Bundesanstalt für Arbeit, Regensburger Str. 104, 8500 Nürnberg, Tel.: 09 11/171.

Wissenschaftszentrum Berlin, Griegestr. 5–7, 1000 Berlin 33, Tel.: 0 30/8 26 30 71.



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Téléphone (1) 47 78 13 50

Regional development and vocational training

At a time when many regions are facing problems of economic redevelopment, vocational training seems to be growing in popularity as a means of promoting regional development. With the enactment of decentralization laws in 1982 and 1983, vocational training has now been regionalized, with responsibility for vocational training now being shared by the region and the State. The region is free to concern itself

with every training problem and field of training. It is free to draw up its own plans and to choose what measures it will finance.

As part of this decentralization, the State and the regions have jointly set up regional centres for the promotion of training and for training information resources, known as 'Centres d'Animation et de Ressources

de l'Information sur la Formation' (CARIF). One of their tasks is to gather information on the supply of training in every sector of the economy and for every target group.

The purpose of this selected bibliography and list of useful addresses is to shed light on the many aspects of vocational training and regional development.

Bibliographical references

Jacquet, Olivier

Décentralisation et formation professionnelle

Paris: Centre INFFO, 1985, 82 p.

Politique de formation. Planification régionale. Décentralisation. Agencement des actions de formation. Financement de la formation. Apprentissage. Législation de la formation. France.

Les lois sur la décentralisation ont instauré un nouveau système de répartition des pouvoirs et des compétences entre l'État et les régions. L'ouvrage d'Olivier Jacquet est une synthèse claire et pratique du phénomène de la décentralisation appliquée à la formation professionnelle. Ce document comprend en annexe une liste des principaux textes relatifs à la décentralisation de la formation professionnelle et de l'apprentissage, une liste d'adresses utiles et une bibliographie.

Marina, Angel

Midi-Pyrénées: la croisade industrielle des Albigeois

En: *L'Usine nouvelle*. N° 47, 1985, 11, pp. 81-82

Développement régional. Planification régionale. Création d'emploi. Collectivités. Petites et moyennes entreprises. Midi-Pyrénées. France.

Cet article présente un exemple de diversification d'un tissu industriel local: celui d'Albi, Carmaux, Gaillac, dans la région Midi-Pyrénées. La mise en place d'un nouveau paysage industriel a mobilisé tous les partenaires impliqués dans le développement: collectivités locales, État, organismes consulaires, banques, sociétés de conversion des charbonnages.

Pasquier, Josette

Les CARIF et l'information sur la formation

En: *Actualité de la formation permanente*. N° 76, 1985, 5-6, pp. 65-82

Information sur la formation. Centres d'information. Développement régional. Décentralisation. Politique gouvernementale. France.

L'article examine la place des Centres d'Animation et de Ressources de l'Information sur la Formation (CARIF) dans la politique d'information sur la formation professionnelle, présente les missions des CARIF et dresse un premier bilan de leurs activités.

Les Orientations de la politique de formation professionnelle et d'apprentissage en région Nord-Pas-de-Calais

En: *Formation développement*. N° 72, 1985, 4-5, pp. 83-109

Planification régionale. Planification de la formation. Apprentissage. Développement régional. Nord-Pas de Calais. France.

Ce document présente les orientations du Conseil Régional Nord-Pas de Calais en matière de formation professionnelle et d'apprentissage pour les années à venir.

Régions: la course aux technopoles

En: *Le Moniteur des travaux publics et du bâtiment*. N° 48, 1985, 11, pp. 28-32

Développement régional. Planification régionale. Politique de recherche. Centres de recherche. Relation école entreprise. Mutation technologique. France.

Pour faire face aux difficultés économiques, toutes les régions françaises se sont lancées dans la constitution de parcs scientifiques: les technopoles, regroupant des activités de recherche, des centres de formation de haut niveau et des industries innovantes. L'article présente le phénomène des technopoles et dresse une carte des technopoles françaises existantes et en gestation.

Initiative locale: 1 – des territoires; 2 – des acteurs

En: *Cadre CFDT*. N°s 319 + 320, 1985, 8-11, pp. 69 + 87

Développement régional. Planification régionale. Création d'emploi. Actions de formation. Petites et moyennes entreprises. Coopératives. Associations. Lorraine. France.

La crise économique a fragilisé les tissus économiques, sociaux et culturels de nombreuses régions mono-industrielles. Le double numéro de la revue *Cadre*, éditée par la Confédération française démocratique du travail (CFDT), met l'accent sur la formation des hommes et la diversification du tissu économique comme instruments de valorisation des richesses locales et du potentiel humain. La première partie du dossier est consacrée aux multiples initiatives qui se développent dans des régions en crise, notamment la Lorraine. La deuxième partie du dossier présente l'extrême diversité des acteurs intervenant dans le développement local: syndicats, coopératives, entreprises, établissements d'enseignement, associations.

Bernard, Martine

Les Schémas régionaux de la formation professionnelle

En: *Le Courrier de l'ADEP*. N° 69, 1984, 7-9, pp. 61-76

Développement régional. Planification régionale. Planification de la formation. Analyse des besoins de formation. Relation emploi formation. France.

Depuis 1983, la décentralisation a donné la maîtrise aux régions de la formation professionnelle continue, de l'apprentissage et, à partir de 1986, de la formation initiale. Chaque région élabore donc un schéma régional qui définit les axes prioritaires de la formation, les publics cibles à prendre en compte, les dispositifs éducatifs à mobiliser pour les années à venir. L'élaboration d'un schéma régional mobilise l'ensemble des partenaires concernés par les liaisons entre la formation, l'emploi et l'économie.

Schwartz, Gisèle

Le dispositif pôles de conversion: une prise en charge nationale du développement local

En: *Le Courrier de l'ADEP*. N° 69, 1984, 7-9, pp. 77-78

Développement régional. Politique gouvernementale. Programme pour l'emploi. Aide de l'État. Planification de la main d'œuvre. Redéploiement. Petite et moyenne entreprise. France.

Les pôles de conversion constituent un dispositif d'aides mis en place par le gouvernement dans les régions confrontées à des problèmes de reconversion industrielle. Ce dispositif mobilise les partenaires régionaux et départementaux de l'économie, de l'emploi et de la formation et vise à encourager l'initiative locale par la création d'activités et d'emplois à travers la diversification du tissu des PME et de la micro-économie.

Agencies and human resources

The regional authorities which may be able to provide information on vocational training at regional level are:

Conseils Régionaux – the regional councils

Délégations Régionales à la Formation Professionnelle – regional delegations for vocational training

Délégations Régionales de l'Office National d'Information sur les enseignements et les Professions (DRONISEP) – regional delegations of the National Information Agency for training and vocations

Délégations Régionales du Travail et de l'Emploi (DRTE) – regional delegations for labour and employment

Centres d'Animation et de Ressources de l'Information sur la Formation (CARIF) – centres for the promotion of training and for training information resources

Centres Régionaux de l'Agence Nationale pour l'Emploi (ANEP) – regional centres of the National Employment Agency

The regional authorities in the 22 French regions were listed in '*Actualité de la Formation Permanente*', issue 76 (May-June 1985), a journal published by the INFFO Centre.

More specific information can be obtained from the following bodies:

ADEP

Agence nationale pour le Développement de l'Education Permanente

Le Central

La Courtine Mont d'Est
F – 93160 Noisy le Grand
Tél.: (1) 43 04 98 76

Contacts:

Xavier Gizard
Martine Bernard
Christian Darvogne

CARIF Poitou-Charente

30, avenue de Fétilly
F – 17000 La Rochelle
Tél.: 46 34 45 77

Contact: Olivier Jacquet

AREDEF

Agence Régionale pour le Développement de la Formation Permanente

Centre Méditerranéen du Commerce International
2, rue Henri-Barbusse
F – 13241 Marseille Cedex 01
Tél.: 91 08 62 62

Contact: Gérard Frey



AnCO

The Industrial Training Authority

PO Box 456
27-33 Upper Baggot Street
Dublin 4
Telephone: (01) 68 57 77

Ireland has a centralized system of government with little autonomy vested in regions or local authorities. The major development organizations in almost all cases are national organizations which provide services on a regional basis. The country is divided into nine physical planning regions which, while having no statutory basis, provide a framework for the coordination of physical planning. Under the 1969 Industrial Development Act, the Industrial Development Authority (IDA) was given responsibility for promoting regional industrial development in Ireland and it has offices in each of the nine planning regions.

The objectives of regional policy to date have been defined in a qualitative way such as minimizing population dislocation, narrowing regional disparities and maximizing the spread of economic development. An exception to this is the detailed quantification of the IDA's regional and sub-regional manufacturing job targets which the Government has endorsed. While regional development in Ireland is assisted by, *inter alia*, agricultural and tourism policies, the main instrument of regional development has been manufacturing industry.

Training

The provision of vocational training in Ireland is primarily the responsibility of AnCO – the National Training Authority – which operates a nationwide network of training centres and which runs training programmes designed to meet regional and community needs. The Government in its

National Plan for 1985–87 approved the establishment, on a pilot basis of eight Comtecs (Community Training and Employment Consortia) which are aiming to improve the effectiveness of manpower services for young people by devolving authority down to local level for identifying and fulfilling manpower needs within the community.

Comtecs will be expected to recommend on the scale and mix of youth training and employment programmes to be provided in their areas, and to ensure effective linkages with other providers such as the Vocational Education Committee, secondary schools and the youth service.

In the mid-west region, Shannon Development is promoting small industry and native enterprise and it is intended that the lessons and experiences gained from its programmes, which includes training, will be used to benefit small industry promotion throughout Ireland. In the Gaeltacht (Irish language-speaking) regions, Udaras na Gaeltachta is involved in the establishment and development of industry.

Small Industry Advisory Councils

The 1984 Government White Paper on Industrial Policy gave the Industrial Development Authority (IDA) responsibility for coordinating the whole range of State agencies offering advice and assistance to small firms, including AnCO. The IDA is implementing this at regional level through Small Industry Advisory Councils, established in

each of Ireland's nine regional development areas.

Regional Development Organizations

These are non-statutory bodies covering the country's nine planning regions. They are representative of local authorities and of other development interests such as the industrial, tourism and training bodies. Their main function is to coordinate development programmes in their region and to advise central government and local authorities of the region's development needs.

Vocational Education Committees (VECs)

These are statutory committees of county councils and certain other local authorities established under the Vocational Education Act, 1930. These committees have their own corporate status and do not come within the system of city and county management. They provide and manage vocational schools, employ managerial and teaching staff, and provide vocational and continuation education for their areas. These activities are financed partly from local rates and partly from State grants.

VECs run regional technical and vocational technological third-level colleges which provide vocational education and training for trade and industry over a broad spectrum of occupations.

Bibliography

Legislation

There is no legislation specifically concerned with regional policy. The principal acts on which vocational training in Ireland is based are:

The Industrial Training Act, 1967
The Vocational Education Act, 1930
The Youth Employment Agency Act, 1981

Manpower policy in Ireland

National Economic and Social Council (NESC)

Dublin; 1985; pp 347; IRL 5.00

Manpower planning; Training policy; Education policy; Employment services; Vocational training; Training statistics; Ireland.

This report, commissioned by the NESC, makes recommendations on the role of manpower policy in the context of overall economic and social policy and undertakes an assessment of the effectiveness of present training, placement and other labour market measures.

Designation of areas for industrial policy

National Economic and Social Council (NESC)

Industrial policy; Industrial development; Regional development; Employment creation; Ireland.

The purpose of this report was to consider the establishment of objective criteria for determining designation status. The term designation arises in the legislation dealing with industrial policy which defines (designates) areas in which higher maximum grant assistance is allowed.

Annual Reports

The organizations listed in the next section publish annual reports. In these reports will be found information on the activities of

these organizations at national level including statistics and financial information and also information on their activities in the

field of employment, training and economic development at regional level.

Major organizations

AnCO – The Industrial Training Authority

27 – 33 Upper Baggot Street
Dublin 4
Telephone: 685777

Industrial Development Authority

Wilton Park House
Wilton Place
Dublin 2
Telephone: 686633

Youth Employment Agency

Carrisbrook House
Pembroke Road
Dublin 4
Telephone 603722

Shannon Free Airport Development Co Ltd

Town Centre
Shannon
Co Clare
Telephone 061-61555

Udaras na Gaeltachta

Na Forbacha
Co Galway
Telephone: 091-21011

This body is responsible for the establishment and development of industry and employment in the Gaeltacht (Irish language-speaking) regions.

Rehabilitation Institute

Roslyn Park
Sandymount
Dublin 4
Telephone: 698422

The Institute is responsible for the vocational training of the handicapped in centres throughout Ireland.

Irish Management Institute

Sandyford Road
Dublin 14
Telephone: 983911

The Institute is responsible for the training and development of managers.

CERT Ltd

Lansdowne House
Lansdowne Road
Dublin 4
Telephone: 602300

CERT is responsible for training in the hotel, catering and tourism sectors.

ACOT – Council for Development in Agriculture

Frascati Road
Blackrock
Co Dublin
Telephone: 885361

ACOT is the national body providing education, training and advice in agriculture.



**Pedagogisch
Centrum
Beroepsonderwijs
Bedrijfsleven**

**Verwersstraat 13 – 15
Postbus 1585
5200 BP 's-Hertogenbosch
Telefoon (0 73) 12 40 11**

Vocational training and regional development in the Netherlands

It should be pointed out to begin with that there has for some time been a trend towards decentralization in education in the Netherlands. The government is increasingly implementing existing plans to deregulate as far as possible the functions of the public authorities, i.e. much wider range of functions than in the past is being left to the provincial and local authorities. This is a general policy aim which also applies to vocational training.

The main motivating factors in the considerations on regionalization were flexibility and decentralization. The regions in the Netherlands do not differ from one another to any marked degree. Industry and employment/unemployment do not show the same pattern in all parts of the country, but the measures taken with regard to vocational training do not differ significantly from one another.

In recent years one of the great bottlenecks has proved to be the need to gear education to the labour market. There is a need for a regional approach in getting to grips with this problem area and in devising effective solutions. The great advantage of regionalization is that it becomes possible to home in on regional situations and to develop solutions at a regional level. With regard to the linking of education to work, the bottlenecks are essentially regional, varying from one region to another. It is thus important that there should be no national obstacles to the development of regional solutions to this problem too.

One of the recent developments in the field of regionalization is the launching of the *Work-Education Contact Centres* (Contactcentra Onderwijs-Arbeid).

The gearing of education to work was an ever-increasing problem. Youth unemployment was also rising. The problem could

only be solved through a coordinated approach. For this, central government needed the cooperation of agencies at regional level. It was found more effective to work from the regional level, with central government creating the conditions which would make this possible. It is, after all, the regional labour market to which both employers and school-leavers address themselves. The provision of education is also geared increasingly to the regional situation.

In August 1982 the first pilot project for a Work-Education Contact Centre was launched in the Province of Zeeland. After this Work-Education Contact Centres were set up, on the basis of the circular of 7 July 1983, in all the provinces and in Rijnmond.

In each province this forms a platform for discussion and cooperation which can perform a coordinating, stimulating and initiating function in respect of activities falling in the area between school and the world of work. The participants in this process are industrial organizations, teaching organizations, the provincial executives and service organizations in the region.

The major task of the Work-Education Contact Centres is the systematic gathering of knowledge on developments on the provincial labour market and in education. They devote particular attention to quantitative and qualitative aspects, to trends in the inflow of young people from the educational system to the labour market and to the participation of school-leavers in the work process.

In addition they concern themselves with coordination between choice of college, choice of study and information on vocational choices. They also deal with problems arising in the field of job experience arran-

gements. The target groups are school-leavers in the first phase of continued education and adults with a comparable level of training.

For national coordination there is a National Policy Group for Work-Education Contact Centres, in which the educational organizations, the trade unions and the employers' organizations participate together with observers from the Ministries for Education and Science, Social Affairs and Employment, and Economic Affairs.

Another area which should be mentioned here is that of adult education.

Developments are certainly in progress here. However they still require some finishing touches, and no final decision has as yet been taken. In the draft policy memorandum on vocational education for adults of May 1985 it was stated that, if the various bottlenecks and problems were to be dealt with effectively, it was necessary for government to apply a more flexible approach in regulatory measures.

This policy memorandum announces the intention to introduce Primary Vocationally Oriented Education for Adults (Primaire Beroepsgerichte Volwassenen Educatie – PBVE) as a continuation of the projects in education for vocational qualification. The aim of the PBVE scheme is to enable participants to find jobs. This is achieved through orientation and remedial training programmes and through the acquisition of qualifications. The regional organization is the same as that of the districts of the Regional Employment Bureaux (Gewestelijke Arbeids Bureaus – GAB).

The structure is as follows:

At regional level the plan of a PBVE is assessed by the GAB. The latter will have set up an assessment committee for the pur-

pose, consisting of the GAB, the local authority and the two sides of industry. Guidelines are issued at national level for the assignment of priorities. Financial measures are also determined at national level but implemented at regional level.

The funds assigned to Courses for the Young Unemployed (Cursussen Jeugdige Werklozen) are used in the PBVE scheme. The Centres for Vocational Experience and Vocational Guidance (Centra voor Beroepsbeoefening en Beroepenorientatie)

and the courses for Careers and Vocational Guidance (Banen en Beroepenorientatie) are also involved in the scheme.

In May 1986 final decisions on these arrangements will be taken by the government.

References

Vierde advies aan de minister van Onderwijs en Wetenschappen Regionalisatie

Innovatie Commissie Participatie-onderwijs

Staatsuitgeverij 's-Gravenhage, juni 1978, 52 p.

ISBN 90 12 02157 X

Government policy. Ministry of Education. Regional planning. Upper secondary education. Educational reform. Educational supply. School-enterprise relationship. Apprenticeship. Netherlands.

Contactcentra Onderwijs-Arbeid. Circulaire van de Staatssecretaris van Onderwijs en Wetenschappen

Ministerie van Onderwijs en Wetenschappen

Circulaire VO/WJ/LT 83—58, d.d. 7 juli 1983, 12 p., Zoetermeer

School-enterprise relationship. Educational policy. Ministry of Education. Netherlands.

Rijksbegroting voor het jaar 1985. Begroting van uitgaven. Hoofdstuk VIII Ministerie van Onderwijs en Wetenschappen

Tweede Kamer der Staten-Generaal

Vergaderjaar 1984—1985. No. 18.600

Educational financing. Educational policy. Netherlands. Ministry of Education.

Concept Beleidsnota Beroepseducatie voor Volwassenen. Ministerie van Onderwijs en Wetenschappen

Staatsdrukkerij, Den Haag, mei 1985, 82 p.

Vocational education. Adult education. Ministry of Education. Educational planning. Educational policy. Netherlands.

Aanbevelingen Contactcentra Onderwijs-Arbeid

Secretariaat Landelijke Beleidsgroep Contactcentra Onderwijs-Arbeid (COA)

Utrecht, Ravellaan 1, November 1985, 64 p.

Alternating training. Secondary education. Netherlands. School-enterprise relationship.

Contactcentra Onderwijs-Arbeid

Landelijke Beleidsgroep COA

Utrecht, 1985, 10 p.

School-enterprise relationship. Labour market. Upper secondary education. Netherlands.

Beleidsplan 1986

Stichting Contactcentrum Onderwijs-Arbeid Utrecht

Utrecht, 1986, 7 p. annexes

School-enterprise relationship. Regional development. Labour market. Upper secondary education. Netherlands.

Vervolgbeleid Beroepskwalificerende Educatie

Ministerie van Sociale Zaken en Werkgelegenheid

Den Haag, 1986, 9 p.

Ministry of Social Affairs. Adult education. Educational policy. Netherlands.

Tussentijds evaluatieverslag proefprojecten „Beroepskwalificerende Educatieve Activiteiten”

Ministerie van Sociale Zaken en Werkgelegenheid. Directie Bijzondere Vraagstukken van Arbeidsverhoudingen

Den Haag, 1986, 98 p.

ISBN 90 363 9551 8

Adult education. Vocational education. Evaluation. Netherlands.

Relevant names and addresses

Landelijk Ondersteuningsteam Beroepskwalificerende Educatie LOT/BKE

Secretariaat: Postbus 1585, 5200 BP 's-Hertogenbosch

Samenwerkingsverband tussen: Centraal Orgaan Beroepsbegeleidend Onderwijs (COBO), Pedagogisch Centrum Beroeps-
onderwijs Bedrijfsleven (PCBB), Stichting
Volwassenen Educatie (SVE), Ministerie

van Sociale Zaken en Werkgelegenheid,
afdeling Arbeidsvoorziening (SOZA-
Arbvo)

Landelijke Beleidsgroep Contactcentra Onderwijs-Arbeid

Postbus 2475
3500 GL Utrecht

Adviesraad voor de Tweede Fase van het Voortgezet Onderwijs

Postbus 1004
3700 BA Zeist

Ministerie van Onderwijs en Wetenschap- pen

Postbus 25000
2700 LZ Zoetermeer



British Association for Commercial and Industrial Education
16 Park Crescent London W1N 4AP Telephone 01-636 5351 Telex 268350 ICESA

Regional policy in the United Kingdom

Regional policy in the United Kingdom dates back to 1940 when a Government Commission (referred to as the Barlow Report) set out a framework for the post-war period. In many respects the basic philosophy and intentions of this report, namely to redress economic imbalances through selective action, has remained unchanged. Nevertheless there have been various administrative changes in the enforcement of legal instruments which fall into three main phases:

Post-war development – the implementation and steady growth of a regional policy designed to offer incentives to companies moving to assisted areas.

1972–84 period – this period was dominated by the 1972 Industry Act and a number of other statutory instruments which allowed for mandatory regional development grants for capital investment by manufacturing companies amongst other actions.

Post-1984 period – a change of emphasis and rationalization of the 1970s policy aimed at tackling some of the shortcomings of this traditional regional policy approach.

The change of direction was essentially a reaction to growing criticism of earlier legislation. Although this legislation was responsible for creating about half a million jobs in the assisted areas, the cost of doing so had been high.

Current policy therefore is linked more directly to job creation with the grants available being related to the proportion of capital expenditure, being limited by a cost-per-job ceiling or as an amount for each new job created.

In addition some service industries are now eligible for grant aid under the scheme.

Institutions

The Department of Trade and Industry (DTI) is the main governmental agency concerned with regional development issues.

The DTI also administers the grant scheme in England with the Scottish and Welsh Offices performing a similar role. In Northern Ireland, the Industrial Development Board supported by the Northern Ireland

Department of Economic Development offers a similar range of services as those provided in mainland Britain.

A number of government-sponsored, independent agencies, also have been established and these include the Scottish and Welsh Development Agencies and the Council for Small Industries in Rural Areas (Cosira). The latter is charged with developing industry in rural areas. Although these agencies are concerned with general economic issues there are also specialized units responsible for educational and vocational training issues, including:

Regional Manpower Intelligence Units (RMIU)

– based at the Manpower Services Commission's Regional Offices and concerned with collecting, analysing and disseminating information on labour markets.

Regional Advisory Councils for Further Education (RAC)

– responsible for monitoring post-16 educational provisions and advising on needs.

A list of useful addresses can be found at the end of this summary.

Bibliography

Inevitably given the reforms of traditional regional development policy in 1984 much of the recent literature on this subject has concentrated on reviewing the failings and shortcomings of earlier legislation and reacting to the Department of Trade's discussion papers. The following bibliography seeks to highlight some of the key documents on this topic.

Legislation

Industrial Development Act, 1982, Department of Trade and Industry, London: Her Majesty's Stationery Office (HMSO) 1982, 22 pp.

Regional development; Legislation; Acts; Government policy; State aid.

An Act of Parliament providing the statutory powers to implement current government policy relating to British regional development.

Directories

Bienkowski, M.; Allen, K.

Industrial aids in the United Kingdom (UK). 1985. A businessman's guide.

Centre for the Study of Public Policy, Glasgow: Strathclyde University, 1985, 645 pp. ISBN: 0 907243 17 7

Regional development; State aid; Subsidies; Economic policy; Enterprises.

Provides information on the financial assistance and other support available to businesses in the UK. Details are given of the type of award, for example any restriction on location, the timing of the application, eligible expenditure and the various procedures involved in the application.

Yuill, D.; Allen, K. (eds)

European Regional Incentives: 1986. A survey of regional incentives in the countries of the European Communities, Portugal, Spain and Sweden.

European Regional Policy Monitoring Unit, Glasgow: Strathclyde University, 1986, 610 pp. ISBN: 0 907243 19 3

Regional development; Subsidies; Taxation; State aid; Economic policy.

Provides detailed, structured information on regional incentives in the European Economic Community (EEC), including Portugal and Spain, and in Sweden. As well as comparing and contrasting the types of incentive available in the different countries, the report examines each incentive scheme giving details of the type of incentive, legal basis, timing of applications, complaints and claims procedures, eligible items, incentive tax treatment and clawback provisions.

Industrial Development Guide

Cambridge Information and Research Services Limited, Harlow, Longmans, 1985, 330 pp. ISBN: 0 582903 35 1

Regional development; Subsidies; Taxation; State aid; Economic policy.

This directory provides an overview of the current industrial development scene, including statistics, addresses and reviews of regional conditions.

Damesick, P; Wood, P.

Regional Problems; Problem Regions and Public Policy in the UK

London: Clarendon Press, 1986, 166 pp.

ISBN: 0 19 823257 8

Regional development; Economic policy; State aid; Economic conditions; Subsidies.

An assessment of regional development problems in the UK and of alternative views on required policy responses.

Regional Industrial Development

Department of Trade and Industry (DTI)

London, HMSO, 1983, 18 pp. Cmnd. 9111

Regional development; Economic policy; Government policy; Subsidies; Employment creation.

Sets out the new proposals designed to revise and restructure the government's regional development policy in order to improve its job creation potential.

Regional Industrial Policy
Some Economic Issues

Department of Trade and Industry (DTI)

London: DTI, 1984, 137 pp.

Regional development; Economic policy; State aid; Subsidies; Government policy; Economic conditions.

This paper summarizes some of the economic evidence available to the Government in their review of regional industrial policy. It first outlines the macro-economic background and some of the spatial trends and characteristics which are relevant to the operation of regional policy in Great Britain, and it then reviews the arguments and research evidence relevant to some of the main issues. There is no attempt to be comprehensive.

Tisdall, P.

The regional development riddle

in 'Management Today', November 1984, page 103 (8 pages). ISSN: 0025 1925

Regional development; State aid; Economic policy.

Discusses how 50 years of injection of public funds into deprived regions is at last being backed by some concentrated community effort. But there are fears that emphasis on the creation of new enterprises at the expense of aid to existing business could be self-defeating.

Wray, Ian

**Restructuring the Regions
Centre for Urban Regional Studies
(CURS)**

Birmingham, The University of Birmingham, 1984, 48 pp. ISBN 0 704407 051

Regional development; Economic policy; State aid, Subsidies; Employment creation.

This paper sets out to question the main elements and assumptions of past and current policy for declining regions. It asks: should we have to put so much effort into solving the problems of areas and so little into tackling the problems of people who live there? Should we have put so much faith in physical investment and paid so little attention to human resources? And, if the old policies are not working, how can we start to construct a new strategy for tackling our regional problems in the 1980s and 1990s?

Useful addresses

Government agencies

Department of Industry
Regional Support and Development
Division
Kingsgate House
66-74 Victoria Street
London SW1 6SJ
Tel.: 01 212 6712

Scottish Economic Planning Dept
Industrial Development Division
Alhambra House
45 Waterloo Street
Glasgow G2 6AT
Tel.: 041 248 2855

Welsh Office
Industry Department
New Crown Building
Cathays Park
Cardiff CF1 3NQ
Tel.: 0222 825111

Industrial Development Board
for Northern Ireland
IDB House
64 Chichester Street
Belfast BT1 4JX
Tel.: 0232 233233

Manpower Services Commission
Moorfoot
Sheffield S1 4PQ
Tel.: 0742 753275

Scottish Development Agency
120 Bothwell Street
Glasgow G2 7JP
Tel.: 041 248 2700

Welsh Development Agency
Pearl House
Greyfriars Road
Cardiff CF1 3XX
Tel.: 0222 32955

Other sources of information

Centre for Study of Public Policy
University of Strathclyde
George Street
Glasgow G1 1XW
Tel.: 041 5524400.

Centre for Urban and Regional
Development Studies
The University
Newcastle-upon-Tyne NE1 7RU
Tel.: 0632 328511

Regional Studies Association
29 Great James Street
London WC1N 3ES

Centre for Urban Regional Studies
The University of Birmingham
PO Box 363
Birmingham B15 2TT
Tel.: 021 472 1301

Council for Small
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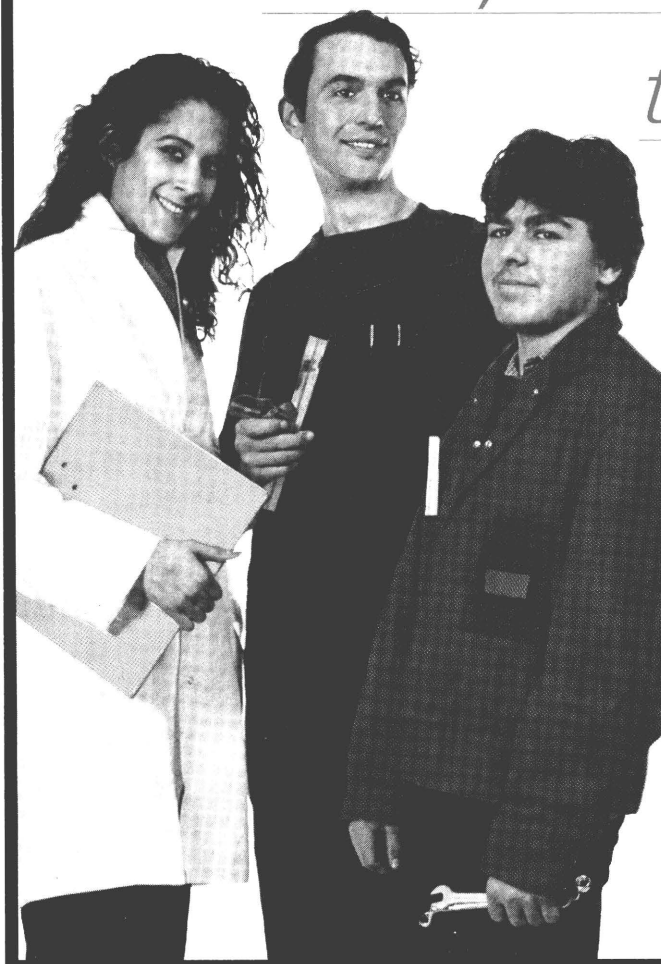
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