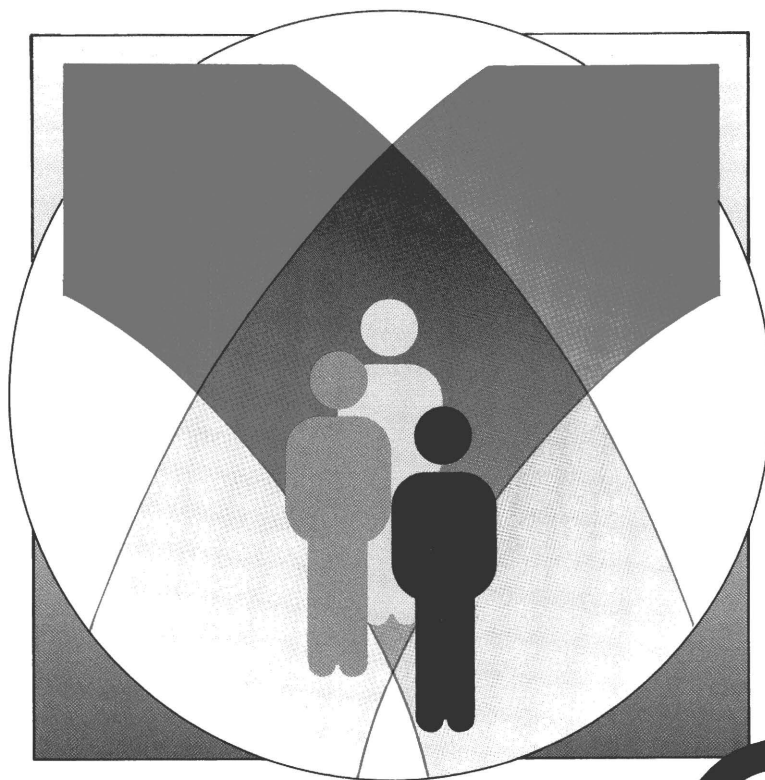


No 3/1986

# Continuing training and labour market policy



Vocational training



Journal of Vocational Training



# The relationship between continuing training and the labour market

A review of the relationship between continuing training policies and the policies regulating the labour market has shown us that the links between the worlds of training and employment policy in most Member States are sporadic rather than systematic.

The main reason for this negative state of affairs is the crisis in employment, but it is also due to radical changes in the skills demanded of and by individuals as a result of economic, social and technological progress.

Virtually every Member State has been forced to introduce remedial measures to help target groups (young unemployed people, women and migrants) or disadvantaged regions, or to set up retraining where this has been made necessary by major technological advances. Training has been the instrument used to help individuals adapt to a new situation.

This is not a criticism. In the absence of a concerted policy, countries have tried to tackle the most pressing problems and to cope through short-term efforts.

Paradoxically, however, it seems that men and women have merely been passive protagonists in this series of changes and have had to accommodate rather than react to rapid advances in society.

The Centre takes a different view of lifelong training. Its concept is that training is a vital factor in enabling individuals to control their political and social environment, with the help of their expertise in new technological skills.

This concept — unfortunately not yet held by most of those involved in training — will become reality only if three conditions are met:

■ To be effective, labour market policy must be on a human scale and take account of actual problems; in other words, it should be on the regional level. Continuing training should be closely linked to the labour market. This means that it must be flexible enough to adapt rapidly to needs for skills as and where they arise. Decentralized, flexible agencies operating within a national or even European framework are needed.

■ Continuing training has an active role to play in making it possible for individuals to initiate rather than merely accommodate to change. In what are often called our revolutionary times, thought must be given to the vital role of lifelong training in bringing about economic and social change. It is clear that the content and methods of training must evolve in line with the profound changes in our society and the changing nature of jobs, as it is from the pace of those changes.

■ If we feel that it is the role of continuing training constantly to update both technical and social knowledge, the place occupied by that training in the overall process of education/initial training/continuing training must be clearly defined. That whole succession should be carefully planned to accommodate all three elements.

The Government must play a major role in organizing and setting up various training channels, and training should be the subject of a constant dialogue between the two sides of industry. Training can play an active role only if that dialogue is organized and structured.

Georges Dupont



# Interview with Mr Manuel Marin

**Vice-President of the Commission of the European Communities,  
Commissioner responsible for social policy, employment, education  
and training**

**The value of continuing vocational training in preparing workers for the practical use of new technology and for its effects is growing steadily. Do you agree that there should be a more active role for this kind of training in helping workers to be in control of the social consequences of new technology, thus retaining the broadest possible human and social autonomy?**

As we are all aware, new technology is one of the main ways in which the European economy can be renewed and modernized, and the working population must of course learn to handle and apply these new production and communication tools before or during their introduction. The aim is twofold: to secure well qualified human resources so that business and industry can take maximum advantage of the benefits of technological innovation; and to endow people with the occupational and social skills that will help them to grasp the complexity of new systems and better themselves in their working and personal lives. Great efforts must still be made to inform and train management if the social dimension of new technology within the workplace is to be better known and appreciated.

Without such efforts, the true advantages of a more highly skilled and better motivated work force can never be achieved, nor can the right conditions be created for the broader working autonomy that should become possible with new technology.

There is one point I should like to make with regard to training in technological innova-

tion. The most common place for such training will be the workplace, but people in the community at large must also have access to the training resources of today. Training should not be a benefit available merely to those who work in an office or on the shop floor. There must not be a vast substratum of low-skilled people illequipped to meet the demands of the modern world. Resources must be developed to offer the community as a whole the training that will raise general standards of social and occupational qualifications and skills. This must be our ambition if the European Community is to take its place at world level.

**Vocational training and, more specifically, continuing training should be the subject of a continuous dialogue between the two sides of industry, governments and those in charge of training. Do you think that the Commission of the European Communities has an important role to play in helping Member States to organize and structure this dialogue?**

The Commission has always stressed its respect for relations between the social partners, whatever form they take, in every Member State. It is of the opinion that the disputes that sometimes arise between management and unions in negotiations, and the ensuing waste of human energy and production capacity, may on occasions be due to uncertainty as to the rights and obligations of the parties in question, especially in the fields in which new technology predomi-

nates. In several Member States the two sides of industry have already turned their attention to this question and have drawn up outline agreements, training being one of the points covered.

At Community level, with the gradual creation of a domestic market for goods, services and — we should stress — people, and given that technological changes know no frontiers, the Commission has realized that there is a growing need to enhance the dialogue at various levels in Member States by placing it on a European footing. We have made considerable progress in this direction. It is of note that one of the fields in which the dialogue can most readily be enhanced is the training and motivation of workers, especially with the advent of new technology. I feel that current efforts will bear fruit in due course, not merely by creating a climate for a more constructive dialogue at European level but also by developing a framework in which discussions within Member States can be related to the goals shared by the most broadly representative social forces within the Community.

**It is increasingly apparent that the level at which the labour market should best be organized and vocational training goals set is the region, obviously within the national and European framework. This regional dimension, for which the need is increasingly apparent, is a new factor in the field of vocational training. How do you think the Commission might promote the continuing**

**training facilities in Member States that will prevent and combat unemployment at both regional and sectoral level? Do you think the Commission should take on such a role?**

The regional dimension of vocational training is a key factor in determining the allocation of Community resources administered out of the European Social Fund budget, which envisages the co-financing of vocational training. Those regions hardest hit by unemployment, low per capita incomes or industrial decline are given priority for ESF support for training, for a very good reason: vocational training is one of the factors that will help to improve the situation there because it is an investment in human resources. To encourage firms to set up and expand in disadvantaged regions, it is vital to create a capable, well qualified work force. At this regional or local level, moreover, problems on the labour market are more readily apparent and it is here that the need for the intelligent management of human resources is greatest.

Vocational training is important, but it is not the only weapon against unemployment. Investment in infrastructure and in business and industry is also vital: the Community provides such support through

various funding channels such as the European Regional Development Fund, the European Investment Bank and loan facilities. To secure the optimum impact at grassroots level, the Commission has set up a unit responsible for coordinating structural instruments.

**Could you tell us how you view the functions of CEDEFOP, this small European Community institution faced with such a vast problem as the liaison between labour market policies and vocational training? What kind of technical and scientific support can CEDEFOP give the Community authorities to augment their impact?**

The European dimension of vocational training is a complex, diversified affair. Certain goals on this level could be achieved through legislation (in, for example, the field of job skills), while others depend on establishing cooperation among practitioners in individual Member States. European Community institutions, especially the Commission, are in vital need of access to technical resources and reliance on professional expertise if they are to pursue the goal set by the Treaty of Rome: the introduction of a common policy on vocational training.

For more than 10 years CEDEFOP has played an undoubted role in the Community, creating broader awareness of the European dimension of vocational training as well as coordinating the work of all those concerned in individual Member States. I am also delighted that CEDEFOP has recently been working more closely with the Commission on several occasions, for example on the practical implementation of the Council Decision on the equivalence of vocational training qualifications, through its contribution to the EuroTecnnet programme on new technologies and vocational training and by assisting with many cases involving young people, small and medium-sized enterprise, continuing education within companies, the participation of both sides of industry in vocational training and many other matters. In my opinion, CEDEFOP already plays an important role not only in the implementation of some of the tasks for which the Commission is responsible but also in preparing dossiers which will enable the Commission to launch schemes on a Community-wide scale and promote the implementation of a common policy on vocational training. For my part, I hope that this collaboration will continue and be stepped up.



# The SVO and the transition from education/training to the labour market

*Ton van den Oever with the cooperation of Gellof Kanselaar and Jules L. Peschar*

*Following the symposium on education, training and labour market problems it was felt that the tasks and functions of its initiator, the Foundation for Educational Research (SVO), should be described in some detail. The article considers its programming role and specifically the programme report on the transition from education/training to the labour market and current and future research in this field.*

While the Netherlands held the presidency of the European Community, the Netherlands Foundation for Educational Research (SVO) took the opportunity to organize a symposium entitled 'Education, Training and Labour Market Policy'. The object of the symposium, which was held in Noordwijkerhout (Netherlands) on 28, 29 and 30 April 1986, was to promote the European dimension in the field of research on the interrelationships between education,

TON VAN DEN OEVER is currently a member of the staff of the Foundation for Educational Research (SVO) and is responsible for organizing the evaluation of research commissioned by the government or education authorities.

After graduating in social psychology in 1973, he spent six years conducting research on the protection of children in the Netherlands, with the emphasis on the placing of children with foster families. In his first few years with SVO he was responsible for supervising and monitoring research on lower, intermediate and higher vocational training, adult education and the transition from education/training to the labour market. This research was carried out by the institutes affiliated to the SVO.

training and labour market policies in the Member States of the Community. This article explains the tasks and functions of the Foundation for Educational Research in general and the role it plays in the programming of education/training and labour market research in particular.

## The tasks and functions of SVO

SVO stands for Stichting voor Onderzoek van het Onderwijs, or Foundation for Educational Research. Last year it celebrated its 20th anniversary. Its regulations define its principal task as the promotion of both theoretical and practical, policy-oriented research. This also includes the evaluation of development and innovative activities. Most empirical educational research in the Netherlands — about 180 projects on average — is commissioned, subsidized and monitored by SVO. SVO is, on the one hand, an independent scientific body and, on the other, forms part of the national educational research and development structure together with the Foundation for Curriculum Development (SLO), the National Institute for Educational Measurement (CITO), the school counselling services and other organizations. The role SVO plays in policy can best be compared to that of a broker: it mediates between demand emanating from a number of clients and supply in the form of opportunities for scientific research. This role is also reflected

in the composition of its governing bodies, in which its most important clients — the Ministry of Education and Science, the Ministry of Agriculture and the national school councils — are represented alongside experts from the research community.

To finance its educational research, SVO receives a set amount from the national budget each year, 21.5 million guilders in 1985 and 22 million in 1986, for example. Its regulations specify how this money is to be spent: 40 % on research commissioned by the Minister for Education and Science, 40 % on research commissioned by the education and training sector and the remaining 20 % on research projects commissioned by other researchers or proposed by study groups associated with the Foundation. The last of these areas enables research to be carried out on more fundamental scientific educational questions in addition to the previously mentioned commissions from the government and the education/training sector, which chiefly concern social problems and educational innovations.

On the supply side a structure has been established in which SVO acts as coordinator, its most important tasks in this role being to promote educational research by programming, coordinating and subsidizing, to monitor the quality of research and to document and disseminate research findings. The research itself is conducted by university institutes and departments. At present, SVO has a more or less permanent relationship with five such units. In addi-

tion, it calls on other commercial and non-commercial research agencies in the country where research capacity requires or specific expertise is needed for a project. These in rough outline are SVO's task and the structure within which it operates.

## International relations

The Foundation's tasks are not confined to coordination and stimulation at national level. One of the main points of its multi-annual policy is a pragmatic approach to international relations in its area of activity. A more practical goal in this context is the removal of cultural barriers by improving the ability of researchers to write in English, arranging international exchanges of information, documentation, expertise and data, initiating international comparative studies, enabling contacts to be made by organizing conferences and workshops, and subsidizing and managing the *International Journal of Educational Research*. Experience and data are exchanged on very diverse aspects of educational research, such as information retrieval and documentation, the assessment of each other's products, the development of methods and techniques, the development of research management, ideas on dissemination and the synthesis of knowledge. So far cooperation has been closest with the Flemish-speaking part of Belgium, the USA and Canada, the Council of Europe, IEA, CERI, Unesco and, recently, CEDEFOP.

## The research programme

To find out what research is needed or wanted, SVO has experts conduct 'problem surveys'. These studies are designed to throw light on the main problems encountered in a given area of education or training. Surveys have, for example, been conducted on primary education, research and development work on curricula, teaching methods and examinations, the economic aspects of education and problems connected with the transition from education/training to the labour market. Later in this article the conclusions drawn from the last mentioned problem survey, entitled 'Twixt the cup and the lip', will be considered in greater depth. These problem survey form the most important foundation stones for the five-year research plan and the research

programme that is established each year. A programme of this kind includes a number of programme lines, each relating to an area or aspect of education. The programme as a whole contains a systematic inventory and analysis of educational problems and research requirements, gives a good insight into activities in and around the education sector and tries to ensure that optimum use is made of the available research expertise by pursuing a purposeful commissioning policy.

SVO's research programme currently comprises 13 programme lines:

- primary education
- special education

- lower secondary education
- upper secondary education
- higher education
- adult education
- transition from education/training to the labour market
- equal opportunities
- policy on educational priorities
- education and information technology
- educational research and development
- legal and administrative aspects of education
- economic aspects of education



*The offices of SVO.*

## Transition from education/ training to the labour market

We shall now consider the problems connected with the transition from education/training to the labour market on the basis of the report entitled 'Twixt the cup and the lip' (Hövels and Peschar, 1985).

In the 1970s little thought was given to the link between education/training and work. There have traditionally been barriers between these two areas in both policy and research. This resulted in a serious dearth of knowledge on the actual links between education/training and work. Little systematic research was carried out. What information there was was fragmentary. Problems at the interface between these two areas were thus almost always in danger of falling 'twixt the cup and the lip'. In the Netherlands this and other factors have also prevented the emergence of a research tradition in this important area of policy.

The early 1980s saw a noticeable improvement as the importance of systematic research into the link between education/training and work came to be appreciated. The 'high point' so far has been the conference of the Ministers for Education and Social Affairs of the European Community in June 1986. In preparation for this conference, SVO organized an international symposium on 'Education, Training and Labour Market Policy' at which the present situation in this area was not the only subject discussed: the coordination of future policy and research similarly attracted a great deal of attention.

One of the principal assumptions on the relationship between education/training and employment is that there is a system of more or less exclusive links between education/training and occupations (jobs) in the employment system. Each form of education/training is considered to have its own 'field' of occupations in the employment system, and each category of occupations in the employment system recruits its workers from one specific area of education/training.

Some years ago this view came in for serious criticism, which first found systematic expression in the Netherlands in studies carried out under the National Labour Market Research Programme (Van Hoof and Dronkers, 1980).

The main criticism of this — 'naive' — view is that more often than not there is in fact no

unequivocal and exclusive relationship between training and occupations.

Nonetheless, even in recent policy it has been assumed that relatively strong 'links' may well exist. This is clearly demonstrated by the 'Open Consultations' that took place following the publication of the final report of a special government committee (known as the Wagner Committee). We shall take the events surrounding this report as a guide.

In a letter to the Lower House of the Netherlands Parliament in September 1984 the present government emphasizes the importance of improving the coordination of education/training and employment, as had been proposed during the 'Open Consultations' (Ministry of Education and Science: government position 1984). This was considered necessary for sustained economic recovery. It was pointed out, for example, that the extent to which trade and industry is able to seize opportunities for technological innovation depends on a supply of labour that is attuned to such opportunities. Government policy — and this also applies to the present government — is therefore primarily geared to developing strategies to prevent problems relating to the availability of manpower and skills. It is further assumed that this will also make a major contribution to solving absorption problems in the labour market. The government is also convinced that improving the transition from education/training to employment — and specifically strengthening the practical side of vocational training — is

■ not only important for economic recovery but also essential to education and training.

Such issues are, of course, bound to figure prominently in any research programme.

SVO's programme makes a distinction between four different kinds of problem occurring during the transition from education/training and employment. Each gives rise to different types of research questions.

■ Absorption problems have to do with the present relationship between the number of jobs and the supply of labour. In its present form the employment system is no longer capable of absorbing the supply of labour.

■ Utilization problems primarily concern the existence of differences in level between qualifications available and qualifications required. On balance, the level of educa-

tion/training qualifications is rising, but the level of qualifications needed in the labour market is not rising at the same rate or even falling.

■ Distribution problems are an indication of the uneven distribution of the number and quality of available jobs among various supply categories, especially young people, the poorly trained and specific groups in the labour market (including ethnic minorities and women) who are hardest hit by absorption and utilization problems.

■ Problems connected with the supply of manpower and qualifications, resulting from disparities between the supply of qualifications by the education/training system and the demand for qualifications in the employment system.

In addition, transition problems can occur at various levels:

■ at the level of the social system, where research questions specifically concern the position and organization of education/training and employment as two sub-systems within a whole society;

■ at market (segment) level, where research questions concern the position and organization of education/training and employment in specific sectors of training and/or employment which can be regarded as more or less separate market segments;

■ at the level of organizations, where interest focuses on the attitudes of schools/training organizations towards training and the labour market in relation to the attitude of employment organizations towards recruitment, selection and training;

■ at the level of the individual, where research centres on the careers of individuals at school and at work and associated subjective elements (perceptions, expectations, reactions).

On the basis of a long list of requests for research and the available analytical viewpoints, a distinction is made between eighteen main areas of research. The first fourteen of these areas are derived primarily from research projects in the field and are also scientifically interesting to a greater or lesser degree:

(1) Technology, economic trends and developments in the organization of work and their bearing on qualification requirements.

(2) New information technologies for, in or to the benefit of education/training, information on the choice of an occupation,



etc. (there is some overlapping here with the 'information technology' programme line).

(3) Practical training and training place problems.

(4) Regionalization and decentralization problems.

(5) Vocationally oriented adult education: problems connected with organization and content.

(6) Required training other than that needed for the normal employment system (the individual's ability to defend himself, basic qualifications, etc.).

(7) Importance of different forms of training, different methods of learning compared (standard versus other education/training, intermediate versus off-the-job and lower vocational training, apprenticeships, etc.).

(8) Institutional structure and the influence of the two sides of industry, education/training organizations, etc. on policy.

(9) Problems connected with choosing an occupation.

(10) Consequence of labour market discrepancies for individuals: motivation problems, dropping out, the transition from lower to higher education/training, etc.

(11) Effects of transition problems on specific groups, e.g. women, ethnic minorities (some overlapping with the minorities and equal opportunities programmes).

(12) Problems concerning methods and instruments: the construction and evaluation of instruments for measuring required qualifications, establishing occupational profiles.

(13) The relationship between specific (mainly intermediate and higher vocational) training courses and small and medium-sized undertakings.

(24) The importance of (all) links between the (standard) education/training and employment systems.

In addition, there are four research areas which are important from a scientific point of view and for policy in the medium to long term.

(15) Specific research on inequalities, where selection mechanisms on the demand side (employers) warrant particular attention.

(16) The need for longitudinal data, not only on the supply side (e.g. continuation of longitudinal studies) but also on the demand side of the labour market (e.g. panel of firms).

(17) International comparisons, principally in connection with analyses at the level of social systems.

(18) Analysis of existing material, principally in connection with the actual availability of relevant data bases. Data collected by the Central Bureau of Statistics in this area (labour force censuses and school-

leaver cohorts) should be considered in this context.

As mentioned above, the Netherlands has fallen behind somewhat in the field of education/training and employment. This is mainly reflected in the organizational structure of research: there is no body that concerns itself with the whole field. One of the first requirements for carrying out a research programme is therefore the assurance of an adequate organizational structure. It is then possible to plan and conduct cohesive research in the longer term. This should be done at a limited number of well equipped research centres, where researchers can study education/training and employment over a period of several years. A body of expertise can thus be quickly developed and maintained. An early start can be made on research within a structure of this kind. Two criteria are important in this respect.

■ The first step must be research which lays sound foundations for programming and for further research. This strategic research is important because the findings enable the next steps to be defined and so contribute to the accumulation of knowledge.

■ As it must be possible to launch the programme fairly quickly, direct practicability — though not crucial — is important. A relatively early start can be made on research that follows on from previous research and is commensurate with the available research capacity.

## Research projects on education/training and the labour market subsidized by SVO

■ Research on the practical training of apprentices (Nos 6064 and 6065).

In the Netherlands trade and industry have considerable influence on the practical training of apprentices. Until recently they had far less say in full-time intermediate vocational training (mbo). The question is whether the greater involvement of trade and industry in the organization of training results in less serious problems arising during the transition from training to the labour market. To help answer this question, the careers of former apprentices and workers who underwent intermediate vocational training are being examined. The research also covers the quality of the practical side of various forms of apprenticeship training.



■ The effect of learning by participation on the careers of workers who have undergone intermediate vocational training (Nos 4255 and 6059).

At 10 intermediate vocational training schools a form of learning by participation has been introduced as an experiment. The training is full-time. Some of the research questions are: what level of qualification do these trainees reach, and what aspects of learning by participation influence this level; what effect does learning by participation have on the subsequent careers of trainees compared to workers who have taken standard courses of intermediate vocational training?

■ Comparison of methods of establishing occupational profiles (No 6063).

The problems arising during the transition from training to the labour market cannot be simply analysed as if training and employment were joined by a straight line. The concepts of qualification and flexibility

play the key role in this connection. Various methods are used to establish occupational profiles, which form the basis for curriculum development. This research is designed to evaluate the usefulness and significance of these various methods.

■ Study of problems arising during the transition from the vocational training to the employment of skilled workers (No 4086).

The questions are: what knowledge, skills and attitudes must be learnt in lower secondary vocational training and general education; should the training be broadly based or specialized, and what form should the practical side of training take?

□ Longitudinal career studies

■ Longitudinal research into the position in the labour market and careers of workers who took short courses of intermediate vocational training (KMBO) or received their training as apprentices (No 5280).

This is a comparison of the effects these two types of training have: unemployment, wages, choice of occupations, etc.

■ Cohort study of workers who attended upper secondary schools (No 6058).

■ Cohort study of the school and working careers of people now aged between 30 and 35 (No 6066).

This group was also examined in 1978 and 1983.

International comparison of social factors which influence education/training and working careers, using structural models (No 1056-OTG).

The research is being conducted with a view to establishing whether a single structural model can describe and explain changes in the relationship between social and regional factors on the one hand and features of education/training and occupations on the other.



ANDRÉ RUIGROK

Secondary analyses of data from the labour force censuses carried out by the Central Bureau of Statistics (No 6062).

Research into the relationship between features of the training of the working population in the Netherlands and their position in the employment system, and research on the changes in this relationship in the last 10 years.

■ Employers' selection policies in view of technological developments (No 6061).

To what extent do qualification requirements change with technological developments? Do employers' selection policies change as a result, and are education/training certificates important in this context?

■ Inventory of in-company training courses in the Netherlands (No 5530).

In-company training courses in the Netherlands are not registered or coordinated centrally. A good overview of the need for vocationally oriented adult education is required to enable policy choices to be made and trends in such courses to be identified.

## Projects concerning vocational training and new technologies

Certain projects are financed directly by government departments. Major projects of this type include:

■ **The Informatics Stimulation Plan (INSP).**

The INSP was established by the Ministries of Education and Science, Economic Affairs and Agriculture and Fisheries. It covers all sectors of standard education and training except the universities. The aims are:

- to familiarize everyone in education or training with information technology (computer literacy);

- to create 'human capital' with a view to strengthening the market sector.

In the latter case the emphasis is on the stimulation of vocational training. This is achieved, for example, by updating curricula, establishing new fields of study, procuring computers and, for instance, CNC machines and providing in-service training for trainers. The plan includes numerous separate projects, covering such aspects as research on occupational profiles, school-leavers, methods of constructing curricula and evaluation studies. New structures have also been proposed for consultations between the vocational training sector and trade and industry, with the latter to be partly responsible for the content of training profiles. This is not a matter of course in the Netherlands, since the freedom of education enshrined in the Constitution means that individual school boards are responsible for the content of education in denominational and similar schools.

■ **The ISI project**

The Ministry of Social Affairs is financing a project whereby some 5 000 school-leavers can obtain 10 months of training in the operation of computers in an office environment (office automation) or in the programming of microcomputers.

■ **The NIVO project**

A project jointly run by trade and industry (including Philips, IBM and Tulip Systems) and the Ministry of Education provides for three teachers from each school of lower vocational training and upper secondary general education (intermediate and higher

general secondary and preparatory scientific education) to undergo in-service training and for 11 computers with the MS-Dos operating system to be supplied to all these schools along with a software package (word processing, data base, spreadsheet, etc.).

This project is designed to give all pupils in secondary education the chance to obtain some practice on computers in practical applications.

## Conclusion

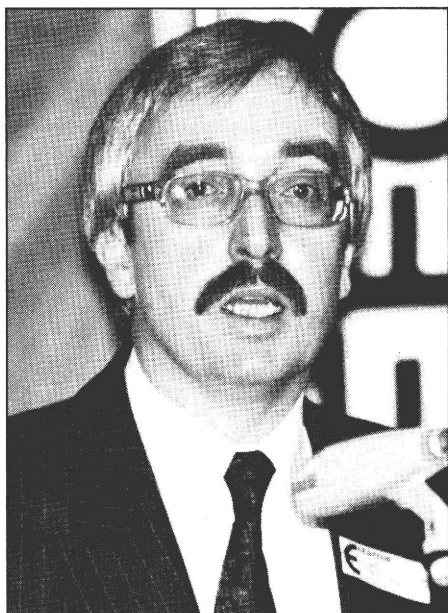
This article has briefly reviewed the research, plans and projects concerning the relationship between education/training and the labour market and new technologies in secondary education. Many of these aspects are similarly being researched in the other Community countries.

The Foundation for Educational Research\* is prepared to cooperate with other institutes on the research topics referred to above by exchanging information on research findings and methods, by carrying out comparative research in two or more countries or by conducting joint research on a given subject.

## Bibliography

- HOOF, J. VAN and J. DRONKERS, *Onderwijs en arbeidsmarkt*, Deventer 1980  
HÖVELS, B. and J. PESCHAR, *Tussen wal en schip*, Nijmegen/Groningen/The Hague 1985  
Ministry of Education and Science, *Regeringsstandpunt over het Open Overleg*, Wagner, The Hague 1984

\* For further information or discussion please contact SVO, Sweelinckplein 14, 2517 GK Den Haag; Tel. (0) 70-46 96 79.



# Current developments in vocational training in the European Community

Views<sup>1</sup> on the growing importance of continuing training and of the role played by the two sides of industry

*Dr Ernst Piehl*

## Taking stock

□ As everyone knows, the European Communities were established 30 years ago principally to further economic development and to ensure a balance of political interests. The Treaties on which the Communities are based are economic treaties and contain no more than rudimentary provisions on education and vocational training policy. The only aspects of this area with which the Communities may legally concern themselves, it was long claimed, are initial and in-service training. Ten years ago the Commissioner then responsible for science and education was predicting that an integrating education and training policy would not come, if at all, until the process of European unification was completed. Since then there have been various changes. Many European institutions are now taking an interest in education, training and employment. The European Communities have stepped up their activities in the field of education and training policy in recent years. The Commission, the governments of the Member States and the two sides of industry have already proposed solutions to some of the most serious problems. The European Parliament is delivering more and more major opinions on employment, education and occupational policy, admonishing and urging action.

□ In these circumstances, the activities of the European Centre for the Development

of Vocational Training (CEDEFOP) are also growing in importance. The critical gathering of information is a prerequisite for any training policy. The Community's Centre in Berlin offers those concerned with vocational training in the public and private sectors of the 12 Member States a practical forum in which to exchange views and seek solutions.

The comparative studies so far carried out on continuing and adult training in the Member States of the Community paint an accurate picture of the situation in the early 1980s. The conclusions drawn by the experts from their studies have been generally critical.

□ Despite certain promising approaches in some Member States, there still appears to be no cohesive training structure capable of responding promptly and adequately to the different interests and needs of the various target groups. In other words, the required cohesiveness of the continuing training provided by public and private bodies is lacking. Continuing training is still all too often regarded as short-term adjustment to a new situation, new ways of organizing work, new methods and new jobs, rather than a more comprehensive investment in people, designed to enable them to play an active part in society and working life.

Nonetheless, it is generally accepted that the more frequent change in the tasks performed by workers will increase the need for in-service training, the adjustment and refreshment of occupational skills. Both in-service training provided by employers

and public continuing training will gain in importance.

## Continuing training goals and strategies

□ As in any other form of education, the primary objective of continuing and adult training is not simply to enable people to adjust to changing conditions but to give them a good chance to develop. It also serves to free them from constraints they do not understand and from irrational dependence. These goals should also be pursued by continuing training that is designed to teach, extend and replace skills used at work, because it is becoming increasingly impossible to separate the acquisition of occupational skills from the teaching of general and social competence. Young people should be given the opportunity of leaving school or training early and taking employment — which will also help them in the process of finding suitable occupations — and more continuing training opportunities linked to past work and occupational experience should be provided for older young people and for employed and unemployed workers.<sup>2</sup>

□ The rigid concentration of education and training on the period of life before and at the beginning of gainful activity is outmoded. While the phases of man's life may have been relatively distinct in the past, being devoted successively to education, work and leisure, the future is more likely to

DR ERNST PIEHL, Director of CEDEFOP

bring a recurring 'triad' of work, leisure and continuing training. With the speed of technical change increasing all the time, current training models are proving inadequate. If technical advances lead to completely different qualification requirements within 10 years, it will not be enough to provide workers with initial vocational training that is obsolete after a relatively short period of employment. What are needed are systematic, regularly updated training measures throughout working life.

□ In the debate on future-oriented qualification requirements reference is constantly made to such general skills as a sense of responsibility, the ability to work as a member of a team, creativity, abstract, system-oriented thinking and the ability to learn, which the experts believe will grow in importance in the future. Another such skill will undoubtedly be the ability to use information technology aids. These key skills, which will also include the ability to read and express oneself and to think logically and methodically, should be rigorously taught at school. Although they cannot replace specific technical skills in later working life, they will greatly facilitate the learning of the new specialized knowledge that is bound to be needed in the future. Such demanding activities as work planning, supervision and maintenance are gaining in importance over purely manual, repetitive activities. In addition to the above-mentioned 'key skills', increasing emphasis is placed on social competence in this context. The more general approach to training in the metal-working and electrical trades — in some Member States at present — meets these practical requirements.

□ The improvement and diversification of the range of continuing training is an important guide, which policy in this area should follow at both national and Community level. The aim should be

■ to offer continuing training opportunities which are not simply a copy of the training provided for young people but are adapted to the specific needs of adults;

■ to organize continuing training in such a way that it corresponds to developments in the labour market.

Training designed for adults must take account of both the specific strengths and the difficulties of a target group many of whose members have had no contact with the education system for years.

□ Continuing training measures should be organized to take account of the learning rhythm and specific circumstances of adults by giving preference to individual programmes based on the modular system. A sabbatical year, for example, is an interesting way of combining continuing training with work and leisure. On the principle that 'on the seventh day — the Sabbath — thou shalt rest' a system whereby workers are granted a longer period of special leave after, say, seven years of service is being tried out in various places. This special leave need not necessarily be used for vocational training purposes. It also provides an opportunity to make a close study of interesting developments in industry, science and society, to obtain new ideas, to change direction. Presumably, this will also benefit subsequent work.

Special efforts are needed where teaching methods are concerned: alternance training, i.e. the combination of learning and practical experience, should be expanded, and such methods as distance learning which enable adults themselves to control the speed at which they learn should be widely used.

□ It is hardly necessary to repeat the arguments<sup>3</sup> for a decentralized approach to continuing training. Reports have been received from the various Member States on a wide range of initiatives taken in connection with a policy of regionalization, some very recent, and the European Community and other international organizations (Council of Europe, OECD) have similarly

developed ambitious programmes in this area.

Many experts believe that the establishment of continuing training programmes in conjunction with the promotion of regional and local development will above all lead to a reformation and revival of the structure of regional and local economies.

□ The regional and local context, in the shape of 'community schools' or 'local continuing training centres', for example, does indeed seem likely to produce better results, which may remedy the present weakness of continuing training:

■ It enables a precise diagnosis to be made, since it is at this level that society's problems find real expression, thus enabling them to be accurately identified: unemployment, the need for changes in production lines and for retraining, illiteracy, difficulties with integration, etc.

■ In certain cases, it enables preventive action to be taken, since such problems as illiteracy are more likely to be successfully treated if they are identified in good time, before individual dramas — during economic restructuring perhaps — become social tragedies.

□ The institutions are generally agreed today that this local or, to use the Community jargon, 'territorial' approach to continuing training will make a major contribution to local and regional development in the Community. CEDEFOP studies have, of course, emphasized not only the importance of this aspect of continuing training but also the complexity of the tasks



*The concept of a sabbatical year already provides an interesting example of how continuing education and training can be linked with work and leisure time.*



*Regional and local continuing education and training programmes also offer greater prospects of overcoming illiteracy.*

involved, since the aim is to breathe new life into a generally poorly developed or, in many cases, decayed structure of local activities at a time when unemployment is high and many firms are being restructured. The task to be performed is both economic and cultural in nature. A policy of economic redevelopment calls for measures in which particular importance is attached to support for existing small and medium-sized undertakings (SMU) and the creation of new ones. Needless to say, SMU require the cooperation of non-company continuing training bodies, or regional continuing training associations need to be formed.

### **The growing role of the two sides of industry**

□ The greater importance attached to continuing training provided by the two sides of industry, organized by the employers and carried out in the production plant or the office has been stressed at many CEDEFOP meetings and conferences. It has been pointed out, however, that while some large companies are very active in this field, the efforts made by small and medium-sized undertakings and in the shape of new forms of employment have so far been inadequate

and, seen as a whole, very unevenly distributed. Clearly, there is general agreement today that the employers should be responsible for the continuing training of their employees. The firm is the place where

■ the much needed preparations for technological advances and new qualification requirements must be made and preventive measures consequently initiated;

■ the alternance training model, the alternation of learning in schools and training centres and periods of practical work, serves its real purpose.

□ On the one hand, then, the aim must be to place greater emphasis on the role played by the employers in this area. On the other hand, it is equally clear that this strategy requires a general framework under the control of the public authorities to ensure that the link between social and economic development is maintained. Within this framework the continuing training institutions of the public and private sectors and those sponsored by employers and trade unions should be coordinated. Most CEDEFOP reports have advocated the principle of complementary financing by the public and private sectors so that all efforts are concentrated on increasing the effectiveness and consistency of the continuing training policy.

□ In vocational training, as in other areas of social life, there is no denying the benefits of a contractually based policy, under which the two sides of industry commit themselves to common objectives as an expression of free collective bargaining or their right to negotiate collective agreements. The trend towards shorter working hours and increased part-time employment offers considerable scope in this respect. The importance of collective agreements which combine reductions in working hours with continuing training measures will no doubt grow rapidly in the future.

One solution might be the adoption of corporate 'social plans' under which redundant workers were not simply offered severance pay but given the opportunity to improve their skills which would greatly improve their chances of finding a new job. One such scheme is the 'Grundig model', which includes an employment plan for workers threatened with unemployment to retrain for occupations with a future, the cost being borne jointly by the employer and the Federal Labour Institute. To pave the way for such cooperative schemes, to stimulate them and to develop them further, a Community-wide system of advising firms and demonstrating successful models — now growing in number in the Community — would undoubtedly prove beneficial.

□ Agreements between leading representatives of employers and employees are helpful and effective, particularly at the level of the individual plant or company. The involvement of the public institutions, which in a social and constitutional democracy already have financial obligations to those directly affected, will benefit all concerned, especially at local and regional level.

Company-wide agreements and collective agreements covering one or more sectors and concluded by the employers' and employees' organizations could lay or strengthen the physical and social foundations for continuing training to be seen as part of paid employment and for enough workers to receive prompt and comprehensive continuing training. Inter-plant training centres and training combines could be established by employers in close cooperation with the unions to ensure that not only job-related continuing and in-services training was provided but that occupational skills recognized in the labour market and transferable from one firm to another were also taught.

## The link between continuing training and the two sides of industry at Community level

□ A number of Member States and/or their regional institutions, the two sides of industry and the Commission of the European Community have in principle recognized many of the problems and solutions found for them. New initiatives are being discussed and encouraged with a view to stimulating increased efforts in continuing training for the many in Europe and exploring its practical implementation. In October 1986, for example, 500 representatives of the public authorities and two sides of industry — especially the employers — from all the Community countries will be attending a 'European Congress on Continuing Education and Training' in Berlin. Commission Vice-Presidents Narjes and Marin will be giving the opening and closing addresses.<sup>4</sup> On the basis of many years of comparative studies and the conclusions drawn at several conferences, CEDEFOP is trying to play its part in ensuring that a fresh start is made on a social dialogue between the employees' and employers' organizations and the appropriate government agen-

cies at all levels — local, regional, national and Community-wide — so that the challenges outlined above can be accepted and suitable solutions developed.

□ As soon as it is able, the Commission intends to submit a 'proposal for the development of continuing training and adult training' to the Community's Council of Ministers for its approval. This outline of a Community policy could set out a number of general principles and suggestions (similarly emphasized above) for measures which would then have to be placed in their appropriate context by the governments and the two sides of industry. A sectoral approach, like that adopted for continuing training schemes in the steel industry, might also be encouraged.

At European level too, the primary objective is the development of a set of instruments for the more rational and effective distribution of the resources available to the Member States and the Community. It should first be realized, of course, that everyone can save himself a great deal of time and expense when implementing continuing training projects and strategies by making appropriate use of studies that have already been made and experience that has already been gained elsewhere.

□ Since it took office at the beginning of 1985, the present Commission — headed by its President, Jacques Delors, who is particularly committed to improvements in this area — has stated publicly in numerous declarations that European unification cannot be achieved solely by governments and their ministerial bureaucracies. Hence the great importance this Commission attaches to a dialogue with all concerned, which German Commissioner Pfeiffer defines as follows: 'By dialogue we mean offering the main participants in the economy and society the chance to play a creative part in the construction of Europe'.<sup>5</sup>

□ For over 18 months the Commission has been encouraging the social dialogue at Community level, inviting the leading representatives of the European employers' and employees' associations to meet regularly at the Val Duchesse conference centre in Brussels. Their talks and deliberations, which have come to be known as the 'Val Duchesse dialogue', are not only proof of the motivation of all concerned<sup>6</sup>: they have also produced interim reports containing practical proposals, and it is surely no accident that these reports deal at particular length with initial and continuing training.



*Regional continuing education and training measures must offer special support to existing small and medium enterprises.*

DPA

□ In view of the complex and, in some cases, new problems raised by continuing training, CEDEFOP would do well to hold regular workshops in future, on particularly urgent measures for the long-term unemployed, for example, and to play a supportive role at the major European conferences which will be taking place in various Member States in 1986 and, no doubt, future years. The studies which CEDEFOP will increasingly be making of both in-company and non-company continuing training in the future can build on the results of past activities and indicate the aspects on which

the continued discussions of the two sides of industry at Community level should focus.

<sup>1</sup> These views are based on the work of CEDEFOP and specifically the summary report on the 1984 conference on 'Continuing Training and the Labour Market', the 19/1985 edition of *Vocational Training*, which was devoted to adult education, and studies undertaken in 1986.

<sup>2</sup> This article does not cover the strategies specifically adopted for the continuing training of the unemployed, and especially the long-term unemployed, since this aspect is discussed in the article by B. Sellin.

<sup>3</sup> cf. several articles on the role of vocational training in the development of the regions in the Community in: *Vocational Training*, 2/1986.

<sup>4</sup> A special CEDEFOP *Flash* in October 1986 will report on the preparation, proceedings and outcome of the '1st European Congress on Continuing Education and Training' in Berlin.

<sup>5</sup> From an article by Alois Pfeiffer in *Pressdienst des EG-Büros der EG in der Bundesrepublik Deutschland* (86/5/26), Bonn, June 1986.

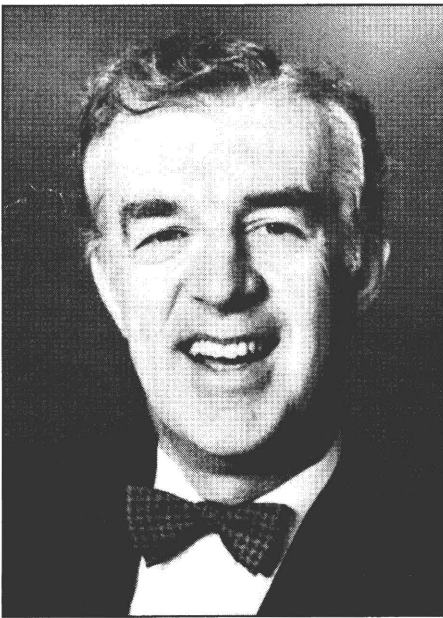
<sup>6</sup> As early as mid-1985 Commissioner Pfeiffer said: 'Everywhere in the Community I see growing willingness among employees and employers to reach specific outline agreements'; *EG-Magazin*, 5/1985 (1 July 1985).





# New directions in continuing training:

The role of the individual



*Keith Drake*

*The potential of many individuals as agents of social and economic change will remain seriously underdeveloped unless major obstacles to individual self-development can be surmounted. These obstacles include dramatic inequalities between households, the vested interests of governments and social partners and serious defects in training markets. Interventions such as targeted and means-tested financial assistance, stronger incentives to training at work and in labour markets, and the derestricting of learning at the workplace and in educational establishments will help to produce far more adaptable and highly skilled workforces.*

In two fascinating volumes SVO (Netherlands) has published papers from a 1986 symposium on education, training and labour market policy. Authors cover an astonishing range of issues with great technical virtuosity and provide detailed cross-sections into the rich experience of Member States of the European Community. Almost invariably the major actors are employers and governments, and huge

KEITH DRAKE is Director of Part-time Education at the University of Manchester. He has worked as a consultant to the Manpower Services Commission in the United Kingdom, to New York State Education Department, the Organization for Economic Cooperation and Development and also the European Centre for the Development of Vocational Training. In 1983 he published *Financing Adult Education and Training*.

abstractions like labour markets, technology, occupations and training systems stalk the pages. As in so many discussions of training policy and practice, there is a notable absentee: the individual person. Of course he is there in desiccated, homogenized form, as employee or planning statistic, as one unit in a numerous class. But as a feeling, thinking, valuing, creative decision-maker he is not there. Yet the attitude of the individual to training is more important even than the attitudes of government or employers; and attitudes are more important than what he knows or does not know. For the man- or woman-in-the-street, employed or unemployed, is like the eminent Dane, N.V.S. Grundtvig: 'first I feel, then I think'.

New technologies replace old, economies and employment swing from manufacturing to services, but from generation to generation Member States continue to reproduce the old inequalities in the distribution of opportunities to acquire work-related skills. This continuing underdevelopment of human potential, which is as inefficient as it is inequitable, may take new forms but the cost of failure is undiminished in terms of avoidably low standards of living and life chances never grasped. Some of the responsibility for this dismal cycle of relative failure lies with governments and social partners, who have failed to perceive how their restrictions on the availability to individuals of resources in aid of learning reduce the possibility of a transformation of societies and economies which is led by educational supply. So often governments

and social partners have preferred demand-led training strategies over the strategy which changes values and attitudes, and enhances individual skills and knowledge in advance of demand as the motor of social and economic change.

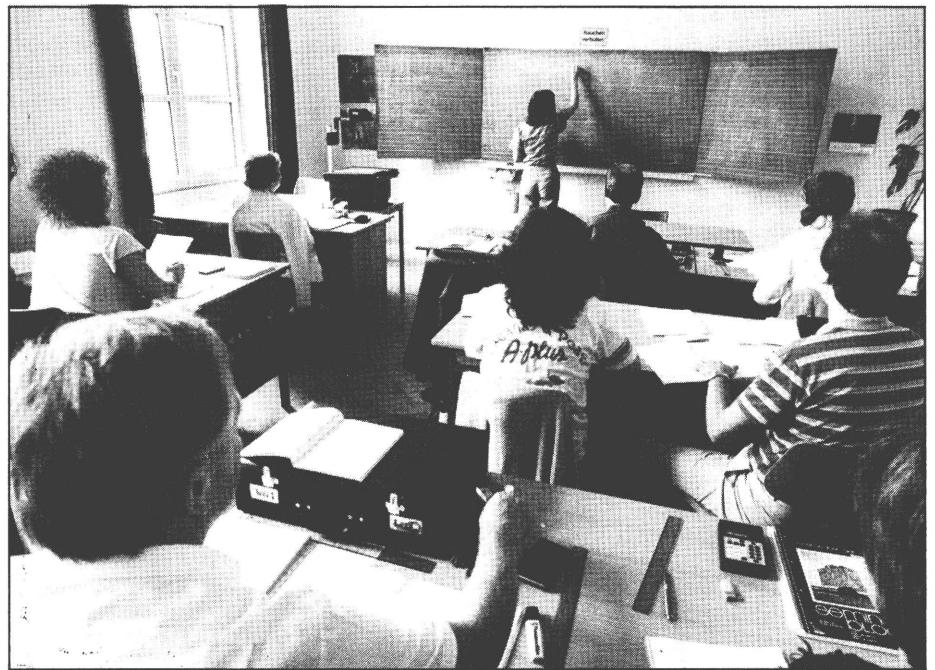
The individual remains potentially one of the most powerful agents of change. The human resource is the master resource, the catalyst of all other resources. The British Government is at least half way to realizing this. In its 1986 White Paper it said that 'people – with their knowledge, learning, skills, intelligence, innovation and competence – are our most important asset and resource.' But the potential is only partly exploited in any Member State. As citizen, employee or trade unionist the individual has played a major but somewhat passive role in the training drama. He has been represented by other role-players, by elected politicians or civil servants, by employers or trade union officials, but rarely considered in his own right except as an occasional rhetorical convenience. As a free-standing decision-maker with actual or potential powers of initiative as to the amount, quality, location and delivery of training the individual is not exactly ignored; but he tends to be treated as a dependent variable in the decisions of governments and social partners.

Governments and employers have not been very successful in human resource development for large fractions of the population in Member States. The reasons for this relative failure constitute an important part of

the case for some switching of policy attention and resources towards enhancing the role of the individual. There are many reasons for this relative failure, but two of the more important ones are (1) the unpredictability of capital/labour and labour/labour substitutions and (2) the unpredictability of social and political change. These unpredictabilities make it very difficult to plan human resource development in a non-wasteful way – if a surplus of skills and knowledge over current demand is defined as waste. Even over the medium term, up to five years, it has often not been possible to forecast occupational requirements with useful accuracy as a basis for education and training provisions.

Governments and employers face a Catch 22. If they plan long-term they look like lumbering dinosaurs who fail to cope with the unpredictable dynamics of the real world. If they avoid the long-run plan, and try to make provision highly reactive to every shift in demand, they risk different but no less acute shortages and surpluses of skills whose production time is lengthy or whose supply is inhibited or overstimulated through the slowness of labour market adjustment processes. The agents who play the largest part in making economies dynamic are individuals, whose work and training decisions show them to be more nimble than employers or governments. It is through the changes in working lives of individuals – their occupational and geographical mobility, their job flexibility and their recurrent learning – that transformations in work organization, in productive structures and in the social relations of production actually take place.

Some actions of government or social partners increase the ability of individuals to develop their potential. Other actions constrain them. For many years policy-making, with respect to vocational training, has concentrated heavily on the actions of central and local governments, of employers and of trade unions. Perhaps the most characteristic approach of governments in Member States has been some variety of manpower planning, in which forecasts about the future, on the basis of unchanged policy, are related to an analysis of training needs which is derived, usually through occupational projections, from economic projections. A manpower requirements plan for a profession, a sector of the whole economy is produced; and this includes the possibility of policy actions to change the conditions upon which the pro-



'Adults retraining [or updating]'.

jections have been made. To change the future from that which is projected to that which is desired some old and new instruments of policy are then deployed by government alone or in partnership with employers and trade unions. More or less earnest efforts along these lines were made in many, but not all Member States throughout the 1960s and 1970s. These efforts have usually left behind a profound dissatisfaction with the volume, quality and distribution of training which can only be remedied quickly through continuing training, and, over a longer period, with the help of initial training.

But too much cannot be expected from initial training because young people are becoming scarce. The Community is growing old. It seems to require 2.1 children per woman to maintain current population. If so, no large Member State except for Spain is even reaching that fertility rate, Spain and Greece only just reach it, and only one, Ireland, exceeds it. Indeed, two countries, the Federal Republic of Germany and Denmark have, at 1.4, the lowest fertility rate in the entire world. West Germany already has the world's oldest population, with a peculiarly small percentage of young people and a strikingly large percentage of middle-aged people and pensioners. If the demographers are proved correct and the European Community is to become something of an old folk's home, then the diminished working population will need to be highly mobile

and adaptable, readily reskilled and updated in order to sustain the increasing proportion of dependents. With one or two exceptions, Member States appear to shrink away from population policies, possibly because they look like an interference with the freedom of individuals, and especially of women. If that is the case the adaptability and health of the economies of Member States will depend all the more on the availability and take up of continuing training opportunities.

Governments and social partners have certainly been trying. But even in a high training country like West Germany, the impressive long-term commitment of *Länder*, employers and trade unions to the dual system has not avoided a situation where the quality of apprenticeship can still be unsatisfactory; where a significant fraction, at least a tenth, of all young people is profoundly marginalized in the labour market; and where major victim groups such as women, *gastarbeiter* and low-skilled middle-aged men do not receive adequate continuing training and eke out a precarious existence on the secondary labour market. How much worse is the situation and how much greater the need for continuing training in some other Member States, with proportionately more long-term unemployed than West Germany, and with international competition and new technologies cutting swathes of redundancy into large occupational groups. Yet the government

of one such country, the United Kingdom, bluntly warned its citizens in a 1986 White Paper: 'our vocational education system is not – and never was – the envy of the world'.

Governments clearly find it hard to regard the individual not as a mere consumer of training services but as an investor in productive capacity. They often appear to find it easier to negotiate with the social partners and to behave as though what is good for the social partners is good for the individual and for the country. The evidence for that strong double proposition is not examined as thoroughly as it should be.

It is not surprising that this is so. The individual is much more difficult to address directly rather than indirectly and by proxy through the social partners. Moreover, the major effort of the 1960s and 1970s to analyse the calculus of individual decision-making has been a notable failure when looked at as a tool for policymakers. This effort is the application to training decisions of the economist's tool-kit of cost-benefit analysis. In essence, the analysis seems simple and promising. Work out the value of training-related benefits and the cost to the individual of acquiring skills, then express the discounted present value of the benefit stream as a ratio to the discounted present value of the cost stream – a choice of summary statistics is available, but the private rate of return on training is probably the most accessible. For many occupations and countries the economists have done this, but the whole exercise has been largely useless to policymakers. The calculus was worked by imputing prices from existing labour and capital markets, although the equation of market price with value scarcely approximates the valuations made by individuals when they assess the net advantages of one occupation over another or the benefits which they would have to forego in order to train. Moreover, the calculus characteristically yields one-off average rates of return when it is repeated monitoring of changes in the marginal rates of return which would be needed to indicate the amount of change in quantities required instead of just the direction of change, for example more technicians and fewer agricultural labourers.

Throughout the Community the manpower requirements approach is deeply distrusted and cost-benefit analysis is simply not operational as a policy tool. Forced to work out training policies in a technical vacuum,



H. Christoph/ULLSTEIN

governments engage in sporadic, *ad hoc* and ill-disguised backing of hunches. These exercises are most credible to the converted. One major British report on the education and training of professional engineers seriously proposed that the national objective should be 'to produce as many engineers as possible'. Alternatively, some governments say 'trust the employers' and (more or less) leave them to decide the level and quantity of continuing training. What they rarely do is to give serious and prolonged attention to ways in which individuals, in their own right and not as employees, can be helped to become more efficient training investment decision-makers. For that to happen two things are necessary: identification of the main obstacles constraining the individual as investor, and interventions to help individuals overcome these obstacles. It is to this identification and these interventions that we now turn.

## **Obstacles to individual investment in training**

### **■ Inequalities between households**

If an individual wishes to undertake training in his own time the resultant time cost

varies between individuals according to the value which they put on training uses versus non-training uses of that time. Whether this time cost can be borne also depends upon the household of which the individual is a part and whether by substitution within the household economy the household can afford this use of time for training. In addition, many forms of training put some financial burden on the individual and his household. An individual's potential as a self-investor in training is constrained by the time and financial budgets of his household. Many households are severely limited in their capacity to bear heavy time or financial costs, and these limitations are the root of the inequalities between households in their capacity to resource and to finance training, and therefore to exploit the skill potential of individual members of the household.

In all Member States there is a wide range in household incomes, and in many there has been a proliferation in the number and reduction in the size of households which tends to reduce still further their capacity to bear financial or time costs. For example, in the United Kingdom approaching one quarter of its 21 million households are now single person households. But even if a household includes two or three wage earners and is financially well-placed to buy training or cope with loss of earnings by one

individual, there is a more fundamental basis of inequalities between households. This is the distribution of values between individuals or between households, which, to the extent that comparison is feasible, is probably greater than the distribution of incomes between households.

If all individuals had the same money income or faced zero money prices for every kind of training, they would nevertheless consume widely different quantities of training services, from nothing upwards. The reason for this is the fact that the non-money price of training (the value attributed to the next most preferred use of time or money) varies dramatically from individual to individual. Some people are very strongly motivated to train given half a chance; others are profoundly hostile to training. If individual preferences strongly favour alternative uses of time (value their benefits highly), then the time costs attached to training (strictly, the renounced benefits) are so high that training will not be chosen even if the household has a very high income or if the training is offered at no financial cost.

It is often argued that the individual self-financing approach and a well-functioning free market system of financing training would improve the supply of readily marketable skills at the expense of meeting the long-term needs of society and of the economy. The evidence for this is not easily assembled, and since the proposition is frequently put by those who supply educational services in a grants rather than a market economy there may be some degree of special pleading. However, the real test is to look at the operation of existing grants-driven training economies – mostly training done by publicly-financed institutions – interpenetrated as they are by very imperfect private markets. These mixed training economies do not provide convincing testimony to the long-term non-market provision for social and economic needs by governments or employers.

West Germany is somewhat exceptional, but even there the legal framework and careful structuring of the labour market provide a strong guiding framework to steer the behaviour of *Länder*, employers and individuals. In other Member States concern about inadequate volumes of training has led governments to put floors under employer training expenditures (Denmark, France and UK Industry Training Boards) and invent large scale publicly-financed training schemes for young people (e.g.

EFG in Denmark or YTS in the United Kingdom). In continuing training some countries have again forced employers and/or employees to finance training (the AUD in Denmark, the 1.1 % levy in France). But governments themselves have a much poorer record of financing continuing training for adults than for financing initial training for young people. In the United Kingdom public spending on the continuing education and training of full-time equivalent adults aged 25 and over is about 5 % of the annual average spent on children between 5 and 15. The case for increasing public financial backing for individual preferences depends on the likelihood of increasing training activity and shifting it towards long-run investment in skills compared with the present degree of reliance on the preferences of the alternative and somewhat reluctant investors in continuing training, employers and governments.

### ■ Vested interests as constraints on individuals

In Member States overwhelming emphasis has been given to government, employer and parafiscal financing of training. Far less attention has been paid to overcoming obstacles to self-financing by individuals. One set of obstacles is the vested interests of powerful groups who tend to dominate the working lives of individuals, notably employers, trade unions and elected politicians.

There are Member States and industries within them where many employers regard training as an overhead cost to be minimized rather than as a profitable investment. For such employers the notion of training as a long-term and joint employer-employee investment is quite alien. If training cannot be avoided, it is short-term and reactive, to cope with market, production or personnel crises forced upon them. A recent report to the Engineering Council in the United Kingdom revealed that 62 % of surveyed firms relied heavily on temporary hiring of skilled staff, possibly as a substitute for giving adequate continuing training to their permanent employees. A long-term approach to continuing training was found to be non-existent in virtually all surveyed firms. Of course there are exceptional employers, industries and countries. Continuing training may be an area of peculiarly poor provision within the complete spectrum of

training. But it is difficult to resist the impression (1) that far too many firms seek any substitute – changing the product or task or job contents, hiring skills from the external labour market or contracting production out – rather than engage in continuing training, and (2) that far too many firms have reservations about employees getting training and especially qualifications on their own initiative. Far too many employers regard training in transferable skills, which would be as valuable to another firm as to themselves, as a possible loss of benefits before costs have been recouped, with the possible added penalty of recruitment costs for a replacement. Only a minority of Member States, like West Germany, have managed to collectivize many of the costs of training through the labour market, or institutionally, like France and Denmark. Only a minority of firms do not hesitate about long-term general training of employees for fear of losing them.

Trade unions in many countries and industries are ambivalent about training. Some are to the fore in negotiating improved training for members. But where the basis of organization is not the industry, but religious or political affiliation or craft, the prospects for the individual may be less satisfactory. Unions are human capital cartels, depending heavily on their power to limit the supply of skills and, therefore, labour market competition between members. The many individuals outside unions may find their chances of mid-life career change and reskilling reduced in proportion to the effectiveness of a trade union. Those inside a union may also find their chances of reskilling severely limited. It is revealing that only desperate competition, reductions in the workforce and the prospect of further redundancies brought one British boiler-making firm and its (largely craft) unions to agree that tasks traditionally carried out as individual skills could now be performed by teams with all the skills needed for a task; and that union boundaries were not to stop employees doing work within their capability.

It might be thought that elected politicians at least would give unqualified support to more and better continuing training for all. But the record shows that the impossibility of paying for everything from tax money leads them to make deals with employers and unions. The price of the deal is not stated when the latest pact is solemnly announced, but it is normally to be found in respect for the power and preferences of the

social partners. Thus, the intermediate organizations which spring from these deals – the *fonds d'assurance formation* or industrial training boards – tend to spend money on training very much the same people as the employers want to train anyhow, although again there are exceptions such as the labour market training programmes financed by the AUD in Denmark. Paid educational leave as in France, certain German *Länder* or the Nordic countries, is either statutory or collectively negotiated between social partners. But in practice it has favoured the strong against the weak, the more against the less educated.

In one sense, this is unfair to the record of employers, unions and elected politicians. It does not weigh in the balance any of the benefits which accrue from the undoubted commitment and collaboration of governments and social partners in training. But here it is only necessary to recognize that aspect of their influence on training which can work against the access to training of some (mostly disadvantaged) individuals. This is done because interventions to assist individuals are successful in so far as the complex environment in which they take decisions is taken into account when intervention instruments are designed.

### ■ Imperfect training markets

In addition, many individuals are constrained by the high costs of acquiring

information and negotiating contracts in training markets. The most educated and trained generally have much lower information costs than others, and most suppliers of training cater quite efficiently for them. Moreover, the delivery system for continuing training is dominated by employers and then by public educational institutions, with a sprinkling of private not-for-profit and for-profit vendors. From the individual's viewpoint, unless he is already well educated and trained, this delivery system tends to serve the interests of suppliers better than the interests of individuals because employer training is naturally self-serving and the long history of public subsidy to suppliers rather than users of training has in most countries produced a supplier-dominated training system.

### Interventions: what is to be done?

#### ■ Offsetting time, information and financial costs of households

Most governments have been trying through their labour market agencies to reduce the cost to more people of finding out what characteristics, skills and qualifications are needed (a) to get and (b) to perform particular jobs. The financial cost of lowering this information cost rises the

more disadvantaged the person, and in most countries the job of lowering this cost is by no means done. Moreover, the resolve to act is unevenly distributed. Sweden spends around five times more per head than the United Kingdom on helping its long-term unemployed to retrain and re-enter the labour market.

To narrow the information cost differentials between individuals and households is one useful step towards increased self-investment in training. But to reduce the larger time costs involved in training as a time-consuming activity requires a sustained marketing effort, to encourage people and change their attitudes, which is as strong towards individuals as are current campaigns towards employers. In order to shift preferences towards training uses of time, it has to persuade individuals of their need to become better trained, of their ability to undertake it successfully, and of the benefits they may expect from training. In so doing the private time cost (relative valuation of alternative uses of time) will be reduced.

Increased but often means-tested financial aid for private human capital formation is an important complement to the reduction of information and other time costs. Obvious forms of financial aid besides outright grants are subsidized loan schemes, training credits or entitlements and tax reliefs comparable to those for private physical capital formation, notably home ownership. The effect in all cases is to enhance the market power of adults, especially of those with low disposable incomes.

#### ■ Incentives at work and in the labour market

Self-investment in training cannot flourish without a propitious climate, which may be found in countries as dissimilar as West Germany and the United States. In West Germany the qualification system from upper secondary school onwards is so carefully geared to training and employment opportunities, and to earnings differentials, that the incentive to the individual to develop his skills is as strong as the incentive in the very different US labour market, where still larger earnings differentials and cultural approval for 'getting on' are not so regularly related to formal training opportunities but nevertheless constitute a powerful incentive to self-investment in skills



'The bogey which haunts us is work organized so that many are excluded and many who are included are in jobs almost emptied of skill.'

acquisition. The erosion of skill differentials does reduce expected financial benefit from self-investment undertaken alone or jointly with an employer. To reduce private costs is one tactic; to enhance private benefits is an alternative or a complement.

But it is possible to go further and seek to influence not merely rewards from skilled work but conditions at work itself, with the satisfactions which come from interesting work. Palle Banke argued cogently at the SVO seminar for a change from a reactive to a proactive training system. The traditional reactive role of training has been to fit people to jobs within an organization of work which owes a good deal to Frederick Taylor. Banke's case was that new technologies need not reinforce this tendency: on the contrary, they probably increase our freedom to redesign jobs and humanize work organization. This involves a more proactive and ambitious form of training, where the individual rides the machine. In the choice between technology and work organization it is technology which becomes the dependent variable.

The future can be a heavily skilled labour force, not one which is polarized and de-skilled. Training can be an adaptive activity, responding to policies framed in the light of technological, market and social changes. But it is open to individuals to subvert training into a means of controlling the course of economic and social change, to shape the organization of work to suit human beings as well as to enhance productivity. The two objectives need not be mutually exclusive. Training can generate change as well as react to it. 'The bogey which haunts us is work organized so that many are excluded and many who are included are in jobs almost emptied of skill.' The alternative strategy already implemented by some employers is to enrich job contents and use multi-skilling as a mode of organization as well as a qualification process. For this strategy to spread the less enlightened employers have to be convinced of two facts:

■ First, in all countries high training firms can be found amongst the most competitive and profitable.

■ Second, a country can undergo major economic restructuring, enjoy economic growth and improving international competitiveness while at the same time avoiding de-skilling and having more jobs.

Anthony Carnevale of the American Society for Training and Development has shown that the United States has actually



*'The introduction of new information technologies can enhance competition between training vendors and so increase their attention to needs defined by learners.'*

outperformed many of her competitors in adapting to new technologies, there being a decline in products made by unskilled labour and an improving competitive advantage in high technology products. On balance, the United States is gaining more-skilled jobs and losing less-skilled ones. Indeed, Carnevale argues that the share of US workers in labour intensive, low wage work has declined faster than in competitor nations including Japan, while European and Japanese job creation was static or negative and America put on 20 million net new civilian non-agricultural jobs since 1970. This all happened with little change in average wages or in the distribution of wages by industry or by occupational grouping.

The Member States are different from the United States in their structures and cultures. But the important fact is that the trick can be worked, and the strategy of avoiding labour market polarization and de-skilling, humanizing work and increasing the autonomy of the individual is feasible.

### ■ De-restricting learning

In the Community there is still much progress to be made in de-restricting learning, both at the workplace and in educational establishments. At work this implies a great freeing up of access to and the use of skills, through multi-skilling, interchangeability within and between teams and between

traditionally-defined occupations and professions. It implies development of open and distance learning systems, but also the exploitation of the competition-enhancing effects of introducing the new information technologies. Increased competition between public and private vendors in a training market with more fragmented purchasing power forces vendors to provide the training purchasers want, in the user-friendly modes they prefer: credit-accumulating, modularized, scheduled and located to reduce the private time costs of customers. Challenge examinations and the recognition and certification of experiential learning can overcome the artificial barriers to access which have protected the privileged *entrée* of the most educated, though not the most learned, to educational institutions.

Living with new technologies, escalating international competition and increased mobility between jobs, occupations and employers is uncomfortable. Both governments and employers find it difficult even to identify the appropriate training for this changing world, never mind ensure its provision. In these circumstances it is sound strategy to arm the individual with greater power to choose and to purchase training, improve the benefits from training, ease access to training and remove rigidities in the training market, for it is the individual who is the medium of all this flux. Successful economies are built from the individual up.



# Problems posed by the institutionalization of continuing training which has a favourable impact on employment

*Edgar Sauter and Christoph Ehmann*



## Basic concepts

With semi- and unskilled workers accounting for a large proportion of the unemployed in all the Community countries and statistical evidence showing that the poorly

DR EDGAR SAUTER  
Head of the distance learning department of the Federal Institute for Vocational Training

DR CHRISTOPH EHMANN  
Head of the vocational and continuing education and training office of the School and Vocational Education Authority in Hamburg

qualified stay unemployed longer than the well qualified, continuing training faces new demands and expectations.

In the Federal Republic of Germany this is particularly clear from the current 'training offensive', in which the Federal government invited all participants in the labour market (especially the central industrial associations, the trade unions and the Federal *Länder*) to join in late 1985.

The training offensive seeks to use publicly financed continuing training

■ to modernize the training of workers and, combined with this,

■ to trigger effects which ease the pressure on the labour market and have a favourable impact on employment.

The training offensive is based on the employers' idea that a 'gap' exists between the training of the unemployed and the requirements of firms and that, at a time of economic recovery, this becomes a growing obstacle to economic growth and thus to the reduction of unemployment. The training gap is to be closed by 'an increase in vocational training of a practical nature assisted by the employment authorities and provided completely or partly by firms' because, the employers claim, this type of continuing training has proved particularly effective in the past.<sup>1</sup>

The danger with this approach is that it attributes the unemployment problem to the poor training of the unemployed and, equally simplistically, seeks the solution in a

single, short-term *tour de force*, as the word 'offensive' suggests.

We should therefore begin by recalling the debate of recent years on the causes of unemployment and the role that continuing training can play in reducing or preventing it.<sup>2</sup> Although the various facets of the supply-side theory, the demand-side theory and other attempts to explain unemployment cannot be discussed in depth in this article, it can be said that the current state of research indicates there is no *one* answer to the question: what causes unemployment?

This means that, as the causes are varied, unemployment can only be combated with a correspondingly wide range of measures. Continuing training is one instrument in this range of possible social, economic and labour market policy measures, and one that should be used primarily to overcome deficiencies in training, meaning unemployment due to structural causes.

Continuing training does not, however, have a favourable impact on employment, or not directly, if unemployment is due not to a lack of qualifications but, say, to generally low rates of growth. Although continuing training for the unemployed may help to reduce unemployment in individual cases by improving the competitive position of the individual unemployed person and leading to his reintegration in place of somebody less well qualified, it does not increase employment as a whole.

This objective is achieved — and probably with far greater certainty — only when more

of the employed undergo continuing training, two effects in particular then being conceivable:

■ Full- or part-time continuing training for the employed releases jobs for a time, which can be filled by the unemployed ('suction effect').

■ Raising the level of training of the employed as a whole is likely to create completely new areas of employment and job opportunities.

### Current state of continuing training

In the Community the weapon most commonly used in the fight against unemployment at present is continuing training for the unemployed. In the Federal Republic of Germany the number of new entrants to continuing training schemes assisted by the Federal Institute of Labour rose by 25 % from January to July 1986 compared with

the same period the year before. Two thirds of the new participants had previously been unemployed. This in itself has the effect of easing the pressure on the labour market while the training lasts.

The training offensive can only be described as successful, however, if this temporary — statistical — easing of the pressure on the labour market has a positive impact on employment, i.e. if the participants are able to resume a gainful activity after undergoing continuing training. The rates of reintegration reveal that continuing training helps to reduce unemployment in individual cases: some three quarters of the unemployed people who successfully completed a course of continuing training by the end of 1985 had found jobs by June 1986.

This statement needs to be qualified, however, since it is not yet known whether

■ reintegration was permanent and the jobs found were in fields covered by the continuing training,

■ the continuing training was in fact

necessary for the resumption of a gainful activity or

■ it had displacement and rotation effects and, if so, on what scale.

In view of this uncertainty, measures with a positive impact on employment other than continuing training are essential, especially as the 'training for future needs' which the Federal Institute of Labour in particular has been promoting for several years is justifiable only if skills of limited 'durability' can be used in the foreseeable future.

On the whole, there are no grounds for assuming that there is a shortage of suitably qualified applicants for vacancies and that this is hampering the expansion of employment and the reduction of unemployment. In 1985 the Institute for Labour Market and Occupational Research (IAB) of the Federal Institute of Labour summed up the situation as follows:

'Most companies in manufacturing industry reported that production was not impeded by a shortage of labour and evi-



Carp/STERN



dently expect the same to apply in the near future. Manpower shortages are confined to a few firms, regions and/or branches of the economy. The expansion of employment is proceeding more smoothly today than in 1979 and 1980.<sup>3</sup>

In the present circumstances — high unemployment, a general shortage of jobs, a quarter of those who have undergone continuing training still unemployed more than six months later — the positive impact on employment which an increase in the continuing training of the employed will have is essential.

This will entail the expansion not only of publicly financed, primarily non-company continuing training but also of individual and in-company continuing training activities. If greater emphasis was placed on continuing training in the employment system and in companies, it might regain the preventive functions it has gradually lost as unemployment has persisted.

An expansion of publicly financed continuing training to include more than just the unemployed will also permit the gradual adjustment of the division of labour that has emerged in recent years between in-company and largely publicly assisted non-company continuing training, i.e. between a publicly financed instrument for the reintegration of the unemployed into the employment system on the one hand and a more privately financed system for the social advancement of the employed on the other.

This division of tasks favours firms which, when making changes, ensure that their workforce has the required qualification structure not by providing continuing training but by turning to the general labour market. This process of personnel rotation, or 'hire and fire', is particularly disadvantageous to workers who are seldom considered for in-company continuing training and whose jobs are also at serious risk: the skilled, unskilled and semi-skilled.

Compared to continuing training that is primarily geared to preventing unemployment, the approach based on a division of labour, with the emphasis on the reintegration of the unemployed in the publicly financed sector, has major drawbacks for everyone, but especially for the unemployed directly concerned.

#### ■ Pedagogical and didactic problems:

The setting for the continuing training of the unemployed is extremely unfavourable.

The consequences of unemployment add to the sheer effort of learning by making the learning processes of those concerned more difficult. Furthermore, that important place of learning, the firm, is rarely considered for the unemployed: only a sixth of the training measures assisted by the Federal Institute of Labour took place in firms in 1985. Nor will this situation change radically in the future, especially where the long-term unemployed are concerned, because where firms do take account of the unemployed, they are mainly interested in the short- and medium-term unemployed.<sup>4</sup>

#### ■ Planning and organization of measures

The continuing training system is expected to react quickly and flexibly to changes in practical requirements and also to anticipate the skills firms will need, a task it can scarcely perform in view of the short-term nature of employers' personnel plans. It entails a serious risk of incorrect planning and control, especially for the Federal Institute of Labour, which is increasingly having to meet the needs of the labour market with 'contract measures'.

#### ■ Financial assistance

In its judgment on the Training Place Promotion Act of 10 December 1980, the Federal Constitutional Court decided that the training of workers in the Federal Republic of Germany is primarily the employers' task since they derive most benefit from the improvement in workers' skills and productivity. The transfer of responsibility for the continuing training of the unemployed and workers in serious danger of losing their jobs to the publicly financed sector and above all the Federal Institute of Labour, which is largely financed by the labour force, means that public financing is losing its subsidiary, supportive role. This is also evident from the level of expenditure on continuing training: in 1985 the Federal Institute of Labour spent DM 3 700 m, and this will probably rise to DM 4 500m in 1986. The public sector is thus increasingly paying for tasks that should be performed by the employers.

It must be assumed that the problems associated with the reintegration of the unemployed would not arise, or could be solved more economically and more humanely for those concerned, if continuing training was geared to preventing unemployment. In the progressive implementa-

tion of this approach the main aim should be a 'dualized' continuing training system. This would mean the joint and coordinated expansion of in-company and non-company continuing training, which would gradually enable the vast majority of firms that are not as a rule able to provide a full range of training to take preventive action by including in continuing training activities categories of workers at serious risk of becoming unemployed.

### Continuing training measures with a positive impact on employment

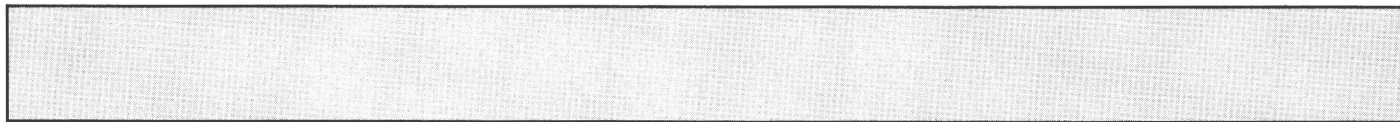
□ Discrepancies between the qualification structure of the labour force, particularly the unemployed, and employers' requirements have given rise to a number of practical measures, which have, however, yet to be institutionalized to ensure their continuation in the longer term. The following measures seem likely to conform to the objectives:

■ As a measure that prevents unemployment rather than 'picking up the pieces', training should be provided for workers who are in danger of losing their jobs, either because they are working in structurally weak sectors or because they do not have enough basic qualifications, e.g. they are only semi- or unskilled. If these workers, who form part of the peripheral rather than the core workforce, are to stay employed, in-company continuing training will have to be subsidized.

■ For people who are already unemployed and are to be reintegrated into the employment system the aim must be training as closely attuned to actual jobs as possible. This is most likely to be the case where continuing training can take place in a firm or in association with a firm.

Two forms of financing are possible: first, financing entirely by the firm in view of the employers' general obligation to provide for the training of workers; second, subsidization by the government, with the firm being refunded the cost of continuing training either through the payment of 'job familiarization allowances' or in the form of a contract measure.

Since the most recent amendment of the Labour Promotion Act, job familiarization and retraining have found particular favour with employers in the Federal Republic of Germany.



This form of continuing training, which, though provided by firms, is publicly financed, is most likely to trigger personnel rotation processes: new employees are observed during training and given the jobs of employees for whose training the firm would itself have had to pay.

□ Continuing training for the employed which eliminates shortcomings in previous training, e.g. at middle-level positions in the hierarchy, and also as the effect of reducing working hours is a very direct means of increasing employment. Proposals in this area must, however, take account of the actual or assumed interests of these concerned.

■ Full-time courses for the employed, particularly where they last more than six months, do a great deal to ease the pressure on the labour market. If a given percentage of employees was attending such courses at any one time, the same percentage of workers would, in purely mathematical terms, have to be recruited to achieve the same level of output. Unemployment would be correspondingly reduced.

As with a shorter working week, part of the conceivable reduction would in fact be

offset by an improvement in the organization of work and an increase in the intensity of the work done by the remaining employees. The Institute for Labour Market and Occupational Research assumes that new workers would be recruited for only about two thirds of the jobs concerned.

At times of high unemployment participation in measures of this nature would entail the risk for the worker of unemployment, financial burdens and disadvantages as regards pension insurance.

The intended effect on employment would therefore occur only if financial and organizational aids were also provided.

■ A quantitatively lesser effect is achieved by promoting the combination of part-time work and part-time continuing training. In the Federal Republic this option is available for people up to the age of 25 who have completed their initial vocational training and for people with family commitments, especially women. Wages are paid by the employer, the subsistence allowance for participating in continuing training by the employment office.

If this combination of work and learning is to have any quantitative significance, however, it must be open to as many workers as possible — not just to the 'problem groups'.

This combination of work and learning must be rated highly as a practical and efficient form of continuing training, especially as productivity is likely to increase even while training is still in progress. It is a very important means of solving the main problem, the situation in the labour market. Unlike the various forms of recurrent education, the alternation of periods of work and learning, it is also a more appropriate form of 'life-long learning' in the present situation.

■ Spare-time continuing training has the least direct impact in the labour market. Being a preventive measure, however, it helps to improve the structure of qualifications and backs up longer-term effects on employment achieved through innovation. Part-time continuing training also makes the workers concerned less willing to do overtime and so has a positive impact on employment.

Combinations of spare-time and part- or full-time measures are also conceivable,

Manfred Linke/LAIF



*Efforts must be made to qualify those employees who have poor basic skills or work in structurally weak sectors.*

especially in the context of distance learning.

■ The financing of continuing training for the employed is one of the basic requirements if it is to have the intended favourable impact on employment. The trend to date has resulted in firms primarily financing the continuing training of executives, while public funds have been mostly used to assist the continuing training of the unemployed and workers in serious danger of losing their jobs. No assistance is therefore currently available for the vast majority of the employed.

Continuing training benefits not only employers and society as a whole but also the individual. All the beneficiaries should therefore help to finance continuing training, with the individual contributing according to his means and to the extent that he can regard the investment in continuing training as worthwhile. A graduated system of assistance that shares the burden fairly should therefore be introduced.

Due account should also be taken in this connection of the situation in small and medium-sized undertakings.

■ In general, however, the conditions governing public assistance for full-time continuing training of a fairly long duration need to be made more attractive. After all, part-time and spare-time courses are macroeconomically cheaper than full-time measures only if it is assumed that full-time measures do not have the effect of easing the pressure on the labour market.

Upper limits should therefore be imposed on the contribution made by the individual in order to minimize the debt that is incurred, for example, where participants in full-time continuing training receive subsistence allowances — like students — in the form of a loan. Part of the debt should also be cancelled if they successfully complete their course of continuing training. In addition, just as scholarships are awarded to the highly gifted at university level, grants should be made to participants in courses for master craftsmen, technicians, etc.

■ The partial subsistence allowances that can now be obtained by certain categories of participants in part-time continuing training in the Federal Republic of Germany should be extended to other categories, especially semi- and unskilled workers, who are usually at the lower end of the wage

scale, and skilled workers who are unable to sacrifice a substantial proportion of their monthly income.

■ Giving up a gainful activity to participate in continuing training normally precludes the payment of pension insurance contributions for the duration. A form of public assistance requiring less expenditure than subsistence allowances might be the payment of social insurance contributions up to a level commensurate with the — possible — income from a full-time gainful activity.

■ Assistance in the form of tax incentives would comply with the idea that continuing training should be regarded as an investment. Both the employee and the employer could be offered such incentives.

The following are considered to be effective forms of tax incentives:

● Continuing training investment allowance: A one-time investment allowance equivalent to a given proportion of the cost to the individual of participating in continuing training would act as a direct incentive to undergo such training. The allowance should be high enough to cover, in particular, a substantial proportion of the course fees regardless of the amount involved, so that private-sector continuing training institutions might also compete.

● Tax relief for the cost of continuing training: It should be possible for a given proportion (up to about DM 3 000 p.a.) of the cost of continuing training to be deducted from tax liability rather than taxable income.

This would in fact mean the incorporation in tax law of a training voucher scheme, which would have the advantage over voucher schemes considered in the past of enabling the worker to save tax even while undergoing training, rather than having to wait until he reaped the benefits in working life.

Provisions for continuing training measures: The option of making provisions for continuing training measures, which should be offered primarily to small and medium-sized undertakings, would make it easier for such firms to maintain and raise the level of their employees' qualifications.

Such provisions might have a favourable impact on employment if they could also be

used to finance the temporary employment of workers taken on for the duration of the — full-time — continuing training of permanent employees.

□ The regional differences in the labour market situation have attracted special attention for some considerable time. By selectively eliminating regional shortages of certain skills, continuing training is more likely to have a favourable impact on employment than standard, nationwide schemes.

■ Informing and advising potential participants, employers and organizers of continuing training is essential if a range of continuing training appropriate to regional target groups is to be provided. As small and medium-sized undertakings in particular and workers themselves are unable to obtain the necessary general idea of what is available or of the quality and effectiveness of measures, facilities capable of providing information and advice on continuing training are needed.

■ On the basis of sound information on the capacity of organizers, the needs of firms and the prior training of workers, regional continuing training associations of firms and non-company organizers can be institutionalized. They will save employers extensive investment and forge close links between organizers and the eventual employers of trained workers. They will bring together the parties interested in continuing training activities and should encourage the development of a dual continuing training system.

■ An essential role in ensuring that continuing training opportunities are available at regional level should be played by the bodies representing the workers. Under the Labour-Management Relations Act, works councils in the Federal Republic have a considerable influence on in-company continuing training. They have a say in the choice of the syllabus, participants and trainers.

## Prospects

The above-mentioned possibilities and continuing training measures with a positive impact on employment will develop their full potential only if used in combination.



Peter Hubschmid/STERN

The main factor to be borne in mind, however, is that continuing training will not have any appreciable effect on the labour market if, as has hitherto been the case in some Community countries, it focuses primarily or exclusively on the unemployed or workers at serious risk of losing their jobs.

If this tendency continues, today's skilled workers will be tomorrow's unemployed because they will be prevented from adapting their skills to developments: continuing

training as a means of increasing employment can develop its full potential only if it is used not to cure, as has largely been the case in the past, but predominantly to prevent unemployment.

Notes:

- <sup>1</sup> Bundesvereinigung der deutschen Arbeitgeberverbände (ed.), *Qualifizierungs- und Beschäftigungsoffensive. Die Hilfen der Arbeitsämter für Betriebe*, Cologne 1986, p. B 1.
- <sup>2</sup> Brödel, R. and Schmitz, E. in collaboration with Fauss, E., *Weiterbildung als Vorbeugung gegen*

*Arbeitslosigkeit*, CEDEFOP, European Centre for the Development of Vocational Training, Luxembourg 1984.

<sup>3</sup> *Materialien zur Arbeitsmarkt- und Berufsforschung* 6/1985, p. 5.

<sup>4</sup> Deutscher Industrie- und Handelstag (ed.), *Berufs- und Weiterbildung 1985/86*, Bonn 1986, p. 56.

NB A detailed description of the situation in the Federal Republic of Germany can be found in: Christoph Ehmann/Edgar Sauter, *Beschäftigungswirksame Weiterbildung. Entlastung des Arbeitsmarktes durch eine öffentlich geförderte Qualifizierungsoffensive*, special paper published by the Federal Institute for Vocational Training, Berlin 1986.



# Continuing education and training and a forward-looking labour market policy in the EC

*Burkart Sellin*

## Some basic considerations

In the last few years the Commission of the European Communities has made several attempts to stimulate and/or support the development of initiatives in the field of the continuing education and training of both employed and unemployed workers. CEDEFOP itself has since 1979 conducted a series of research projects and seminars intended to emphasize the importance of continuing education and training and the necessity of expanding it as an instrument not only of educational and social policy but also of an active and forward-looking labour market policy. However, the necessity of developing new approaches in continuing education and training has only become a priority issue in the discussion at EC level since the Member States and the EC as a whole began paying more attention to the conditions of application and consequences of the introduction of new technologies and since it has been realized that the causes of the employment crisis are of a more structural than cyclical nature. The main idea is to include continuing training in a wider plan of action intended to strengthen the EEC economically and restore it to a strong position against its main competitors, namely the United States of America and Japan. The important role

One of BURKART SELLIN'S tasks as project coordinator at CEDEFOP is to be responsible for issues arising in continuing education and training and adult education in connection with the employment crisis (cf. also his articles in *Vocational Training*, Editions Nos 19/1985, p. 33 ff. and 18/1985, p. 22 ff.).

assigned to continuous training in the discussion is evidenced by numerous papers and programmes issued by the EC institutions. However, it is somewhat doubtful whether this new interest in continuing education and training will lead to concrete results in the form of systematic and carefully elaborated, coherent plans.

Probably no other field of educational policy has been discussed and written about so much since the sixties as continuing education and training. Suppose we were to take the research results and political formulations actually put into practice and

hold them up against this mountain of studies, investigations and general declarations of intention produced by both the individual Member States and the international organizations, most particularly the Council of Europe and the OECD, but also the EEC and the ILO and Unesco. We would most likely be not a little dismayed: in no other sector of education is the gap between expectations and reality so wide as in the field of continuing education and training, and it is widest in the application of labour-market-oriented branches of continuing training. Mere symptomatic relief measures and short-term manoeuvring,



*The situation of the labour force is often worsened by symptomatic relief measures, short-term stratagems and profiteering.*

strategems and profiteering are intertwined with high-flown plans and grand ideas for improvements which merely lead to the development of a multiplicity of rival activities. More often than not these are not only ill-suited to the task of improving the situations of the workers and older citizens, but in fact even tend to have a detrimental effect, for instance, by leading to stigmatization or by imposing strict conditions on institutions providing continuing education and training.

The development and realization of a coherent and structured system of continuing education and training as a fourth branch of the educational system has long been overdue. It is necessary in order that

- the on-going structural economic and social transformations may be humanized and workers may be enabled to take an active part and further their own interests,

- those sections of society previously forced out of economic life and the labour market may be re-integrated and stabilized socially, new fields of work may be opened up for them and they may once again become generally recognized by society,

- support of this economic and social development may be oriented more towards the real needs of society at all levels of intervention (local, regional, national and international) than towards abstract standards such as competitiveness and technological mystification.

Promotion of continuing general education and vocational training could under certain circumstances help to increase the rate and, above all, the quality of economic growth and to improve the EC's capacity for innovation and its competitive strength. However, it will probably only be accepted by the public if it helps to improve not only their short-term but also their long-term employment prospects, to ensure that gainful employment is more fairly distributed and to enable them to further their own interests and fulfil their own needs. The social gains must be placed on a level with the economic gains.

In so far as they were oriented towards the labour market, state-aided continuing education and training were still serving to promote and universalize the socio-politically recognized objective of full employment in the early 1970s. The employment problems, which had mainly been reduced to frictional unemployment, were solved by *ad hoc* programmes, some of which were of



*This situation changed drastically following the oil crisis . . .*

a preventive nature, designed to achieve a balance between the demand for and supply of qualifications. At that time the function of continuing education and training was to ensure full employment and at the same time eliminate acute deficits at all levels of vocational qualification.

This changed dramatically after the oil crisis and once the systems of initial vocational training developed and expanded in the 1960s were increasingly able to provide the necessary qualifications, and the best qualified workers could be selected from a large army of unemployed.

Although the educational expansionists and reformers included continuing education and training in their planning from an early stage they had no opportunity to put the plans into practice. The growth in educational budgets came to a halt towards the end of the 1970s and some States even reduced their spending on education in order to release funds for new areas of deficit, in particular young school-leavers and the unemployed.

The instruments of the active labour policy developed in the 1960s, whose corner stone may be considered to be State-run and State-aided adult education oriented towards vocational training and the labour market, were faced with a new challenge as the deficit in gainful employment steadily grew.

Attention was increasingly focused not only on the production and provision of qualifications in demand but also on the social stabilization and re-integration of so-called problem groups or victims of the labour market: unemployed youth, women, foreign workers, people with health problems, etc. Policy was oriented towards the various worst affected groups, but this was not accompanied by any fundamental review, expansion or development of the battery of instruments employed. The 'integrative' labour market policy elaborated during the 1970s was thus only partly successful in achieving the permanent re-integration of these groups, partly because it was based on false premises, which apparently still hold sway today: as if the differences were mainly due to cyclical fluctuations or at best demographic factors, and therefore only short-term measures and solutions were necessary.

Not until the start of the 1980s were new approaches introduced into the public discussion. Notable examples are the 'New Training Initiative', which was instituted in the United Kingdom in 1981, and the 'Qualifizierungsoffensive' (Training Offensive), which was started in the Federal Republic of Germany in 1985. These and other designs discussed in France and the Netherlands, for example, have the advantage that they give priority to structural labour market problems and can basically be endorsed,

however, their proposals for action and programmes, as critically remarked above, place too much emphasis on promoting technology and increasing economic strength. Today the socio-integrative approach of the 1970s is in danger of lapsing completely and giving way to efforts biased towards the promotion of the economy and technology.

Numerous international comparison studies on educational and labour market policy have now revealed that the most effective schemes, measures and systems are those which are successful in linking the socio-integrative with the economic and technological objectives and contents. Thus the most urgent question to be answered is: how can strong and expedient links be achieved to the satisfaction of all concerned between such new schemes and those already established and still ongoing, which are oriented towards the integration or re-integration of certain sectors of the workforce that have been forced out of the market?

### **The transition to an integrated labour market policy**

The concept of 'integration' in this context is intended to emphasize the necessity of

attempting to combine the 'active labour market policy' prevailing in the 1960s with the 'socio-integrative approach' developed in the 1970s, in order to improve the linkage between social and economic objectives.

On the one hand state-aided or subsidized continuing education and training should not be permitted to become increasingly subject to the interests of individual companies as the whole system shifts more on to a company level owing to compromises made with respect to a firm-specific bias of course content.

However, on the other hand it is not possible in the long term to retain a kind of sanctuary for the so-called problem groups of the labour market by permanently 'catering' for them in what are more like socio-therapeutic programmes, schemes and employment initiatives so that they do not, as they are so often accused of doing, 'disrupt' the process of the production of goods and services on the first labour market.

If it is not possible to re-integrate this portion of the labour force into the social production and reproduction process as a whole the first labour market will sooner or later collapse, whether this is intentional or not. If this happens, social polarization will

ensue, and, far from stopping at the level of crisis phenomena, the problems will inevitably develop into far more serious conflicts than are at present manifest.

Therefore the development of second and third labour markets offering different levels of social and material security for the workers employed on them must be avoided at all costs. However, this can only be achieved with the aid of an 'integrated labour market policy' which both helps to open up new job opportunities for some workers and creates the necessary conditions for the stabilization and advancement required by others. Possible solutions could be along the lines of a re-distribution of the available work accompanied by a reduction in working hours or a re-organization of the individual working life accompanied by an expansion of the available educational and continuing educational opportunities, which should both contribute towards sensible utilization of leisure-time and develop vocational qualifications and new types of employment.

For employees particularly, economic, social and educational policies are closely related. New kinds of integrated programmes and courses based on forward-looking strategies for coping with the



*The socio-integrative approach of the seventies is in danger of giving way completely to efforts biased towards the promotion of the economy and technology.*

structural transformations in the economy, social spheres and the organization of work must be developed at local and regional level, with a view to opening up new types of spheres for vocational development. Studies on fields of activity and job structures with good future prospects should be conducted concomitantly at this level also, taking into account existing and future labour potentials (cf. also the results of the meeting of the Standing Committee on Employment of the EC in May 1986, CEDEFOP *Flash*, No 3/1986).

An important task of an integrated labour market policy is to make provision for mutual complementation, coordination and finally, integration of State-aided and privately-run continuing education and training.

Integration can only be achieved if statutory provisions on continuing education and training committed to these objectives are created. These should include collective and firm-specific agreements.

Continuing education and training are still left too much to the initiative of the individual worker, firm or unemployed worker. They should be considered to be part and parcel of working life and play a prominent role in social life. All institutions must face up to this challenge; new institutions will probably be needed if adequate solutions are to be found.

### **New skill profiles resulting from new technologies?**

A sharp increase in the need for continuing education and training due to the changes in work organization associated with the introduction of new technologies has not been matched by a corresponding expansion in continuing training, on the contrary, the existing capacities are becoming more and more inadequate. While looking for qualified personnel for continuing education and training is like searching for the proverbial 'needle in the haystack' no job is more uncertain than that of a trainer in this field:

fixed-term contracts, fee contracts, lecture-ship contracts for a single fixed term, *ad hoc* courses etc. are the rule. Neither companies nor independent sponsors or public institutions providing continuing education and training are in a position to plan several years in advance. Schemes spring up as

rapidly as they later disappear, and yet the demands are loud on all sides, particularly from the employers, for flexible workers who have undergone comprehensive training and are at all times willing to adapt to the changing requirements.

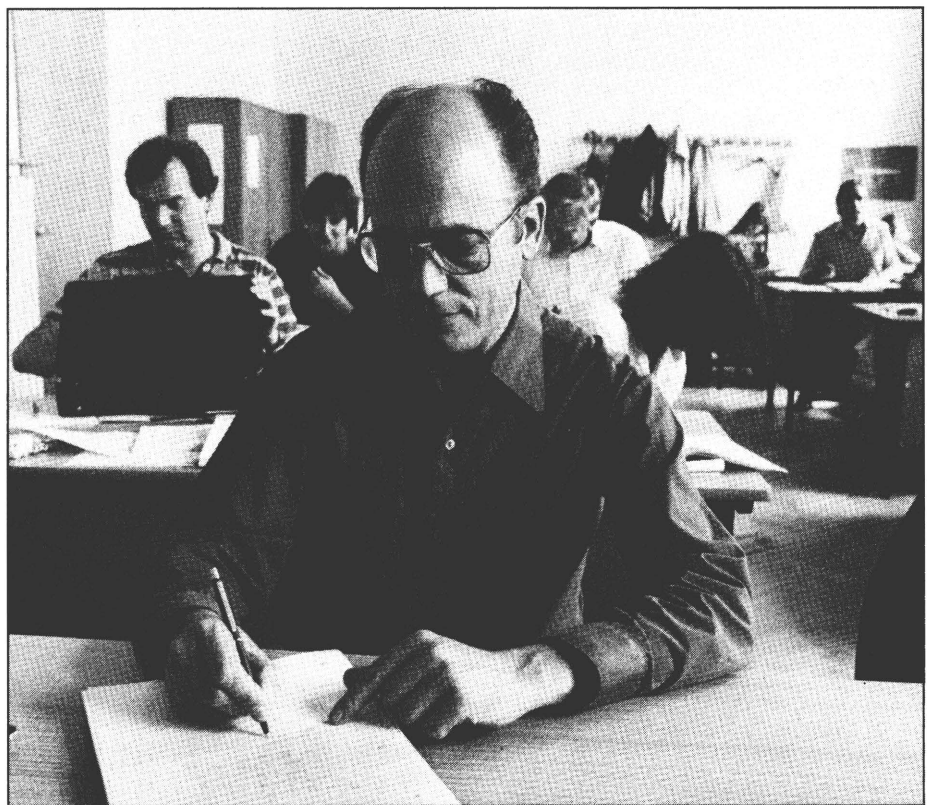
Flexible systems of production which can be rapidly adjusted to accommodate market fluctuations apparently also require more flexible workers. There is a demand for new job profiles, for example, a combination of mechanical engineering skills with those of an electronics engineer, so that both the electronic and mechanical parts of plant can be overhauled and if necessary repaired. At

A general trend towards higher qualification can be discerned, associated with a corresponding need for continual further training.

If this pattern does in fact persist, which is as yet not at all certain, a number of questions will have to be answered:

How can the strict selection process which often accompanies such 'higher qualification' be avoided?

How will this affect the labour market? Will future workers entering the labour market for the first time have even greater difficulty in gaining access and will those who are



*Continuing education and training should be considered part and parcel of working life and play a prominent role in social life.*

the same time other skills are also required in addition to manual skills, namely in social communication and organization. It would appear that not only Taylorism, i.e. the division of labour, is coming to an end, but also the division of workers into 'those with a more practical bent' and 'those with a more theoretical bent'. This differentiation was hotly debated at the time of the educational reform and into the early 1970s, the reformers tending to deny it and those in favour of retaining it tending to see it as a justification for maintaining separative systems.

already established have greater difficulty in staying there?

What will future wage and salary structures look like if more or less only 'senior staff' are left, who are so loyal to the corporate goals that they no longer need any immediate bosses? Will assistant foremen and foremen with management positions closely associated with production be just as superfluous as un- and semi-skilled workers? Shall we be left with only the new skilled workers or technicians and with the engineers and business administration and exec-



utive personnel in the staff and service departments?

However desirable the expansion and diversification of firm-oriented continuing training, these dangers should not be ignored. The intention is to show that decisions regarding the objectives, contents and organization of continuing education and training should not be left to the companies alone. Both State institutions and private sponsors will have to ensure that this expansion does not continue to be concentrated on those who are already relatively highly qualified, rather than on those who have never been able to benefit from a general (as opposed to firm-specific) course of training which is universally recognized on the labour market, who are either already unemployed today or will be made completely redundant in the near future.

The quantity and quality of State-run and State-aided continuing education and training courses by no means match the requirements. As a result of the lag behind developments, schemes and courses tend to be short-lived, and forward-looking planning is needed at all levels of political intervention. Course contents must be more closely geared towards the requirements of the students, also towards their experience and interests, at the same time taking into account the general nature of qualifications acquired by this means, which must be brought on to a level with or more strongly oriented towards those of the initial vocational training systems.

Only under these conditions will it be possible to motivate workers to take a permanent interest in continuing education and training and to offer them a genuine alternative to regular employment or unemployment.

It may be possible to motivate employees and provide a certain amount of fresh inspiration by means of crash programmes, intensive courses and seminars in pleasant surroundings, but such short-term measures seldom have a lasting effect. Alternance systems of training such as is considered suitable for initial vocational training should also be suitable for adults. This could include the above-mentioned necessary agreements and coordination between the different institutions providing the training, their sometimes contradictory goals could be reduced to a common denominator and schools and inter-company training institutions and firms could cooperate to create such a system as a joint effort.

## **New ways of learning and organizing work as social and economic by-products of the structural transformation**

The humanization of work, so much discussed and in part also realized in the 1970s, the reduction of stress and alienation at the workplace and the increase in employees' autonomy with regard to working hours are in danger of colliding with more recent tendencies towards an increase in labour-intensity and a greater flexibility with respect to work if it is not possible to ensure that the new technologies are deployed humanely in such a way as to support the introduction of new methods of organizing work and re-structuring of workplaces.

The tendencies towards individualization and increased flexibility with a concomitant increase in labour-intensity due to shift work, capacity-oriented working time arrangements, work on call, etc. can only be counteracted by increasing the level of information and communication among those affected, with reference to and the knowledge of the respective competent labour organizations. The trades unions cannot cope alone with the task of keeping workers abreast of developments in both vocational skill requirements and business

administration, or even of preventing de-qualification.

For their part, many employers claim that they do not have the staff or the necessary organizational structures to increase their facilities for continuing or further training. They therefore delegate this task to third parties, usually to the producers of new plant or marketing organizations with which they cooperate. At the worst they entice specialized staff who have already obtained their training and experience away from other firms. However, this kind of recruitment policy is becoming less and less successful, despite the army of unemployed. On the other hand uncertainty about future requirements is no excuse for inactivity: if companies want autonomous, loyal and creative workers with qualifications permitting them to be variously deployed, they themselves will have to be responsible for helping them develop their abilities and for preparing them for autonomy. In cases in which they may not be in a position to do so alone they can join forces with other companies and external or joint-company institutions, e.g. the Chambers of Industry and Commerce.

The schools and institutions of higher education will be very interested in obtaining new 'clients' in the next few years as a result of the decline in the numbers of school-children and students. They are already



*New technologies must be deployed humanely in such a way as to support the introduction of new methods of organizing work and restructuring workplaces.*

becoming more and more open to the idea of continuing education and training for workers, housewives, specialists and the unemployed. New institutions for continuous training run by local communities and regions are growing up around existing technical schools and institutions of higher education. However, many of these trends are nipped in the bud because they receive no recognition and because they have neither the necessary material prerequisites nor enough staff to stabilize this fourth sector of the educational system.

While the EC Commission and CEDEFOP are ready to face these challenges, and indeed are already doing so, they have very little influence as regards implementation, since other decision-making instances and protagonists must be the first to take up the gauntlet.

### **Is long-term unemployment a problem of continuing training?**

As a result of various structuralization and marginalization processes the continuing high level of unemployment, which is unlikely to be reduced much in the next few years, is leading to a relative increase in the number of persons unemployed for a year or more. This means that more and more people are ceasing to be covered by unemployment benefit or aid schemes and are becoming dependent on social security to meet their basic material needs. There is thus frequently no longer any incentive to register as unemployed and therefore the number of long-term unemployed not included in the statistics is probably relatively higher than is the case for the total number of unemployed.

According to Eurostat and OECD statistics about one third of all unemployed persons are now probably long-term unemployed. The figures reveal that those who have become dependent on social security as a result of unemployment and the associated poverty are at the same time getting younger and younger. The number of men and women under 35 years of age is rising steadily among both the long-term unemployed and recipients of social security. It is thus evident that the improvement of the economic situation of the long-term unemployed and their (re-)integration into the labour market with a view to providing them with the means of material subsistence should become prime political objectives.

However, as with other groups of persons particularly at risk of unemployment, the focus is frequently on their 'deficits' as regards education, training, flexibility or mobility, and not on the structural conditions under which a growing number of unemployed persons remain unemployed for long periods and are forced to rely on social security. These conditions are leading to the development of a new, dangerous kind of pauperism and a simultaneous rise in criminality, suicide rates, alcoholism and impaired health.

From the point of view of society as a whole the problem of long-term unemployment has mainly to do with the distribution of consumption power and labour, that is, it is primarily an economic problem, and only secondly a social, educational or training problem.

Therefore social-psychological and socio-therapeutic programmes and measures and educational and training schemes for the long-term unemployed can only be effective in the long term if their objectives and contents take into account the real vocational, material and economic situations of those concerned, and also their local or regional environments.

This means that labour- and training-oriented target group work should include more psycho-social and cultural support, and at the same time that new instruments of labour market, social and educational and/or training policy should be employed and more programmes offered. The starting point should be the social, economic and cultural residential and living environments of the long-term unemployed, since they usually tend to be concentrated in certain suburban areas.

The provision of educational and training opportunities alone is only sufficient for certain sub-groups among the long-term unemployed, for example, young people, foreign workers and mothers wishing to start work again after staying at home to look after children. However, such courses are probably only taken advantage of even by these groups if they are associated with material incentives and concrete prospects of obtaining a job and qualifications which are usable in the long term. Linking part-time jobs, which may also be subsidized, with continuing training, as is becoming increasingly possible in certain countries, appears to be appropriate for this group. However, a large number of long-term unemployed persons already have quite a good education or vocational

qualifications. These people are best served by direct job creation schemes linked with in-firm further training.

Thus firm-oriented or in-firm further training and labour market programmes would appear to be suitable for the group of unemployed with relatively good qualifications (cf. also CEDEFOP *Flash*, No 1/86), including economy-boosting or local employment schemes.

### **Development of an independent socio-economic sector**

In contrast, long-term unemployed persons with health or psycho-social problems need far more comprehensive stabilization measures before they can either transfer to a firm-oriented scheme or to new employment initiatives, which may not necessarily be part of the established labour market, a cooperative, a worker-managed business, or a social or economic project. In order to accommodate this group of long-term unemployed it may be necessary to create a separate socio-economic sector within the economy and society. While such a sector already exists in all Member States, albeit often in a rudimentary form, in most cases it has not yet been able to stabilize itself. In this sector it would and must be possible to link social and economic objectives even more closely than is otherwise feasible. This would necessitate cooperation between the public administrations on the one hand, and private subsidiary institutions, sponsors, initiatives and larger authorities, also trade unions, employers, the churches and bodies running social work, on the other.

In this 'socio-economic sector' the individual measures and schemes, which are widely scattered and frequently not harmonized but, on the contrary, rival one another, should be bundled together, especially at local and regional level. While the responsibility should ultimately remain clearly within the political sphere, it should also be shared with coordinating and advisory bodies in which the independent sponsors, industry, the trade unions and the unemployed would be represented, whose task it would be to discuss policy, evaluate the different programmes and schemes, and try to improve them. Local coordinating bodies of this kind for youth training and employment have been created in virtually all larger communities and have proved extremely useful and successful (cf. *Flash*, No 3/86).



Jürgen Bindrim/LAIF

Most of the programmes and schemes in this sector suffer from the fact that they are under double pressure to prove themselves: since they usually receive public funds, they have to adjust to public financing practice or be answerable to the inspectors of the administration or the respective parliaments. As their activities frequently spread into the private sector they are often accused of distorting the market by creating competition, particularly if they produce marketable goods and services with public funds.

The public sector, which is subject to annual budgets and fluctuating political priorities, has in the past only been able to enter into short-term guarantees and commitments, which meant that the sponsors were confronted with considerable problems with regard both to financing and to staffing and infrastructures. This has often made it very difficult for the 'socio-economic sector' to plan for several years in advance and work continuously. Private firms, on the other hand, are frequently ready to cooperate and even to help carry the burden of individual activities and schemes, but only so long as their economic interests and market positions are not seriously jeopardized. For example, they start putting the brake on or even become oppositional when it comes to

combined training and employment projects for the unemployed, a case in point being the youth initiatives (cf. for example the 'entreprises intermédiaires' – France).

Finally, the trade unions and initiatives supporting the workers are often sceptical about the 'socio-economic sector' and claim that it does not keep pace with the achievements of collective bargaining or the social benefits to which every normal worker has a right and which are often denied those working and those supported in the 'socio-economic sector'.

These are real conditions we are concerned with here and they cannot simply be ignored. However, they emphasize the necessity of improving the legislative and social guarantees for this sector as opposed to both the public sector and private industry. So long as this remains unsettled, the constant pressure on the socio-economic sector to prove itself and the frequently exaggerated competition between the individual sponsors of the socio-economic sector and also between the various schemes and programmes against unemployment, which are usually organized and implemented by them, will continue to exert a negative effect on the work itself. Further and continuing

education and training of the unemployed, whether it be firm-oriented or not linked to any firm, is a central issue in this complex of problems.

### **Continuing education and training: a need for an increase in capacity and the importance of certain qualitative aspects**

Given the present system of work organization, assuming that the present overall dearth of paid employment will persist, and taking into account the increasingly technology- and capital-intensive nature of the jobs available in the primary, secondary and tertiary sectors of the economy, workers who have not received adequate training and workers with low qualifications and little work experience are rapidly becoming less and less competitive. It is uncontested that it is becoming more and more important to raise their chances of placement by providing suitable further and continuing education and training for those who never had the benefit of a comprehensive initial vocational training and those who have not been able to add to their qualifications in the course of their careers. This is a great

challenge, not only to the state, but also to the economy and society.

However, a few basic remarks should be made with regard to the necessary increase in capacity and qualitative aspects of continuing education and training for the unemployed:

■ Positive incentives should have priority over negative sanctions: since for most of those affected doing more training means making more effort and perhaps not being able to take advantage of opportunities to earn extra money on the side, the remuneration should be higher than other kinds of aid or unemployment benefits. Sanctions (for example, loss of unemployment benefit) should not be used to put pressure on workers to do training. Both direct and indirect force act more as a hindrance than an incentive to successful continuing training.

■ Continuing education and training must place the emphasis on the attainment of recognized and transferable vocational qualifications or at least lay the foundations for them, and not merely be oriented towards certain specific tasks which can be better imparted by induction or on-the-job training.

■ Workers should not be given the opportunity to make a career out of re-training and training schemes not leading to a job. If no jobs can be created in industry or administration, independent employment initiatives in the socio-economic sector are better than serial training schemes without employment.

■ Mentors and counsellors trained in socio-pedagogy and social psychology should be provided for each training participant, particularly for those whose health is impaired, so that psycho-social and socio-pedagogic support and counselling

can be integrated to a certain extent in the training and productive work.

■ It is advisable for a scheme to proceed in stages: a phase of preparation for the learning and work situation, a test and experimental phase, and a stabilization or training phase, in order to be able to make full use of workers' individual potentials in terms of aptitude and disposition.

■ Participants should receive detailed advice and information on careers and conditions on the so-called established labour market, also on the possibilities and limitations of job creation schemes or alternative employment, for example in local employment initiatives.

■ Job creation schemes and economy-boosting measures should be more closely linked to educational and further educational programmes for the unemployed. More opportunities for linkage should be created in the environmental and social sectors.

■ The merger of initiatives of unemployed persons, neighbourhood mutual support centres and district cultural and social work should be a main focus of support, which can be given by providing rooms, operating resources and staff. These initiatives should be helped to create their own lobby to represent the interests of the unemployed *vis-à-vis* political bodies and the sponsors of programmes and schemes, and also to provide professional and reliable advice for the unemployed themselves, as a complement to the official institutions.

Local schools and educational and training institutions should be thrown open to this target group and support their cultural and social work and educational and training efforts. The approach of the 'community schools', as realized in some parts of the United States, would be suitable for helping to re-integrate many people in these

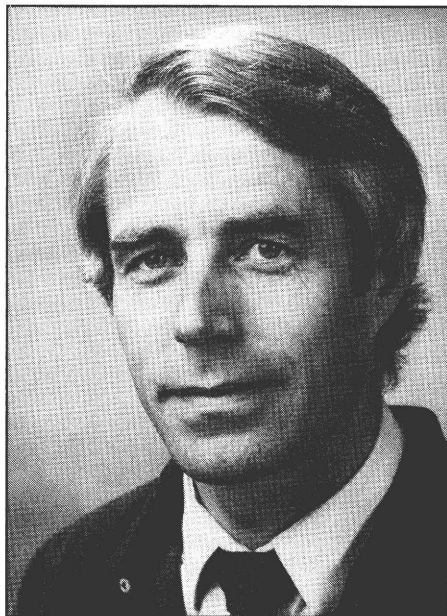
excluded sections of the population as full members of society.

## **Ways in which the EC could act to combat long-term unemployment**

The following are only a few urgent proposals based on preparatory work done at CEDEFOP, on-going studies at the Foundation in Dublin and the analysis of studies conducted by the Commission of the EC, the OECD or individual specialists or university departments. We hope that case studies being conducted by the Dublin Foundation in a number of countries on integrated local efforts to conduct comprehensive work with the long-term unemployed, taking into account their residential, work and living environments, will yield some concrete results. A series of projects are being compared with each other in order to be able to learn from their positive and negative experiences and assess whether they may be applicable in other towns or communities. CEDEFOP and the Dublin Foundation are cooperating on the evaluation and the publication of the results.

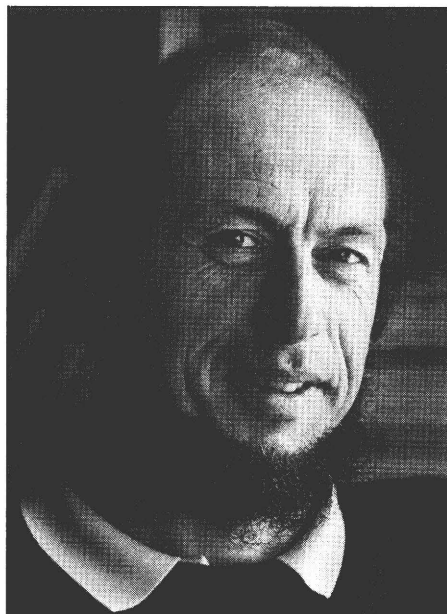
On June 5, 1986 the Ministers for Labour and Social Affairs of the EC Member States met for an initial exchange of views on long-term unemployment. They believe one possible solution, or at least part solution, could be to 'subsidize . . . each job created for the long-term unemployed, if necessary in conjunction with other concomitant measures and vocational training schemes'.\* The discussion as to whether and to what extent the European Social Fund could play a role was not concluded, as not sufficient data are available on the duration of unemployment in the individual Member States and in the EC as a whole. A request was made for comparable statistics to be submitted as soon as possible.

\* European Council: Announcement to the Press No 7350 d/86 (Press 83), Brussels, June 1986.



# Education, Training and Labour Market Policy: an international symposium

*Gellof Kanselaar and Jules L. Peschar*



On 28, 29 and 30 April 1986 the Foundation for Educational Research (SVO) held a symposium at Noordwijkerhout in the Netherlands with the aim of promoting 'the European dimension in the field of research on the interrelationships between education, training and labour market policies in the EC Member States'. The 150 partici-

GELLOF KANSELAAR born 1942, first trained as a teacher and then, from 1966 to 1972, studied experimental psychology at the University of Utrecht. In 1983 he was awarded a doctorate for a thesis on data processing, cognitive complexity and cooperative learning. Since 1972 he has been working at the University of Utrecht and currently holds the post of senior lecturer in the Department of Education. His education, research and publications have concerned such areas of cognitive psychology and the theory of education as data processing, problem-solving, personality differences and cooperative learning. In the past few years he has headed various projects relating to computer assisted instruction, the effect of new technologies on the content of vocational training and the transition from education and training to the labour market.

JULES L. PESCHAR born 1944, studied sociology at the University of Groningen and was awarded his doctorate for a thesis entitled 'Environment - School - Employment' (Groningen 1975, 1978). He has worked as a researcher in Sweden (Stockholm, 1975) and the USA (Berkeley, 1976/77) and was research coordinator at the International Social Science Council in Vienna (the Vienna Centre) from 1979 to 1981. He has published papers on methodology, comparative research, social stratification and education. The publications he has edited include 'Comparative Research on Education' (with M. Niessen, Budapest/Oxford 1982), 'International Comparative Research' (with M. Niessen and C. Kourilsky, Oxford 1984). With B. Hövels he was co-author of the research programme on education and employment in 'Twixt the cup and the lip' (SVO, The Hague 1985). He is currently senior lecturer in the Department of Methods and Techniques of the Sociological Institute of the University of Groningen.

pants represented the worlds of education and training, trade and industry, government and research in the various Community countries.

The symposium was held under the auspices of the Netherlands Minister for Education and Science, W. Deetman, who delivered the opening address. He emphasized that it was the task of education and training to promote the personal, social and cultural development of all pupils, trainees and students. The rapid changes in the labour market meant that the education and training system must become more flexible. A market-oriented education and training system must include more short, functional programmes. This would entail cooperation between the education and training sector and trade and industry. Adult and second-chance education and training would narrow the gap between standard forms of education and training and industry's requirements. The Minister expressed the hope that constant international cooperation between researchers would yield information for policy-makers.

Dr E. Piehl, Director of the European Centre for the Development of Vocational Training (CEDEFOP) in Berlin, also pointed out in his keynote address that the discrepancy between education and training and the needs of the labour market was currently causing problems not only for young people (in training) but also for older people as a result of the technological changes that were taking place. The rigid distinction between education, training and

*At an international conference held at Noordwijkerhout in the Netherlands a few months ago researchers and policy-makers from the European Community countries considered the increasingly complex problems posed by education, training and employment. The conference not only provided an opportunity for exchanges of knowledge and experience: a number of important initiatives aimed at stepping up joint research were also proposed.*

employment must be abandoned. Secondary schools must open their doors and participate in the education and training of the employed and unemployed at local level.

Dr Piehl felt that too much emphasis was placed on economic policy in the Community and too little on education and training policy. He quoted Jean Monnet, who took the view that European unity was more likely to be achieved through education than through the economy. A programme for educational exchanges in the Community was being developed.

### Three main topics

After these two addresses the three main topics of the symposium were introduced.

**Topic I**     **Apprehension and comprehension: changing patterns in education, training and working life**

**Topic II**     **Managing the gaps: relations among working and learning systems**

**Topic III**    **Coping with the complexity: new information requirements for policy-making**

In introducing Topic I, Dr S. Bruno stressed the uncertainty of the current employment situation. There was talk of basic knowledge and specialized knowledge, but it was not clear which kind of knowledge was specialized and which was not. Qualifications and knowledge could no longer adjust spontaneously. A structured approach was needed.

Topic II was introduced by Van Wieringen and Van Hoof. Dr Van Wieringen concentrated in his address on coordination in the decision-making processes. Different goals were set for different groups in education and training. How was coordination to be achieved? Van Hoof wondered what educational concepts we should use to change the situation: could schools create a new social order and build a new economy? Cooperation between education/training and industry, as under the dual system, was needed. Governments must assist in-company training and take responsibility for the standardization and certification of training courses.

Dr Tessaring introduced Topic III. What means were there for identifying future needs? Was what society wanted inconsistent with what economic and technical

developments could deliver? Research was needed if these questions were to be answered, and for this longitudinal data were primarily needed.

After these introductory statements the first day's proceedings closed with a panel discussion, during which the question of uncertainty was again raised. The education system must both create certainty by providing good education and teach pupils to cope with uncertainty. Training did not guarantee more employment. Not even industry could forecast precisely what future trends would be and what kind of training would be required. Investment in education and training was needed, but who would pay: industry, the public sector or the individual? Enough questions were raised during the panel discussion to fill the next two days of debate on the three topics.

### Topic I: 'Apprehension and comprehension: changing patterns in education, training and working life'

With Burkart Sellin (CEDEFOP, Berlin) in the chair, the first topic led to a wide-ranging discussion of changing patterns at school, in practical learning situations and

at work. The problem could be approached from different angles. Firstly, individuals took different views of training opportunities and subsequently finding employment in an appropriate occupation. People certainly had preferences, which were influenced by developments in the labour market.

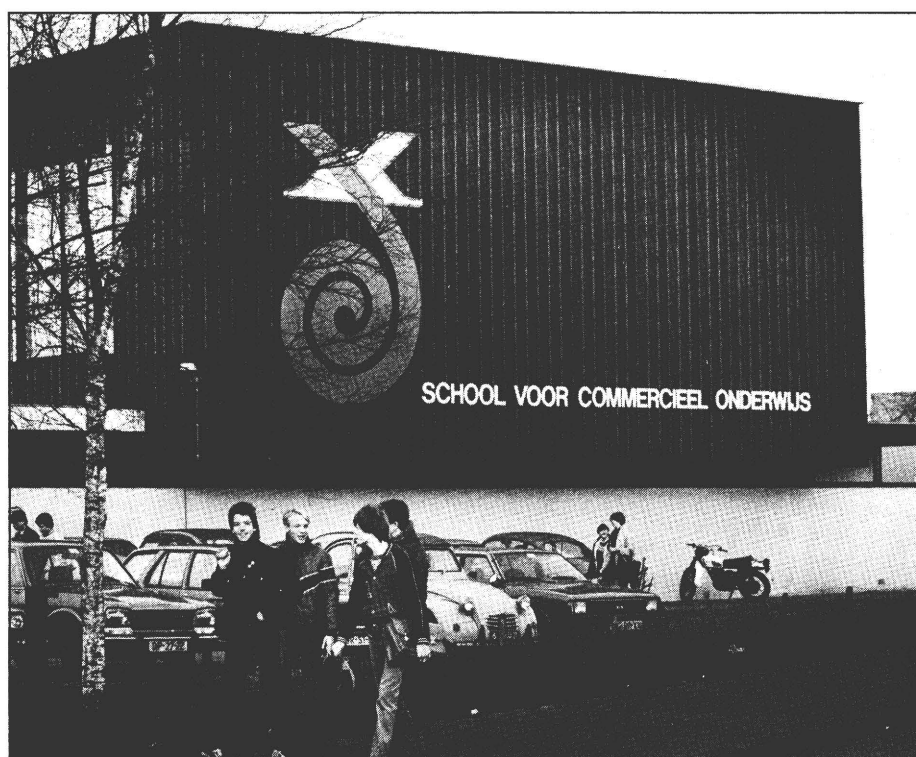
Secondly, all manner of changes were being made to school and training curricula in response to new technologies, changing production methods and shifts in patterns of consumption.

Thirdly, the division of labour was resulting in major changes in workers' training qualifications, especially as view on the organization of work changed.

Fourthly and finally, education and employment did not function in isolation from each other. Each was subject to internal processes that partly depended on developments in the other.

Clearly, a wide range of opinions was expressed on this topic at the conference. The most important are discussed below.

The need for new qualifications and arrangements in education and training was considered by A. d'Iribarne of LEST in Aix-en-Provence. Comparative research in France, the United Kingdom and the Federal Republic of Germany indicated the need



ANDRÉ RUITGROK

for an improvement in both technological and general academic skills. Consequently, the distinction traditionally made between thinkers and doers no longer applied, and more attention must be paid at this level to general education. This had always been far more pronounced in Japan. At the same time, polarization might well occur: either a worker had been well educated and trained and had a good job or he had little chance of permanent employment, or did straightforward, routine work. Training geared to the specific needs of a given firm might simply widen the gap between these two groups.

J. J. Sexton of ESRI in Dublin then gave a detailed review of unemployment trends in the Community countries. Long-term unemployment was escalating everywhere, the average being 40 %, as against 15 % in other countries. It might be asked, however, whether the statistics on this aspect were sufficiently comparable (see also the discussion of Topic III). What was clear was that patterns differed. In some countries (the Netherlands, the United Kingdom, Ireland) most of the long-term unemployed were men, in others (Italy, Belgium, France) women were in the majority.

Everywhere this category principally consisted of relatively poorly trained people with limited skills. This must be borne in mind in detailed training programmes. In one of the new segments of the labour market, that occupied by software technicians, these problems were not encountered. On the contrary, there were many vacancies, which could only be filled with difficulty.

P. Senker referred to experience in the United Kingdom, where special in-company training courses were held to overcome the shortage of professionally trained technicians. Despite this, there were serious shortages of maintenance technicians, revealing once again the need for appropriate training courses. One of the questions that constantly recurred in this respect was how such skills should be taught: by traditional educational methods or by a modular system. Experiments conducted in the Netherlands in this respect have been studied by a research group of the Research Institute for Education in the North (RION) in Groningen. The experimental courses placed considerable emphasis on practical training and especially learning by participation. On the whole, people trained by this method had a more favourable opinion of their training. Employers, on the other hand, tended to opt primarily for the better pupils who had

stood out during the practical, in-company phase of the training. This 'creaming off' – with the adverse implications it might have – could not, of course, occur in conventional training courses.

In a wide-ranging statement S. Bruno of the University of Rome compared changes in education and employment. The most serious problem, he felt, was that 'people must be prepared for the unknown'. But it was clear that more and better information was not the only requirement: thought must also be given to a better distribution of status, incomes and employment.

In some respects, what is actually known about education and employment is relatively limited. The very fact that responsibility for this area is shared by different government departments often means that nothing is done. In the Netherlands this stalemate was recently overcome to some extent by a programming framework commissioned by the Foundation for Educational Research (SVO). The authors, B. Hövels and J. Peschar, outlined the most important areas of research in the Netherlands. The research priorities are such that links with research in other countries can easily be forged.

## **Topic II: 'Managing the gaps between education, training and the labour market'**

The relationships between education, training and employment can be described in various ways. There is a range of theories each concerned with a given aspect of these relationships. The absorption theories and the qualification theories are two examples. In their statements Van Hoof and Van Wieringen (Amsterdam) attempted a systematic definition of these relationships.

They made a distinction between four sectors of education and training. The first was the vocational training for which the Ministry of Education and Science was usually responsible, the second the industrial training sector consisting of in-company training courses, the third the 'intermediary' training sector, where retraining and in-service training were provided, often financed by the Ministry of Social Affairs, and the fourth the free training market, where courses and training services were bought and sold. In each of these sectors there was a

different relationship between education/training and employment. An important policy issue was the coordination of these sectors within an overall education/training system. Various trends in policy could be distinguished:

- centralization and formal arrangements: in the Netherlands, for example, occupational profiles would be established by the two sides of industry at national level;
- privatization: some sections of the education and training system must pay for themselves;
- decentralization: deregulation would give local and regional education and training bodies greater independence;
- financial intervention: policy-makers were trying to achieve certain education and training objectives by offering financial incentives, the Youth Training Scheme in the United Kingdom being an example.

Information technology often acted as a catalyst where relationships between the various sectors of education/training changed.

The German dual system was considered by two speakers. F. Braun (German Youth Institute, Munich) discussed the strengths of the dual system, such as the combination of training and productive work, the close relationship between the private and public sectors and the satisfactory alignment of training with industry's needs. He also referred to certain problems connected with the division of responsibilities between government and industry. Firms did not provide enough training places. The government intended to offer subsidies to ensure that every young person had a training place. However, employers did not want to become dependent on the government as a result of its financing in-company training. Another point was the need felt in many quarters for despecialization. This should entail a year of full-time basic vocational training. A third aspect of the dual system concerned the 'problem groups': children of foreign workers, the poorly trained and, in certain occupations, girls. In many cases, these groups did not enjoy equal opportunities under the dual system. The government was trying to improve their prospects by introducing additional stimulation measures.

F. Maier (Wissenschaftszentrum, Berlin) considered the in-company continuing



ANDRÉ RUIGROK

*Practical work experience is an important part of training.*

training of workers. As the dual system included in-company training, the conditions for continuing training were also favourable. In 1982 42% of workers participated in in-company continuing training. The system was, however, rather selective in that it was geared to people already in jobs. Non-company continuing training was conventional in form and rarely innovative. Such training should also be designed to eliminate the deficiencies of the dual system in terms of the qualitative and quantitative interface between training and the labour market, the main aim being to coordinate the second and third of the above-mentioned sectors.

Parkes of the Further Educational Staff College in Bristol, who was co-rapporteur for this topic, described the relationship between the further education and industrial training sectors in England and Wales. Economic and technological developments and the high level of youth unemployment had made it difficult to maintain a balance between employers' and employees' needs. The government intervened in various ways to keep the interests of the two sides in balance. It had, for example, introduced the Youth Training Scheme (YTS), which enabled all 16-year-olds, the unemployed under 18 and young people in jobs in which they had little prospect of being trained to

take an occupation-oriented course of off-the-job training combined with work experience. Although there had been the inevitable disputes between the various bodies involved – government departments, local authorities and industry – they were now cooperating productively in many different ways.

In many discussions on the relationship between education, training and the labour market the dominant view is that education and training must be more closely attuned to industry's needs. P. Banke from Denmark criticized this reactive approach to education and training. Training should not be the dependent variable but an independent variable. It could be used to influence the organization of work. Education could play an innovative role in increasing the range of tasks performed.

Geurts, Hövels and von Onna from Nijmegen took the same line, emphasizing that training should be geared to an occupation rather than teaching skills for specific jobs and tasks. In the design of the correct interface between training and an occupation account should be taken of a wide range of factors, including absorption problems (starting position in the labour market), utilization problems (excessive training or training excessively geared to a given firm) and distribution problems (means of making the transition from training to a given occupation). Occupational skills not only enabled employees to work in more different jobs in a relatively independent manner but also strengthened their position in the labour market. If occupations were taken as the starting point, this would have implications not only for the content of training but also for the organization of work in firms. A British delegate commented that placing the emphasis on occupations as organizational units might hamper the modernization of firms. Examples from the printing industry in the Netherlands were, however, given to show that it had been possible to create and provide training in new occupations.

Finally, de Wolf (Netherlands Open University) referred to the opportunities presented by 'open learning' as examples of the fourth sector. He quoted the Open University as an example of tertiary education and evening schools as an example of secondary education. He also stressed the importance of general education in adult education and employment.



### Topic III: 'Coping with complexity: new information requirements for policy-making'

Planners, policy-makers and individuals all need practical information if they are to make predictions about education, training or employment. The requirements such information is expected to meet may, of course, vary widely. If this is not adequately appreciated, information may be provided that is of little or no use for the decisions that need to be taken. After all, recent developments in the labour market and the change of attitude towards education and training were not foreseen in most countries. This is at least partly due to the fact that certain types of information are not available to shed light on such changes. The third topic of the symposium was devoted to these problems. Without going into unnecessary technical detail, we can pick out a number of interesting contributions. P. Blossfeld of the Max Planck Institute in

Berlin explained his method of comparing different generations (cohorts). This enabled general 'regularities' in the relationship between training and working careers to be distinguished from cyclical influences. This method was used, as it were, to paint a picture after the event.

B. Kuhry and J. Passenier described a model used in the Netherlands to make forecasts of trends in the next 20 years on the basis of existing data. This 'SKILL' model also takes account of demographic factors: it explicitly covers the effect of the declining birth rate (about which the Commission of the European Communities has very recently expressed serious concern!).

In a lengthy statement M. Tessaring of the Institute for Labour Market and Occupational Research (IAB) in Nuremberg, who also chaired the discussion of this topic, explained the situation in the Federal Republic. The 'Bildungsgesamtrechnung' was an extensive system of related statistics, with which forecasts could similarly be

made. In conjunction with various specific surveys of school and working careers – which were also being conducted by the IAB – a better understanding of the problems in the labour market could thus be obtained.

A paper presented by three representatives of the Netherlands Central Bureau of Statistics stressed the advantages of these career studies. In the Netherlands various major surveys of this kind had been conducted in recent years, and they would eventually enable interesting comparisons to be made.

The last paper, presented by J. Affichard and J. F. Germe of CERQ in Paris, reviewed French research findings and the available data. Here again, considerable emphasis was placed on the importance of data on people's school and working careers, or longitudinal data. A major and constant drawback was that this was an expensive type of research since careers had to be observed over a long period.



*Naturally, the training programme also includes the operation of the cash register.*

## Conclusions

The symposium was attended by many representatives of the worlds of politics, policy-making and research. Its principal objective was to permit an exchange of information and a transfer of available research findings to the benefit of policy-making. It is still too early to say what effect this will have in practice. It was nonetheless very important for the various groups to learn of each other's problems and questions.

The conclusions drawn at the symposium will be publicized in various ways. First, a selection of the papers presented is to be published shortly and so made accessible to a wider public. A number of proposals concerning research will also be presented. One is that an international cooperative body should be set up to undertake comparative studies of specific aspects of education, training and the labour market. Various experienced researchers warned of the dangers of establishing an organization of this kind on a large scale from the outset. J. P. Jallade, for example, advocated that it start with small-scale research that could produce practical results within a few years. Studies should not be confined to current policy: the emphasis should be on research that made for a better understanding of the problems connected with the transition from education and training to the labour market. This approach, other researchers agreed, might prove particularly successful if the comparison was limited to a small number of countries: 'Otherwise, the analysis will be too shallow.'

If there is to be cooperation along these lines, 'special interest groups' (SIGs) should be set up to exchange information on given

areas of research, with CEDEFOP or SVO possibly acting as coordinator. These SIGs might eventually lead to bi- or trilateral studies.

Apart from the recommendation that further research should be carried out, many suggestions regarding future policy were made during the symposium.

## Policy recommendations

### Topic I

Education and training will be of the utmost importance in tomorrow's high tech society. Various international organizations (including the European Community) should make it easier for technicians to attend training courses in other countries. The alternative is fierce international competition. The various governments will also have to persuade firms of the need to invest in training. In addition, more thought must be given – by governments and employers – to the skills that should primarily be developed.

Besides further research into (long-term) unemployment, training programmes specifically designed for the categories of people affected will be needed. A policy of progressive introduction seems best here: in the initial stages considerable emphasis should be placed on on-the-job experience. This will entail the payment of subsidies to the firms concerned. The European Social Fund can make a major contribution in this respect, to the benefit of older workers as well as young people.

### Topic II

Systematic research into intersectoral rela-

tionships can reveal how the various training capacities and the distribution of training courses change and depend on the influence the various education/training sectors have on each other.

The training infrastructure in certain sectors can be improved if various firms and the authorities cooperate. The standardization of training and certification must also make for a definite range of continuing training opportunities for the unemployed and groups whose prospects are poor.

### Topic III

A number of explicit suggestions were made for improving the available data. Long-term – longitudinal – research is needed to shed light on trends in school and working careers. To ensure international comparability, such studies should preferably be coordinated. This is equally true of various other methods of collecting data as a basis for forecasting models. In the past it has been too readily decided to change a standard or discontinue the collection of comparative data. An inventory of accessible sources of comparable data in the European Community should therefore be compiled without delay.

## Final comment

The symposium made a major contribution to the exchange of information on studies and projects in the Community countries. It thus formed an excellent launching pad for more extensive international cooperation on education, training and labour market problems.

# Information Sources

The following information notes and selected bibliographies relate to the main theme of this bulletin, and have been prepared by the members of CEDEFOP's documentary

information network in the countries concerned. The descriptors, given here in English with each of the bibliographical

references, are taken from CEDEFOP's multi-lingual thesaurus of vocational training.

# B

Prepared by:

**Office National de l'Emploi**

Centre intercommunautaire de documentation pour la formation professionnelle

ONEM-CIDOC Boulevard de l'Empereur, 11  
B-1000 Bruxelles-tél: (02) 513 91 20 ext. 1001

CIDOC

ICODOC

## Selective bibliography

### **Rapport annuel ONEM – Jaarverslag RVA**

Bruxelles, ONEM – RVA (dernière parution 1984)

*Labour market. Job search. Labour shortage. Regional unemployment. Labour statistics. Employment services. Employment programme. Unemployed workers. Job seekers. Unemployment insurance. Continuing vocational training. Polyvalent training. Accelerated courses. Training statistics. Training programmes. Cost of training. Training courses. Training personnel. Training of trainers. Belgium.*

Chaque année, l'ONEM établit un rapport sur ses activités relatives au place-

ment, à la formation professionnelle et au chômage.

Dans le chapitre consacré à l'évolution du chômage, le lecteur trouvera un aperçu du nombre de chômeurs inscrits sur base de données statistiques suivant divers critères du secteur industriel et la catégorie professionnelle. Ensuite, on énumère les mesures de résorption du chômage. Le rôle des comités suprégionaux est largement abordé pour ce qui est d'une amélioration de l'emploi, de la lutte contre le chômage, de l'élaboration d'un placement optimal et du développement maximal de la formation professionnelle post-scolaire.

La partie concernant le placement

contient toutes les actions ayant comme objectif l'amélioration de la gestion relative à l'offre et la demande, y compris l'informatisation des services de placement et des agences de T-service (travail intérimaire).

En ce qui concerne la formation professionnelle, le rapport annuel donne à chaque fois un aperçu des formations achevées par type d'organisation, par communauté et par profession ou par secteur. Les diverses activités et l'orientation des secteurs de formation sont décrites de façon approfondie.

En fin de rapport annuel, on trouve une série de tableaux et de graphiques illustrant les divers chapitres.

Godano, A.; Leroy, R.

### **L'emploi des jeunes dans la crise – données de base**

In: Bulletin de l'Ires, n° 107, 1986, 3, 40 p. + annexe, Institut de recherches économiques de l'université catholique du Louvain

*Youth. Employment. Surveys. Economic sectors. Demography. Belgium.*

Cette étude, la plus récente sur l'emploi des jeunes, étudie leur évolution depuis 1974 jusqu'en 1984, à partir de paramètres comme l'âge, les catégories socio-professionnelles et le déroulement chronologique. D'autres variables, telles que la démographie et les taux d'activités,

nuencent ce phénomène ainsi que les évolutions tant régionales que sectorielles. C'est ainsi que la perte la plus dramatique d'emplois concerne les jeunes ouvriers dans le secteur secondaire, malgré les mesures de résorption et le fait que la crise n'a nullement coïncidé avec un afflux de jeunes sur le marché du travail.

# Information Sources

Van de Walle Werner

## Niemand wil een doppert

In: *Belgian Business Magazine*, Bruxelles, 4, 1986, 4, p. 38-43

*Labour supply. Manpower needs. Job requirements. Social partners. Institutional framework. Unskilled workers. Access to employment. Employment services. In-plant training. Belgium.*

A partir d'une série d'interviews, l'auteur de cet article cherche à expliquer

pourquoi l'employeur prétend qu'il ne trouve personne qui réponde à ses besoins dans les marchés de l'emploi, alors qu'il existe actuellement un demi-million de chômeurs.

Pour sa recherche, l'auteur prend en considération tous les milieux: le patronat, les syndicats, l'enseignement et l'ONEM.

A ce propos, il souligne les moyens qu'utilise ce dernier pour combattre le chômage et qu'apprécient beaucoup les

entreprises: les modèles d'ordinateurs, les agences d'intérim et les actions locales.

D'après son point de vue sur le marché de l'emploi, le président d'un bureau de sélection et de recrutement conclut que les entrepreneurs actuels sont trop gâtés. Il les incite à prendre la peine d'investir dans la formation en faveur des employés de condition plus modeste et à prendre des mesures en vue d'un épanouissement économique réel.

Alaluf, Matéo; Desmarez, Perre; De Schutter, René; «etc.» . . .

## La segmentation des marchés du travail

In: *Critique régionale*, 2, 1980, 5, 148 p., ISSN: 0770-0075

*Labour market. Internal labour market. Regional labour market. Surveys. Région bruxelloise. Région wallonne. Belgium.*

Ce numéro spécial a pour objet une série d'études consacrées à l'analyse du marché du travail en Belgique francophone.

Après une introduction relative à la «Spatialisation et la segmentation du marché du travail» (p. 4-9), C. Vander-motten et J. R. Sortia étudient «La géographie et l'emploi industriels en Belgique depuis 1980» (p. 10-29), et concluent à une forte réduction de l'em-

ploi et à l'existence d'une main-d'œuvre de réserve.

Cette vue est illustrée ensuite par une étude de cas menée par M. Alaluf à propos de «Désindustrialisation, segmentation de l'emploi et sites industriels: le cas de la région de Charleroi» (p. 30-55). Cette région, touchée par un chômage massif et le déclin de l'industrie du verre et de la sidérurgie, souffre d'une inadéquation de plus en plus grande du niveau de formation des travailleurs par rapport aux exigences des employeurs.

Une autre étude de M. N. Hubeau et P. Desmarez, intitulée «La dualité du marché du travail dans le Brabant wallon» (p. 56-70), illustre les rapports entre évolution démographique, qualifications et emplois, ainsi que la mobilité des travailleurs attirés par Bruxelles, engendrant ainsi un double marché du travail.

Dans «Une recherche sur un sous-marché du travail: les secrétaires à Bruxelles» (p. 71-83), J.-M. Lacrosse montre comment un nouveau marché à statut précaire s'ouvre pour des emplois féminins de secrétariat. M. Ossandon et J. L. Canieau s'attachent à analyser «La situation des diplômés de l'enseignement technique et universitaire et les débouchés professionnels: une enquête régionale» (p. 84-101), dans la région de Mons.

Enfin, d'autres études sont plus ponctuelles encore: ainsi, M. Alaluf étudie «La segmentation de l'emploi dans le secteur de la construction» (p. 102-109); R. De Schutter rapproche «Crise et immigration» (p. 109-117), tandis que P. Desmarez clôture ce dossier par une étude plus théorique sur «Espace économique, espace social, et marchés locaux du travail» (p. 117-121).

Bonte Eddy

## Uit je doppen - 21 wegwijzers voor studie en opleiding

Brussel, Dienst Pers en Publikaties van de BRT (Belgische Radio en Televisie), 1985, 272 p., ISBN 90 - 70447 - 87 - 8

*Vocational information. Youth-training information. Training systems. Training legislation. Training supply. Social sta-*

*tus. Training participation rate. Training-employment relationship. Région flamande. Belgium.*

Ce livre, conçu comme un guide, est l'adaptation et le complément des dossiers qui ont servi de source d'inspiration et d'information pour la série télévisée «uit je doppen», un programme destiné aux jeunes sur les possibilités d'études et de formation, produits par la BRT au cours de 1984-1985.

Des sujets divers sont traités selon sept thèmes majeurs. L'auteur aide le lecteur à trouver des filères d'études et les emplois qui y correspondent. Chaque chapitre est suivi d'annexes contenant du matériel détaillé, notamment une énumération des filières d'études, des statistiques, des caractéristiques du statut social, des exemples de programmes d'études, des adresses et des suggestions pour une lecture ultérieure.

# Information Sources

# DK

Prepared by:

## SEL

STATENS  
ERHVERVSPÆDAGOGISKE  
LÆRERUDDANNELSE

Rigensgade 13  
DK-1316 København K  
Telefon (01) 14 41 14

## Bibliography

### Legislation

Lov nr. 237 af 6. juni 1985 om arbejdsmarkedsuddannelserne

*Adult education. Vocational training. Continuing vocational training. Vocational rehabilitation. Pre-vocational training. Educational administration. Financing of training. Acts. Denmark.*

Hovedsigtet med loven er at skabe et ajourført og moderniseret samlet retsgrundlag for arbejdsmarkedsuddannelserne. Der er først og fremmest sket en samling af regelgrundlaget for de forskellige uddannelsesaktiviteter i en fælles lov og en lovfæstelse af de uddannelsesprogrammer, herunder ikke mindst efteruddannelsen af faglærte, der hidtil alene har haft hjemmel i de årlige finanslove. Grundprincippet i uddannelsessystemet, nemlig at der er tale om et tilbud til arbejdsmarkedets parter om inden for de lovmæssige og bevillingsmæssige rammer at iværksætte de uddannelser for specialarbejdere og faglærte arbejdere, som der er behov for på arbejdsmarkedet, er fastholdt.

Lov nr. 291 af 21. juni 1985 om ændring af lov om arbejdstilbud til ledige (Uddannelsesydelse og iværksættedydelse til ledige over 25 år)

*Unemployment. Job offers. Employment creation. Financing of training. Acts. Denmark.*

Loven indebærer, at ledige, der er fyldt 25 år, og som har udnyttet første arbejdstilbud, i stedet for andet arbejdstilbud kan vælge at deltage i en uddannelse med uddannelsesydelse eller får mulighed for at etablere sig som selvstændige erhvervsdrivende med en iværksættedydelse.

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

*Continuing education. Continuing vocational training. Acts. Denmark.*

Loven indebærer, at staten vil give tilskud til udviklingsprojekter på alle niveauer og til gennemførelse af kurser samt voksenuddannelsesstøtte. Deltagerne i kurserne skal normalt være fyldt 25 år. Indholdet i uddannelserne skal fastlægges i samarbejde mellem uddannelsesinstitutionen og det lokale erhvervsliv. Uddannelserne skal opfylde de erhvervs-, arbejdsmarkeds- og uddannelsespolitiske kriterier, som undervisningsministeren opstiller efter indhentet udtalelse fra et efteruddannelsesråd. Målgruppen for uddannelser med tilskud er ikke-akademiske funktionærer, teknikere o.lign., som er ansat fortrinsvis i den private sektor eller er ledige og ønsker ansættelse i den private sektor. Hovedtanken med loven er at sikre, at kvalifikationer hos voksne medarbejdere i erhvervsvirksomheder kommer på linie med nyuddannede unges og give en videreuddannelse i forhold hertil.

# Information Sources

## Publications

Arbejdsmarkedet og arbejdsmarkedspolitik. Oktober 1985. Arbejdsministeriet, Økonomisk-statistisk konsulent. København, 1985. 131 s. + bilag

*Labour market. Labour policy. Vocational training. Female employment. Legislation. Annual reports. Denmark.*

Den årlige rapport fra Arbejdsministeriet er opdelt i tre hovedafsnit. I det første kapitel gives der en detaljeret gennemgang af de seneste udviklingstendenser på arbejdsmarkedet. Kapitlet rummer oplysninger om arbejdsmarkedets udbuds- og efterspørgselsforhold samt om arbejdsløsheden og løndannelsen. Kapitlet om den arbejdsmarkedspolitiske udvikling indledes med en generel beskrivelse af den omlægning af arbejdsmarkedspolitikken, der har fundet sted gennem de seneste år. En betydelig del af kapitlet er viet til en beskrivelse af uddannelsessystemet, eftersom et af de væsentligste arbejdsmarkedspolitiske instrumenter i disse år er arbejdsmarkedsuddannelserne.

I lighed med tidligere tager også denne rapport et specialemlen op til behandling. Emnet i denne rapport er kvindernes arbejdsmarkedssituation. Den statistiske viden, arbejdsministeriet har om kvindernes situation på arbejdsmarkedet både før og nu, er beskrevet. De meget dystre perspektiver trækkes frem, og der gives en omtale af de foranstaltninger, der vil kunne anvendes til forbedring af kvindernes arbejdsmarkedssituation. Her tænkes bl.a. på foranstaltninger med sigte på at nedbryde det kønsopdelte arbejdsmarked.

Betænkning om Ingeniør- og teknikeruddannelsernes fremtid. Undervisningsministeriet, København, Statens Informationstjeneste, 1986, 231 s. (Betænkning 1074)

*Technical education. Forecasting. Reports. Denmark.*

I august 1985 nedsatte undervisningsministeren udvalget vedrørende ingeniør- og teknikeruddannelsernes fremtid. Som formand for udvalget udpegedes konsulent, cand.polit. Steffen Møller.

Betænkningen konkluderer, at der hen mod slutningen af 90'erne er brug for en fordobling af medarbejdere på ingeniørniveau (i dag er der ca. 45 000) og en tredobling af antallet af medarbejdere med funktioner svarende til de nuværende videregående teknikeruddannelser (i dag er der ca. 30 000). Dette indebærer, omkring en tredobling af optaget til de videregående teknikeruddannelser og en mere end 50% forøgelse af optaget til ingeniøruddannelserne.

De nuværende direkte adgangsveje til tekniker- og ingeniøruddannelserne skal fastholdes, herunder også, at teknikeruddannelserne som hovedregel er videreuddannelser til bestemte efg-, lærlinge- og grundlæggende teknikeruddannelser. Udvalget foreslår, at der lokalt etableres tekniker- og ingeniørforløb (TIF) til gavn for de uddannelsessøgende, der har behov for at få suppleret deres faglige eller teoretiske forudsætninger ved indgangen til tekniker- og ingeniøruddannelserne.

Dus med Data. HK Modul Data, Handels- og Kontorfunktionærernes forbund, København, 1986, 6s.

*Clerical work. Computer science. Data processing. Modular training. Trade unions. Denmark.*

HK (Handels- og Kontorfunktionærernes forbund) har igangsat et større projekt HK/Moduldata, der omfatter efteruddannelse inden for edb-området af forbundets medlemmer. Undervisningen foregår på 6 datacentre: København, Odense, Slagelse, Vejle, Århus og Ålborg. HK/Moduldata er opbygget således, at der kan undervises på flere forskellige niveauer.

Schultz, Torben: **Efteruddannelse.** Nye perspektiver på arbejdsmarkedet. Institut for grænseregionsforskning, Åbenrå, 1985. 197 s. (Arbejdsrapport nr. 32)

*Continuing education. Continuing vocational training. Labour market. Employment situation. Regional planning. Denmark.*

Arbejdsrapporten analyserer arbejdsmarkedssituationen i Sønderjylland.

Hovedsigtet med analysen har været at præsentere arbejdsmarkedsperspektiverne for: ansatte med forskellige former for uddannelse, ansatte med forskellige former for arbejde, ansatte i forskellige aldersgrupper. Herudover er analyseret ansattes efteruddannelsesaktiviteter samt ønsker om efteruddannelse.

Olesen, Henning Salling: **Voksenundervisning – hverdagsliv og erfaring.** København, Unge Pædagogers Forlag, 1985. 355 s. (Unge Pædagogers Serie B42)

*Adult education. Adult learning. General education. Continuing vocational training. Social change. Beverage workers. Denmark.*

Bogen belyser sociale og psykologiske betingelser for voksenpædagogik og uddannelsespolitik og henvender sig til voksenundervisere og andre interesserede, i fagbevægelsen, græsrodsbevægelser o. lign.

Bogens temaer er: Den historiske udvikling af voksenundervisning herunder fri-

tidsundervisning og den kompetencegivende og erhvervsrettede undervisning. – Det moderne hverdagslivs betingelser for voksnes bevidsthed og handlemuligheder. – Bryggeriarbejdernes erfaringer med alternative læreprocesser. – Voksenpædagogik som støtte til en virkelighedens læreproces med kollektiv selvregulering som mål.

# Information Sources

# D

Prepared by:

**bi**  
**bb**

**BUNDESINSTITUT**

**FÜR BERUFSBILDUNG**

**Fehrbelliner Platz 3  
D-1000 Berlin 31  
Telefon (0 30) 86 83-1**

## Bibliography

Sauter, Edgar

### **Steuerung und Regelung der beruflichen Weiterbildung**

Förderung und Steuerung beruflicher Weiterbildung nach dem AFG (Arbeitsförderungs-gesetz). Doppelkurseinheit. Hrsg.: Fernuniversität Hagen, Hagen: Fernuniversität, 1986, 150 S.

*Training policy; employment policy; labour legislation; further training; training assistance; financing; Germany FR.*

Zunächst wird der Wirkungsbereich des AFG in Relation zum BBiG abgesteckt, die wichtigsten Begriffe werden definiert und die quantitative Bedeutung der AFG-Förderung für die berufliche Weiterbildung wird umrissen. Im darauffolgenden Kapitel 3 werden die kategorialen und inhaltlichen Grundlagen für die Analyse der fördernden und steuernden Maßnahmen entwickelt. Kapitel 4 umfaßt die Weiterbildungsförderung bis zum Haushaltsstrukturgesetz 1976, die in dieser Phase weitgehend auf finanzielle Maßnahmen beschränkt ist. In der Phase zwischen 1976 und 1981, die in Kapitel 5 dargestellt ist, greift die Arbeitsverwaltung auf der Grundlage des Haushaltsstrukturgesetzes von 1976 zum ersten Mal massiv steuernd ein. Kapitel 6 zeigt, wie die Steuerungsanforderungen im Bereich der beruflichen Weiterbildung seit dem Arbeitsförderungskonsolidierungsgesetz (AFKG) unter Kostenaspekten weiter anwachsen.

Schlaffke, Winfried/Winter, Helmut (Hrsg.)

### **Perspektiven betrieblicher Weiterbildung. Leistungen und Aufgaben**

Köln: Deutscher Instituts-Verlag, 1985, 336 S.

*Further training; employers organization; technological change; Germany FR.*

„Die Beiträge des Sammelbandes beruhen auf Referaten, die auf einem vom Institut der deutschen Wirtschaft im September 1984 einberufenen Kolloquium gehalten wurden. Aus unterschiedlichen Blickwinkeln werden die vielschichtigen neuen Aufgaben betrachtet, die der Weiterbildung aus dem technologischen und gesellschaftlichen Wandel erwachsen sind.“

Bericht der Bundesregierung über die Auswirkungen der Änderungen des § 44 Arbeitsförderungs-gesetz durch das Arbeitsförderungskonsolidierungsgesetz und das Haushaltsbegleitgesetz 1984.

In: Bundestagsdrucksache 10/3659, Deutscher Bundestag, 10. Wahlperiode, S. 1 – 31.

*Further training; training assistance; labour legislation; State participation; Germany FR.*

Ziel und Inhalt der gesetzlichen Änderungen: „Die für die berufliche Weiterbildung (Fortbildung und Umschulung) zur Verfügung stehenden Mittel sollten auf die arbeitsmarktpolitisch wichtigen Zielgruppen konzentriert werden, also in erster Linie denjenigen zugute kommen, die einer Weiterbildung zur Integration auf dem Arbeitsmarkt bedürfen. Daneben konzentrierte der Gesetzgeber die Förderung stärker als bisher auf die beitragszahlenden Arbeitnehmer.“ Zur Verwirklichung dieser Ziele erfolgte nicht nur eine Änderung des § 44 AFG, sondern auch eine Kombination verschiedener Gesetzesänderungen.

# Information Sources

Best, Nora

## **Berufliche Erwachsenenbildung**

Literatur und Forschungsprojekte (1. Ergänzung 1986 zu LitDokAB S. 13/1984), Hrsg.: Institut für Arbeitsmarkt- und Berufsforschung (IAB), Nürnberg: IAB 1986, unterschiedl. Seitenz. (Literaturdokumentation zur Arbeitsmarkt- und Berufsforschung, Sonderheft 13 – 1. Erg. 1986).

*Further training; documentation; training policy; employment policy; training legislation; training personnel; international relations; Germany FR.*

Die vorliegende Dokumentation weist 425 Titel einschlägiger Literatur und Forschungsprojekte mit folgenden Schwerpunkten aus:

- Bildungspolitik und Weiterbildung: Funktion, Konzeption, Ziele und Planung
- Weiterbildung im Recht, Bildungsurlaubsgesetze
- Institutionen, Kooperation, Finanzierung
- Einzelne Zielgruppen, Teilnehmerstruktur, Teilnehmerstatistik
- Qualifikation im Wandel: Anforderungen, Bedarf Strukturwandel auf dem Arbeitsmarkt, bildungsökonomische Aspekte
- Betriebliche Bildungsarbeit: Qualifizierung und Umschulung, Personalplanung
- Weiterbildungserfolg und -verwertung; Berufsverlauf, Aufstieg, Mobilität, Beschäftigungschancen, Abschlüsse, Zertifikate
- Lehrkräfte und Mitarbeiter: Qualifizierung und Professionalisierung
- Entwicklungen im Ausland, internationale Vergleiche

Behringer, Friederike

## **Mittlere Qualifikationen. Bestandsaufnahme und Kriterien zur Beurteilung angebotener Aus- und Weiterbildungsplätze**

Hrsg.: Bundesminister für Bildung und Wissenschaft (BMBW), Bonn: BMBW, 1985, 234 S.

*Further training; technological change; occupational qualification; initial training; training content; Germany FR.*

„Das in der beruflichen Erstausbildung erworbene Wissen, insbesondere, wenn diese Erstausbildung bereits längere Zeit zurückliegt, aber auch im Berufsleben gewonnene Kenntnisse, drohen angesichts des schnellen Fortschreitens technologischer Entwicklungen immer rascher zu veralten. Dies birgt für den einzelnen die Gefahr eines wachsenden Beschäftigungsrisikos wegen fehlender oder nicht den Erfordernissen des Arbeitsmarktes entsprechender beruflicher Qualifikation in sich. Um diesem Beschäftigungsrisiko erfolgreich begegnen zu können, ist die berufliche Weiterbildung neben einer qualifizierten Erstausbildung von ausschlaggebender Bedeutung. Sie läßt sich jedoch nur dann verwirklichen, wenn ein entsprechendes Angebot an Maßnahmen für die berufliche Weiterbildung bereitsteht. Die vorliegende Untersuchung widmet sich dieser Frage und kennzeichnet den Umfang und die Struktur des Weiterbildungsangebots für mittlere Qualifikationen, d. h. jenen Qualifikationen, die oberhalb der Facharbeiterebene angesiedelt sind, jedoch außerhalb der Hochschule vermittelt werden. Darüber hinaus wird das Angebot für den Erwerb einer Erstausbildung berücksichtigt, wenn diese zu einer Qualifikation führt, die oberhalb der Ebene der anerkannten Ausbildungsberufe liegt.“

## **Addresses**

Bundesministerium für Bildung und Wissenschaft, Heinemannstr. 2, D-5300 Bonn 2, Tel. (02 28) 5 71.

Bundesanstalt für Arbeit, Regensburger Str. 104, D-8500 Nürnberg, Tel. (09 11) 17-1.

Bundesforschungsanstalt für Landeskunde und Raumordnung, Am Michaelshof 8, D-5300 Bonn 2, Tel. (02 28) 8 26-1.

Bund-Länder-Kommission für Bildungsplanung und Forschungsförderung, Friedrich-Ebert-Allee 39, D-5300 Bonn 1, Tel. (02 28) 54 02-0.

Ständige Konferenz der Kultusminister der Länder in der Bundesrepublik Deutschland, Nassestr. 8, D-5300 Bonn 1, Tel. (02 28) 50 10.

Bundesinstitut für Berufsbildung, Fehrbeliner Platz 3, D-1000 Berlin 31, Tel. (0 30) 86 83-1.

Institut für Arbeitsmarkt- und Berufsforschung der Bundesanstalt für Arbeit, Regensburger Str. 104, D-8500 Nürnberg, Tel. (09 11) 1 71.

Wissenschaftszentrum Berlin, Griegstr. 5-7, D-1000 Berlin 33, Tel. (0 30) 8 26 30 71.



# Information Sources

# IRL

Prepared by:



**AnCO**

**The Industrial Training Authority**

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

## The relationship between continuing training and the labour market

The major providers of continuing training in Ireland are AnCO – the Industrial Training Authority, ACOT – Council for Development in Agriculture and CERT – the State training agency for hotels, catering and tourism. These organizations provide a wide range of training programmes for employed and unemployed persons, both in industry and in training centres. The Universities, the Colleges of Technology, Regional Technical Colleges, and second level schools coordinated by the Department of Education, are responsible for adult and continuing education courses.

The role of this training is to improve performance in work and to enhance the development of the individual through changing attitudes and increasing skills and knowledge. Continuing training and its

relationship with the labour market is an important one, particularly in regard to the nature and type of training required by members of the labour force in order to seek employment, learn new skills and to cope with changing work methods and practices.

Manpower policy which is the responsibility of the Department of Labour aims to promote the effective and efficient day to day operation of the labour market and to seek to ensure whatever adjustments are necessary to reconcile labour supply and demand. Thus manpower policy determines the training role and priorities of AnCO and CERT which operate under the aegis of the Department of Labour. Similarly ACOT undertakes its activities according to the policy of the Department of Agriculture. A

brief outline of present policy is outlined in section (b). A Government White Paper on manpower policy was published in September 1986 which will make changes and new proposals on current manpower policy.

The relationship between the labour market and continuing training is constantly a focus of research and investigation. Information is gathered on economic trends, labour and skill shortages, new technology, obsolescence of particular skills and new training methods from a wide range of sources. This research is undertaken by research departments within AnCO, CERT and ACOT as well as through other private and State-sponsored bodies. Findings from this research is used to influence overall government policy as well as the policies of the training agencies.

## Bibliography

### Government policy

#### **White Paper on Industrial Policy**

Irish Government  
Dublin, 1984, pp. 119, IRL 2.70

Government Publications Office, Sun Alliance House, Molesworth Street, Dublin 2

*Industrial policy, training policy, economic development, industry, Ireland*

The White Paper on Industrial Policy is designed to give a new impetus to industrial development. The Government's

industrial policy consists of the specific incentives and programmes, infrastructural supports and the wider macro-economic measures which are aimed at maximizing employment and economic development in Ireland.

# Information Sources

## **Building on reality 1985 – 87**

Irish Government  
Dublin, 1985, pp. 172, IRL 3.20

Government Publications Office, Sun Alliance House, Molesworth Street, Dublin 2

*Government policy, national planning, economic development, industry, Ireland*

Building on reality – the national plan for 1985 to 1987 sets out to chart the way in which economic and social policy will develop over that period. The objectives of the plan are:

- to halt and reverse the continuing upward spirit of unemployment;
- to halt the rapid rise in the burden of taxation;

■ to ensure the development of social policy in health, education, welfare and housing;

■ to make the institutions and public programmes work better;

■ to halt the diversion of tax revenue to the public debt interest payments;

■ to provide stability and certainty in the economy by clearly establishing the direction of policy.

## Reports

Manpower policy in Ireland

**National Economic & Social Council (NESC)**

Dublin, 1985, pp. 347, IRL 5.00

*Manpower planning, training policy, education policy, employment services, vocational training, Ireland*

This report, commissioned by 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.

## Other references

### **Inventory of research activities in manpower-related areas**

Manpower Consultative Committee, Department of Labour  
Dublin, 1982, pp. 22

*Information sources, printed materials, research reports, manpower, Ireland*

Department of Labour, Davitt House, Mespil Road, Dublin 4

### **Employment and unemployment policy for Ireland**

Coniffe, Dennis and Kennedy, Kieran  
Economic and Social Research Institute, Dublin, 1984

*Employment policy, unemployment policy, manpower labour market, Ireland*

Economic and Social Research Institute, Burlington Road, Dublin 4

### **Labour force survey**

**Central Statistics Office**

Dublin, 1981

*Labour market, research, statistics, statistical analysis, Ireland*

Central Statistics Office, Earlsfort Terrace, Dublin 2

## Organizations

### **Economic and Social Research Institute (ESRI)**

4 Burlington Road  
Dublin 4

### **Aontas – National Association of Adult Education**

14 Fitzwilliam Square  
Dublin 2

### **Central Statistics Office**

Ardee Road  
Rathmines  
Dublin 6

### **Department of Labour**

Davitt House  
Mespil Road  
Dublin 4

### **Institute of Public Administration**

Lansdowne Road  
Ballsbridge  
Dublin 4

# Information Sources

# NIL

Prepared by:

**p|c|b|b** Pedagogisch  
Centrum  
Beroeps onderwijs  
Bedrijfsleven

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

## Information technology at school and in adult education

In our society information technology is the technological component in the growing field of producing, processing and using information. Broadly speaking, information technology is used in two areas. In industry, the term is applied to the control and regulation of flows of goods within plants, the use of programmable machines and the integration of automated aspects of the production process. In service companies and offices, information technology plays an important role in the management of large volumes of information.

The widening range of computer applications is changing trade and industry: as jobs disappear, new ones take their place. The question is whether workers can be employed in jobs that have changed as a result of automation. This will partly depend on the nature and scale of the changes and on the previous training of the workers concerned. Technological advances are also changing qualification requirements in the labour market, resulting in a growing need for training.

In policy discussions on the relationship between work and learning two subjects consequently attracting increasing attention from a socio-economic angle are occupation-oriented adult education and the relevance of qualifications to the labour market.

Standard forms of training have the task of teaching the basic skills needed for an occupation.

It is considered important for (standard) adult education to be able to emulate developments in teaching methods and information technology in the education and training of young people. In cooperation with

regional trade and industry both initial and continuing training in recent developments can be provided.

Widening the range of specialized continuing training may benefit reindustrialization. It also gives trainers an opportunity to gain an impression of work as it is performed in practice and of workers' training needs. The degree of specialization has been under discussion in the education and training sector for some considerable time.

Adult education will be greatly influenced by the production, processing and use of information. Information technology is both the subject of and an aid to education. The subject, i.e. learning about information technology, is known as information science. Education in which information technology (in this instance, a computer) is used as an aid is known as computer-assisted instruction (CAI).

The changes which information technology and its applications entail raise the question of the different functions which adult education performs for different target groups.

Initiatives have already been taken and developments are in progress aimed at teaching adults to use information technology and preparing them for its spread.

In the Netherlands the Ministry of Education and Science arranges for courses to be held. A feature of policy in this area is consultation on plans and proposals, as set out, for example, in the draft report on the Informatics Stimulation Plan (drawn up in January 1984 by the Ministries of Education and Science, Agriculture and Fisheries and Economic Affairs on the basis of ideas

put forward by the Advisory Committee on Industrial Policy).

Most of the initiatives already developed and yet to be developed stem from this Informatics Stimulation Plan.

They include:

- the 100-schools project, in which lower vocational, general secondary and preparatory scientific schools have been selected to receive additional encouragement to introduce information science as a subject. This project is linked to the NIVO project (New Information Technologies in Secondary Education), in which the government, three Dutch companies and the umbrella education organization are cooperating;

- the Occupations for School-leavers in Information Technology (ISI) project is designed to give unemployed young people a better chance of finding work by teaching them to use information technologies. The regional centres organize the training courses and also have the task of recruiting trainees and arranging periods of on-the-job training;

- the Ministry of Social Affairs and Employment has made money available for two courses designed to eliminate the expected shortage of programmers and analysts;

- the National Programme of Crash Courses in Information Science (NIO) is designed to ease the strained labour market situation as regards specialists in information technology and other occupations in this field.

The INSP defines the government's most important tasks as being to provide incentives, to create favourable conditions, to

# Information Sources

develop an infrastructure and to initiate and organize processes. The government intends to keep to a minimum mandatory provisions that might slow processes which have already been initiated. The INSP covers four sectors, in which major changes are to be made without delay: education and training, research, the market and the public sector.

In the education and training sector vocational training has priority, since advances in information technology and automation are changing qualification requirements. In (initial) vocational training for adults initia-

tives that improve knowledge of both information technology and the use of technological equipment are therefore needed.

Employment-oriented adult education should be primarily geared to two vulnerable groups: women and 'older young people' (workers aged 35 or more who are already confronted with information technology and automation in their work). Information and the removal of barriers are particularly important for these two groups. The government should play a stimulating role with a view to preventing people in a vulnerable position in the labour

market from falling behind in two respects.

In view of the relatively high level of initial training in the Netherlands, it should be possible to make productive use of the capacities of certain groups. It is equally important for the best possible use to be made of available 'human capital' and for underutilization to be avoided by organizing work so that human skills can play their full part. Although it is unclear what the future will bring, the second half of the 1980s will reveal whether the greatly increased social need for employment-oriented adult education can be met.

## Bibliographical references

Bouquet, Rob, Burg, Arda van den, Jonker, Marcel etc.

**Onderwijs en informatietechnologie: literatuurstudie naar de achtergronden van het 100-scholen-project.**

Onderzoeksgroep onderwijs en informatietechnologie; Vakgroep algemene en vergelijkende onderwijskunde van de Universiteit van Amsterdam.

Amsterdam, Universiteit van Amsterdam, 1984,

III, 100, xx pp. sepp.

*Computer science; information technology; computer-assisted instruction; education; government policy; Netherlands.*

Brandsma, T.

**Informaticabeleid, trendvolgend of trendsettend?**

In: *Beleid en maatschappij*, 13 (1986), 2, p. 84-94.

*Computer science; government policies; Netherlands*

Uiteenzetting over het beleid van de Nederlandse overheid ten aanzien van de informatietechnologie. Schets van het industrie- en technologiegebied van 1945-1979: chronologische beschrijving van het beleid sinds 1979: het rapport van de adviesgroep-Rathenau en het regeringsstandpunt daarover, het Informatica-stimuleringsplan, de problematiek van de PTT, het beleidsplan Technologiebeleid en de nota Integratie van wetenschap en technologie in de samenleving (IWTS-nota).

**Computer en onderwijs**

In: *Nederlands Tijdschrift voor Opvoeding, Vorming en Onderwijs*. Jrg. 2, nr. 3 (1986); p. 117-164.

*Computer science; computer-assisted instruction; Netherlands*

Themanummer over computer ondersteund onderwijs (COO), vaak onderscheiden in computer beheerd onderwijs (CBO), en computer gestuurd onderwijs (CGO). Bespreking van een aantal ideaaltypingen van CGO aan de hand van historische ontwikkelingen in de psychologie en de automatentheorie en mogelijkheden van de toepassing van de technologie van de expertsystemen bij CGO. Uiteenzetting van de ondersteuning door de computer van leer- en onderwijsprocessen en de mogelijke functies van de computer in het onderwijs in het algemeen en in het bijzonder de plaats van de computer in het curriculum. Beantwoording van de vraag hoe je computers in het onderwijs toe kunt passen en aandacht voor toekomstige technologische ontwikkelingen. Effecten van COO op o.a. leerresultaten van leerlingen en de snelheid waarmee ze zaken onder de knie krijgen.

# Information Sources

Hoenderkamp, T.

## **Informatica in het hoger beroepsonderwijs**

In: *Informatie*, 28 (1986), 4, p. 269–275.

*Computer science; higher vocational education; curriculum; Netherlands*

Het Hoger Beroeps Onderwijs (HBO) is sterk in beweging. Allerlei politieke, onderwijskundige en maatschappelijke veranderingen, alsmede de buitengewoon snelle ontwikkelingen in de technologie zijn er oorzaak van dat het HBO over enige jaren een totaal ander aanzien zal hebben. Niet alleen de organisatorische structuur, ook de onderwijsprogramma's en de leerprocessen zullen drastisch veranderen. De noodzaak tot deze veranderingen wordt ingegeven door het besef dat het HBO wil blijven voldoen aan zijn grondstelling; het opleiden van mensen die een beroepsgerichte deskundigheid paren aan het vermogen problemen te onderkennen en op te lossen.

## **Het informatica-stimuleringsplan en de rol van O & W**

Ministerie van Onderwijs en Wetenschappen. Projectstaf Onderwijs en Informatietechnologie

Zoetermeer, Ministerie van Onderwijs en Wetenschappen, 1986, 24 pp.

/PSOI-reeks; 1/

*Computer science; education; Ministry of Education; Netherlands*

Schets van de structuur waarbinnen de doelstellingen worden nagestreefd van het onderwijsdeel van het informatica-stimuleringsplan (INSP) en van de rol die het Ministerie van Onderwijs en Wetenschappen vervult bij de verwezenlijking van deze doelstellingen.

## **Informatietechnologie en werkgelegenheid: inzichten en vooruitzichten**

Ministerie van Sociale Zaken en Werkgelegenheid/Directie Algemene Beleidsplanning Den Haag, Ministerie van Sociale Zaken en Werkgelegenheid/Stafafdeling Externe Betrekkingen, 1986, 51 pp.

ISBN 90-363-95712

*Information technology; organization of work; occupational changes; Netherlands*

Iersel, J. van

## **Ontwikkelingen in beleid m.b.t. de aansluiting tussen educatie en arbeid**

In: *Tijdschrift voor arbeidsvraagstukken*, 2 (1986), 1, p. 52–59.

*Education; labour; developing areas; government policy; Netherlands*

Studie inzake institutionele aspecten van de relatie tussen educatie en arbeid in Nederland. Nagegaan wordt welke trends zichtbaar, en welke ontwikkelingen te verwachten zijn. Wijze waarop de rol van de overheid en die van de sociale partners zich hebben ontwikkeld. Uitgangspunt is dat de bestuurlijke structuur van beroepsgerichte educatie een doorslaggevende factor is bij de inhoudelijke ontwikkeling van de beroepsgerichte educatie.

## **Het zit in de computer: advies over volwasseneneducatie en informatietechnologie**

Ministerie van Onderwijs en Wetenschappen. Adviesgroep volwasseneneducatie 's-Gravenhage: Staatsuitgeverij, 1985. – II, 130 pp.

ISBN 90-12-05215-7

*Computer science; adult education; government policy; Netherlands*

Advies over het gebruik van de computer in het volwassenenonderwijs en de resultaten van een onderzoek naar het educatief gebruik van computers in de beroepsgerichte volwasseneneducatie. Allereerst wordt ingegaan op de betekenis van de computer voor het volwassenenonderwijs, een toetsing van het overheidsbeleid m.b.t. deze problematiek en voorstellen voor wijzigingen die noodzakelijk zijn in het beleid. Vergelijking van onderzoeken op dit gebied verricht door de SVO (Stichting Voor Onderwijsonderzoek) in het zgn. 100-scholenproject „Burgerinformatica” en door het Studiecentrum Volwasseneneducatie (SVE) naar computergebruik in de algemene volwasseneneducatie. Beschrijving van de initiatieven die ondernomen moeten worden, zoals voorlichting, laagdrempelige cursussen, dag- en avondonderwijs, primaire beroepsopleiding en gewenste infrastructuur.

Kraayvanger, G., B. van Onna

## **Arbeid en leren: bijdragen tot volwasseneneducatie**

Doorewaard, H., Hartog, C. den, etc. Baarn, H., Nelissen, 1985, 254 pp.

ISBN 90-244-0993-4

*Labour relations; adult learning; education; Netherlands*

The complex relation between labour and learning, the education proces and the effects of social organized labour. The development of work such as the introduction of information technology, redistribution of work and increasing unemployment, needs to be discussed. Describing of social changes, conceptions and theories of the relation between labour and learning, socialization of work, adult education, vocational training and innovation.

Moonen, J.

## **Toepassing van computersystemen in het onderwijs**

Projectgroep Basisvorming in het onderwijs. Voorzitter C.J.M. Schuyt. Wetenschappelijke raad voor het regeringsbeleid.

's-Gravenhage, Staatsuitgeverij, 1986, 70 pp.

/Voorstudies en achtergronden: V 52/

ISBN 90-12-05226-2

*Computer-assisted instruction; training; educational policy; Netherlands*

Verslag van deelonderzoek naar de benodigde basisvorming inzake omgang met computers en de wijze waarop computersystemen het bestaande curriculum zouden kunnen ondersteunen. Schets van invloed van computer in het onderwijs. Overzicht van vormen van computergebruik in het onderwijs (computer als trainer, als model voor het denken en als vervanger voor het denken). Computer ondersteund onderwijs in de verschillende leervakken (rekenen en wiskunde, moedertaal en vreemde talen, informatievakken). Wordt informatiekunde een apart vak? (Burgerinformatica, computeralfabetisme). Invoering van computers in het onderwijs (strategieën, behoefte aan apart computerlokaal). Uitgangspunten van beleid in Nederland m.b.t. basisonderwijs en voortgezet onderwijs.

**Venta y suscripciones · Salg og abonnement · Verkauf und Abonnement · Πωλήσεις και συνδρομές  
Sales and subscriptions · Vente et abonnements · Vendita e abbonamenti  
Verkoop en abonnementen · Venda e assinaturas**

**BELGIQUE / BELGIË**

**Moniteur belge / Belgisch Staatsblad**  
Rue de Louvain 40-42 / Leuvensestraat 40-42  
1000 Bruxelles / 1000 Brussel  
Tél. 5 12 00 26  
CCP / Postrekening 000-2005502-27

Sous-dépôts / Agentschappen:

**Librairie européenne /  
Europese Boekhandel**

Rue de la Loi 244 / Wetstraat 244  
1040 Bruxelles / 1040 Brussel

**CREDOC**

Rue de la Montagne 34 / Bergstraat 34  
Bte 11 / Bus 11  
1000 Bruxelles / 1000 Brussel

**DANMARK**

**Schultz EF-publikationer**

Møntergade 19  
1116 København K  
Tlf: (01) 14 11 95  
Telecopier: (01) 32 75 11

**BR DEUTSCHLAND**

**Bundesanzeiger Verlag**

Breite Straße  
Postfach 10 80 06  
5000 Köln 1  
Tel. (02 21) 20 29-0  
Fernschreiber: ANZEIGER BONN 8 882 595  
Telecopierer: 20 29 278

**GREECE**

**G.C. Eleftheroudakis SA**

International Bookstore  
4 Nikis Street  
105 63 Athens  
Tel. 322 22 55  
Telex 219410 ELEF

Sub-agent for Northern Greece:

**Molho's Bookstore**

The Business Bookshop  
10 Tsimiski Street  
Thessaloniki  
Tel. 275 271  
Telex 412885 LIMO

**ESPAÑA**

**Boletín Oficial del Estado**

Trafalgar 27  
28010 Madrid  
Tel. (91) 446 60 00

**Mundi-Prensa Libros, S.A.**

Castelló 37  
28001 Madrid  
Tel. (91) 431 33 99 (Libros)  
431 32 22 (Suscripciones)  
435 36 37 (Dirección)  
Télex 49370-MPLI-E

**FRANCE**

**Journal officiel**

**Service des publications  
des Communautés européennes**  
26, rue Desaix  
75727 Paris Cedex 15  
Tél. (1) 45 78 61 39

**IRELAND**

**Government Publications Sales Office**

Sun Alliance House  
Molesworth Street  
Dublin 2  
Tel. 71 03 09

or by post

**Government Stationery Office  
Publications Section**

6th floor  
Bishop Street  
Dublin 8  
Tel. 78 16 66

**ITALIA**

**Licosa Spa**

Via Lamarmora, 45  
Casella postale 552  
50 121 Firenze  
Tel. 57 97 51  
Telex 570466 LICOSA I  
CCP 343 509

Subagenti:

**Libreria scientifica Lucio de Biasio - AEIOU**

Via Meravigli, 16  
20 123 Milano  
Tel. 80 76 79

**Libreria Tassi**

Via A. Farnese, 28  
00 192 Roma  
Tel. 31 05 90

**Libreria giuridica**

Via 12 Ottobre, 172/R  
16 121 Genova  
Tel. 59 56 93

**GRAND-DUCHÉ DE LUXEMBOURG  
et autres pays / and other countries**

**Office des publications officielles  
des Communautés européennes**

2, rue Mercier  
L-2985 Luxembourg  
Tél. 49 92 81  
Télex PUBOF LU 1324 b  
CCP 19190-81  
CC bancaire BIL 8-109/6003/200

Abonnements / Subscriptions

**Messageries Paul Kraus**

11, rue Christophe Plantin  
L-2339 Luxembourg  
Tél. 49 98 888  
Télex 2515  
CCP 49242-63

**NEDERLAND**

**Staatsdrukkerij- en uitgeverijbedrijf**

Christoffel Plantijnstraat  
Postbus 20014  
2500 EA 's-Gravenhage  
Tel. (070) 78 98 80 (bestellingen)

**PORTUGAL**

**Imprensa Nacional  
Casa da Moeda, E. P.**

Rua D. Francisco Manuel de Melo, 5  
1092 Lisboa Codex  
Tel. 69 34 14  
Telex 15328 INCM

**Distribuidora Livros Bertrand Lda.**

**Grupo Bertrand, SARRL**

Rua das Terras dos Vales, 4-A  
Apart. 37  
2700 Amadora CODEX  
Tel. 493 90 50 - 494 87 88  
Telex 15798 BERDIS

**UNITED KINGDOM**

**HM Stationery Office**

HMSO Publications Centre  
51 Nine Elms Lane  
London SW8 5DR  
Tel. (01) 211 56 56

Sub-agent:

**Alan Armstrong & Associates Ltd**

72 Park Road  
London NW1 4SH  
Tel. (01) 723 39 02  
Telex 297635 AAALTD G

**UNITED STATES OF AMERICA**

**European Community Information  
Service**

2100 M Street, NW  
Suite 707  
Washington, DC 20037  
Tel. (202) 862 9500

**CANADA**

**Renouf Publishing Co., Ltd**

61 Sparks Street  
Ottawa  
Ontario K1P 5R1  
Tel. Toll Free 1 (800) 267 4164  
Ottawa Region (613) 238 8985-6  
Telex 053-4936

**JAPAN**

**Kinokuniya Company Ltd**

17-7 Shinjuku 3-Chome  
Shiniuku-ku  
Tokyo 160-91  
Tel. (03) 354 0131

**Journal Department**

PO Box 55 Chitose  
Tokyo 156  
Tel. (03) 439 0124

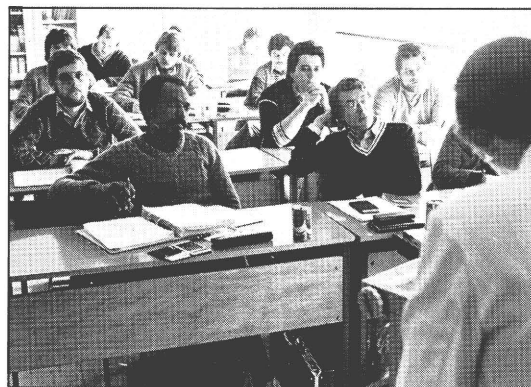
# Unemployment –



*This is one of the central issues of education, social and labour market policy.*

*Although there would seem to be limited possibility of lowering the present level of unemployment by creating and extending vocational training measures, vocational training can nevertheless be effective in the prevention of further unemployment, the securing of jobs and the creation of new employment opportunities.*

*Can continuing vocational education and training help solve the problem?*



*The following CEDEFOP studies show which groups could profit from specific continuing education and training measures, what effect these have on labour policy and what risks they entail:*

**CEDEFOP**

*For ten years now, CEDEFOP has been active, on behalf of the Member States and the Commission, in research, information and documentation work on subjects such as youth unemployment, adult training, corresponding training levels, comparison of vocational training systems, training for disadvantaged groups, etc.*

**CEDEFOP**  
**European Centre**  
**for the Development**  
**of Vocational Training**  
**D-1000 Berlin 15**  
**Bundesallee 22**  
**Tel.: (0 30) 88 41 20**  
**Telex: 1 84 163**  
**Telefax: (0 30) 88 41 22 22**

## **Reintegration of adults into the continuing vocational training system as a means of preventing unemployment**

*Belgium, France, Italy*  
 German     French

## **Continuing training as a means of preventing unemployment**

*A comparative study:*  
*Denmark, Federal Republic of Germany, The Netherlands, United Kingdom*  
 German     English     French

## **Continuing education and training and the labour market**

*Synthesis conference report*  
 Danish     German     English  
 French     Greek  
 Italian     Dutch

*Please write to us indicating the documents you would like to order. Please mark the languages required.*

Prices (excluding VAT) in Luxembourg

Single copy	ECU 2.90	BFR 130	IRL 2.10	UKL 1.80	USD 2.50
Annual subscription	ECU 7.05	BFR 320	IRL 5.10	UKL 4.25	USD 5.00



OFFICE FOR OFFICIAL PUBLICATIONS  
OF THE EUROPEAN COMMUNITIES

ISSN 0378-5068

L – 2985 Luxembourg

Catalogue number: HX-AA-86-003-EN-C