

Where is adult education going?

No 9 September 1982

Editorial

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The firm — the training and education milieu

F. Viallet

Adult education and social changes

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Adult education — opportunity for new life styles

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Adult education and training, a concept in search of a common definition

'Educazione degli adulti' and 'formazione permanente' are Italian terms whose significance differs considerably from the French terms 'formation professionnelle des adultes' and 'éducation permanente,' the Anglo-Saxon term 'lifelong education,' and the German term 'Ewachsenenbildung'. This terminological uncertainty is above all symptomatic of the concept's diverse content, given its high degree of dependency on the sociocultural environment within which it originates. This is by no means surprising in a Europe searching for common parameters with which to analyse and define social and economic values and thus also education and training values. Even when observation is limited to the national situation in only one Member State of the European Community, these terminological problems do not seem to disappear. Uncertainty as regards the definition of this concept could derive

- from uncertainty concerning education and training objectives,
- from the multiplicity of promoters of initiatives and the great diversity of education and training institutions.

Education and training objectives: Adult education arose in Europe in the last decades of the nineteenth century in response to the need to combat mass illiteracy; it developed further in the wake of postwar economic recovery during the fifties of the twentieth century in response to the need to increase worker productivity on the basis of the American model of 'training within industry'. Having been called upon to contribute to economic growth during the sixties, adult education was once again geared to other objectives in the seventies when the economic recession set in. Of prime importance now was the need to combat unemployment and preserve employment, and the economic objectives of

adult education therefore took precedence over its cultural objectives. The objectives of adult education in the eighties are already becoming crystallized and will in all probability aim at combating technological illiteracy.

The promoters of initiatives are both public bodies (central and peripheral) and private bodies. The purposes and objectives differ, however. The schools and universities act as dispensators of general education, the trade union and political party organizations act as promoters of civic and political education, and the firms serve as the natural site for training aimed at transmitting technical and vocational knowledge and know-how. A distinction is therefore drawn between general education and technical-vocational training, which latter sees the human being, half *sapiens* and half *faber*, as a 'lifelong learner'.

Uncertainties as to how to define the concept are at the same time uncertainties as to how to undertake the necessary task of defining the broad lines of a common adult education and training policy. These uncertainties appear to be further aggravated by ongoing changes in the economic and social systems of the Member States of the Community.

■ The linear character of human transitions (from school to working life, from working life to retirement) appears to be placed in question by a series of uncertainties which inhabit hybrid situations (student-worker, retiree-student, etc.) and diversified processes of transition (from school to work, from work to school, from work to no work, from retirement to school, etc.). The distinction drawn between general education and basic training on the one hand and adult education and training on the other is thus becoming increasingly suspect.

■ Within the *social* dimension adult education and training is seen as a response to

the need to eliminate social-cultural deficiencies in marginal groups and redistribute opportunities for social development. Within the *economic* dimension adult education and training is seen as a response to the need to adapt technical knowledge and skills to changes in the organization and techniques of production. However, this practice of distinguishing two spheres of intervention is now being questioned, and there are signs that a change is underway. If the demand trend does indeed foreshadow the rejoining of technical man and social man, it will become increasingly difficult to differentiate according to type between the manifold measures of adult education, which today still entrusts its economic objectives to firms and its social objectives to public bodies.

■ There are likewise signs of change in the relationship between life and work in the sense of a relativization of the value *work* vis-à-vis the value *life*, a change which tends to question the dominance of the postulate 'learn how to work'. Leisure time is rapidly increasing in both volume and importance. But is the growing demand for education keeping step with the increase in leisure time and if so, which categories of users are involved?

■ New technologies are increasingly facilitating contact between individual users and distant sources of information and training, a development which could lead, not only to a change in current pedagogical methods, but also to a change in scholastically oriented training in the direction of highly differentiated and individualized curriculum content. This would shift the pedagogical objective towards the need to *teach how to learn*.

Within this context of uncertainties and ongoing changes which foreshadow a new social and economic order the question is raised: *Where is adult education going?*



Where is adult education going?

Walter James

Professor of Educational Studies,
The Open University

This paper is based on my involvement from 1977 to 1981 in the Council of Europe project 'The development of adult education' and my present activities as project adviser and chairman of the new project 'Adult education for development'. The considerable degree of support for the new project indicates more surely than any other analysis the direction in which adult education is going.

The use of adult education for development purposes is no longer a phenomenon to be observed mainly in the less developed Third World countries; the need for the redevelopment of political economic social and cultural life in what were previously thought to be 'advanced' societies has created new imperatives for the provision of adult education. Of course there are national differences; but these tend increasingly to be differences of degree, not kind.

The underlying aims

Where adult education is *primarily going* is towards the adoption of affecting people's performance in life as its prime aim. It goes beyond a concern merely for performance in the classroom. It abandons the optimistic and often unrealistic hope that what is learned in educational settings will be transferred to other arenas of life. It is less and less motivated to provide adult education as a leisure-time opiate for those whose lives are unsatisfactory.

Resource constraints accelerate this reorientation of adult education: the practice of adding the new onto existing provision is no longer economically feasible, and decisions about priorities are increasingly decisions about enabling one kind of provision to

wither and die in order that a new provision can be born and live.

Adult education increasingly is *recurrent* during life, *continuing* throughout life, *permanent* with life; and it is these life-related aspects that are increasingly emphasized. The terms have come to denote the *central quality* of adult education, and not merely its duration and frequency.

Overall there is a shift towards globalization; a movement which is still distant from its goals, but moves towards making two characteristics dominant:

- building education into the elements of everyday life, instead of setting it apart;
- deliberately using education as a means whereby people act on their environment.

When these two characteristics are represented as dimensions and presented typologically, the following matrix results:

Position I is increasingly being moved away from. Though not inhabited entirely by any institution or system it casts a spell over much that is done. It is the position of an idealized academic contemplative model, pursued in isolation both from the world and from action.

| | Separate from life | Integrated with life |
|--|--------------------|----------------------|
| Not deliberately providing a means for acting on the environment | I | II |
| Deliberately providing a means for acting on the environment | III | IV |

Position II still characterizes much on-the-job training in industrial and commercial situations. Though integrated with working life, its intention is customarily to fit the person to the job environment, and not to fit the job to the person. Though its advocates were reinforced by interpretations of Skinnerian psychology and programmed learning techniques, its rationale has been increasingly questioned as the cruder elements of division of labour have been seen to be not merely suspect in human and social terms, but counter-profitable economically.

Position III is the position of much professional training. It equips people to act on

the environment – other people's environment; but by segregating its constituency from so much of life (and sometimes from other students), it produces and reinforces behaviour which can be more responsive to professional peer-group norms than the needs which are supposed to be served. This position in professional education is being increasingly questioned, the more it comes to be recognized that though professionals profess many things, their common profession is often that they know better than those they are supposed to serve.

Position IV is a position which increasingly many are travelling hopefully, but few have yet arrived. It is a position more of us in

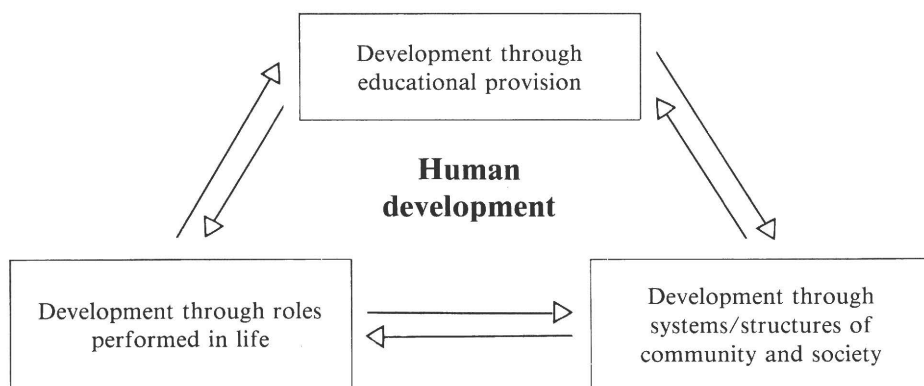


education will have to inhabit. It will be a journey into largely uncharted territory where the natives are not thought to be particularly friendly, and 'here there be dragons' is a prescription from the wise, rather than a description from the ignorant.

An adult education which increasingly moves towards the globalized position and deserts the others has to develop new understandings and relationships if it is to fulfil the new functions it seeks to perform. The most significant of these is that human development is affected by a complex of forces. Just as 'staff development' in enterprises and organizations recognizes that performance deficits can be remedied by *the interaction of training provision with job*

development and organizational development, so it more consciously comes to be recognized that human development is affected not merely by the educational provision available to human beings, but also, and often primarily, by the roles which human beings are allocated and by the systems and structures of the society and community which, among other things, allocate roles to their members. Human development is therefore more likely to be furthered when these three developments (through education, through role and through systems and structures) interact and relate.

Person development is therefore increasingly seen to be but one of a triangle of forces, all of which need to be acted upon.



In all cases therefore the adult educator pays increasing attention to whether the crippling of human development can be most effectively eradicated or reduced by

changing the roles which persons perform, and/or changing the social system under which they operate, as well as by making specific educational provision. Indeed in

some cases it is apparent that educational development of many kinds is impossible until the other kinds of development have preceded it. More educators are becoming convinced that a priority for adult education is directly to enable persons to transform the roles they play and the societies and communities in which they play them. People's educational development is seen to be more effectively furthered the more they are involved in the other two developments.

The consequences for practice

There is then the increasing adoption of *performance in life* objectives, and an increasing recognition that these objectives will not be attained unless the adult educator seeks to develop not only persons, but also the roles they play and the systems which affect their relationships. This twin emphasis is altering the constituency and the curriculum of adult education, and the modes by which it is planned and administered, and the bases of professional conduct within it.

A full discussion of all these features is precluded by the space available, and in any case all of them are the logical outcomes of the underlying aims which have been discussed. To list these features has the additional advantage that their range and their relationship can be more clearly observed. These transformations though all inter-related are also more likely to be stimulated and more energetically pursued as a result of two complementary forces: the perspective adult education has towards life (the outward perspective) and the perspective which it has towards itself (the inward perspective).

☐ The outward perspective

The main dimensions of development would appear to be a much greater involvement with and the giving of priority to:

■ *a constituency* whose performance in life is least adequate;

■ *a curriculum* which seeks to aid their development, and that of other peoples', not merely by educating them as individuals, but attempting also to enable them to secure different roles for themselves in society, and to seek to change the economic, political and social systems which marginalize or restrict them.

The observable features of such a curriculum are that:

- it is recognized that life is not only the arena where knowledge and skills have to be applied, but that life is also the arena where knowledge and skills, if they are to be relevant, have to be acquired; and it therefore produces shifts in the knowledge and skills base of adult education:

- a shift from knowledge organized and created by others,

to knowledge organized and created by persons out of their situation;

- a shift from knowledge mediated by others, to knowledge acquired at first hand from life;

- a shift from knowledge and skills acquisition which then has to be applied, to knowledge and skills acquisition through problem solving in life;

- a shift from knowledge and skills acquired by individuals, to knowledge and skills acquired through and by the group which maximizes their production and their application;

- it attempts to secure action on those features of life which limit performance (e.g. division of labour, urbanization, depersonalization, bureaucracy, sexual stereotyping);

- it attempts to act upon the ways in which human beings seek to use their continually extended powers, particularly when the use of those powers appear at best highly questionable, at worst massively wrong (e.g. energy policy, ecology, armaments, the relationship to the Third World);

- it is directly concerned to create in life:

- *values* that are not merely *personal*, but are also *social and political*;

- *behaviour* that is not merely *private*, but is also *public*;

- a *scope of concern* that is not merely *local*, but is also *global*;

- an *ethical motivation* that is satisfied not merely by *charity*, but works also for *justice*;

- it engages directly with life through such processes as:

- the raising of critical consciousness by which persons are helped to recognize the

extent to which the life they live does not meet their needs and to take action to remedy the situation;

- advocacy for a constituency whose own voice might not be powerful enough to secure change;

- the creation of enclaves where alternative life-styles can be practised (e.g. cooperatives, alternative sectors of employment, centres of educational which are also centres of production).

The operation of such a curriculum appears to be facilitated by:

- a planning process which relates adult education agencies, both statutory and voluntary, with non-educational agencies in joint approaches to social policy – relating educational, social, economic and political development to each other;

- an administrative process which coordinates and makes interdependent the provision of services which in the past have often been separate;

- professional behaviour which blurs the distinction between adult educators and other professional workers (e.g. in crossing the boundaries between educator, social worker, cultural animator, and economic entrepreneur as occasion demands) and between professional worker and volunteer;

- the deliberate recruitment as adult educators of those who are activists in social and community affairs;

- the deliberate recruitment as adult educators of those who know from their own experience the life situation of their students.

□ The inward perspective

This paper has attempted to indicate the more important consequent transformations and characteristics of adult education in Europe produced by the increasing adoption of *performance in life* objectives.

The ones that have been indicated so far derive from the *outward perspective* that adult education has to adopt towards life as its concern for the development of the person involves it more and more in

- developing the roles which people can play in life; and

- developing the institutions, structures

and systems which affect the way people live.

There is also a complementary *inward perspective* that adult education has to adopt towards itself; and in its concern for the development of persons, adult education has also had to be concerned with the extent to which it frustrates or fosters the human developments it seeks to bring about by:

- the roles it assigns to adults as students and learners, and

- its own organizational structures, institutions and systems.

So there are trends towards

- the involvement of communities in adult education policy-making, at the institutional level primarily, and at other levels;

- the involvement of students in the management of institutions;

- the development of programmes and institutions which do not perpetuate and increase educational disadvantage;

- the development of curricular content and processes which encourage learner self-management and autonomy;

- the development of measures for providing financial aid to adult students;

- increasing the priority given to adult students in admission to institutions which formerly restricted their access.

Conclusion

Many countries in Europe are moving towards more globalized positions in adult education and are consequently also in an intermediary stage between adult education which concentrated, sometimes almost exclusively, on individuals and their personal deficiencies, and adult education which is also concerned with mobilizing and raising critical collective consciousness to transform the social, political, cultural and economic systems which create some of the problems which individuals face. The organizational structures, administrative arrangements, curriculum, staffing and other resources of adult education which this transition requires are at this point in time only partly developed, but their further development seems certain, given the aims which adult education is coming increasingly to have.

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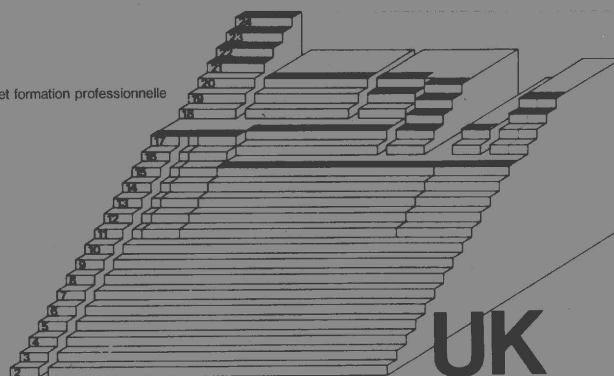
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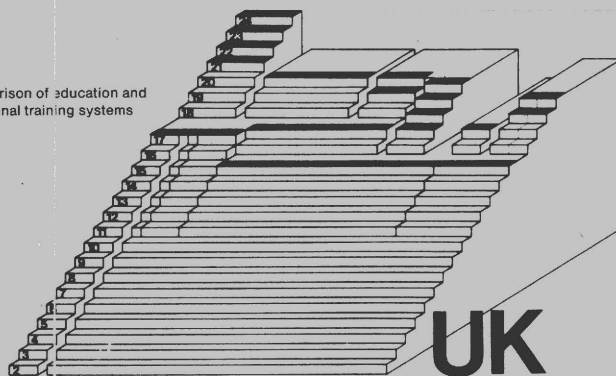
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The firm – the training and education milieu

François Viallet

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Training as is provided in most firms is in general characterized by obvious signs of wear and tear. This institutional breakdown cannot be repaired simply by changing trainers, training methods, and training content. On the contrary, it is necessary to radically revise the concept of in-firm training and education, or to put it more precisely, to arrive at the point where diversified approaches, each fully geared to the specific problems involved, can be conceived and implemented.

If training which a firm initiates or takes charge of is not supported by regular consultancy and advice, it will become what most learning has already become, namely, *large-scale consumption*, an activity justified primarily for its own sake. One sign of the transformation of training into an act of consumption is the way in which it is becoming increasingly governed by official rules and regulations: so and so many million persons attend each year a course of training; the average number of unit hours is so and so many; the share of the employers in the financing of training is so and so much, etc.

The urgent need to implement correction is further intensified by the fact that many firms now providing training do so on the basis of a completely outdated training system, thus squandering the chance given them to cast this burden of the past overboard and close ranks in an innovative educational process.

I shall now deal with the above in detail. It has become customary to think of training as a panacea with which to cure all the ills that afflict a firm and persons who work in it. Is intercommunication among the various sections of the firm inadequate? It is necessary to teach the workers to communicate better. Is the number of defect pieces too high? It is necessary to train the workers

to pay more attention to quality. Are persons at management level failing to discharge all their functions properly? It is necessary to better train them for their positions.

What is altogether extraordinary is that all company management personnel and indeed even the workers' representatives speak of training. This would be of only small concern if the mental concept of the verb 'to train' were not inevitably that of a class (disguised as need be by the word 'group', 'meeting', 'circle', or any other word reserved for adult education) being taught by an instructor (called 'animator', or 'trainer' in order to avoid giving the pupils, oh! excuse me, the adults undergoing training the feeling that they are returning to infancy). Furthermore, those who wish to train dislike having training recognized as such.

To put it bluntly, it is urgent that these practices be put a stop to or at least hounded, since they rarely make sense. In the final analysis they are, moreover, a discredit to the very concept of training. We know that in the large enterprises in France which have budgeted major sums for training over the past twenty years trainers are beginning to detect a certain weariness on the part of their 'clientèle' and are therefore directing their energy towards the task of reconditioning their 'products' in order to stimulate demand. Some new products, one of which is transactional analysis, have in fact since the end of the seventies enjoyed a certain degree of success. (A question for the European reader: 'What can we expect to happen between now and 1985? Answer: 'Take a look at what is happening now in California.')

Yes, to repeat, it is necessary to burn all the training catalogues and get rid of all the training centres; it is time to do some

rethinking as regards the real objectives of training.

I can name many large firms in France who ever since the beginning of the eighties have been fully aware of this need but have evidently hesitated to cry it out from the rooftops, well knowing that in most cases the time is not yet ripe.

I shall not continue this point-blank criticism, preferring rather to deal now with considerations which can facilitate efforts to *put sense into in-firm training and education activities*.

What is a firm of the 1980s?

One thing is certain, and that is that the *outside limits of the firm's domain are steadily expanding* and moving out of sight to the point where it is becoming increasingly difficult to say: 'There I leave the firm's domain, here I remain within its domain.'

What examples can we bring in support of this contention?:

■ Can we say that firms which operate as subcontractors for a specific firm are sited outside this firm's domain?

■ Is the reservoir of manpower from which a firm draws or which it maintains really sited outside its domain?

■ Is not the firm's catchment area affected by the firm's presence, seeing as it utilizes the area's infrastructure, discharges effluents in its waters, influences prices, and pays taxes?

■ A firm which commissions research studies draws profit from grey matter available outside, but is this grey matter really external to the firm's domain?

Etc.

Any reflection on in-firm training and education which is limited solely to the firm and

to consideration of factors situated strictly *intra-muros* (materials, methods, processes, resources, management, salaries, etc.) is, from the point of view of research aimed at determining the most effective way of preparing workers adequately for their tasks, greatly restricted in scope. In fact, the firm is coming more and more to resemble a vague entity being crisscrossed by tendencies now agitating society while at the same time functioning as the initiator of diverse social consequences, some of which are of long-range impact. It is not the nature of the firm itself but rather the concept of its economic and social function which has changed.

In the course of the first thirty years following the end of World War II our societies were geared exclusively to the production of goods. Firms first directed all their efforts towards producing, more and more products of better quality and then undertook to establish and expand their sales openings and gain new customers. This reasoning was then reversed: the concept of *commerce* gave way to the concept of *marketing*, which dictated what products should be produced.

Two other needs then became apparent, the need to undertake systematic *research and development* in order not to be bypassed by new generations of goods and services and the need to have omnipresent *management* in order to monitor, maintain, and increase company earnings.

Ever since 1975 two new needs have dominated the economic scene, the need to lower the *costs of production* and the need to improve *product and services quality*. At the same time, however, two demands have found a voice. The *first demand comes from persons* who are less and less willing to be fitted into the old mould of the firm and who feel that it is up to the firm to change and take into account individual aspirations. The *second demand emanates from the environment* within which the firm is located; it is felt that the firm should be expected to integrate itself harmoniously into the social body as one of its many elements.

All this, to be sure, profoundly conditions the nature of in-firm training and education activities.

In-firm educational activities

In order to clarify ideas, even at the expense of extreme oversimplification, I shall first



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undertake to classify the major training problems with which workers are confronted either singly or in groups. I will then examine for each problem the types of training and education activities which can be justified other than by custom or by the

existence of a training offer of long standing.

The following table provided a summary of these training problems. The comments which follow serve to describe the corresponding training and education activities.

| Problems which arise within the firm | | Justification |
|--------------------------------------|--|---|
| Problems of individual training | Acquisition of a diploma or a recognized qualification | Many young people leave school without having undergone vocational training and without vocational qualification. The firm, an element of the social system, conducts training directly or indirectly to meet this need. |
| | Preparation for a specific function | Entry to first-time employment, transfer from one job to another, and job advancement pose for the firm training problems. |
| | Continuing training while discharging a function | The need which workers have not to stagnate, the need which the firm has to improve work performance, and the introduction of innovative techniques and procedures call in turn for the proper management and development of worker skills and abilities. |
| | Person development | Workers may wish to acquire knowledge and skills which are not directly connected with their job. The firm may feel that also this should be its concern. |
| Problems of group training | Introduction of a social innovation within a work unit | Introduction in the firm of quality standards, microelectronics, dialogue, and concertation calls for parallel educational projects. |
| | Changes in tasks of a personnel category | Educational projects are necessary in the case of personnel transfer from an authoritative to a consultative function or when social or management responsibilities are assigned. |

This table calls for comment.

Let us assume that one task of the firm is to provide instruction in the Arabic language for twelve of its workers who wish to learn Arabic; this involves individual training. Let us assume that another task of the firm

is to teach the Arabic language to twelve members of a project team before setting up the nucleus of a production unit to be established in the Near East; this involves group training.

The outer form of the two training activities may very well be identical, but the results will differ greatly. In the case of individual training the result aimed at is that each participant will have acquired command of the language to a degree required for career advancement. In the case of group training the result aimed at is directly connected with the future task of the twelve participants, which will be to sign on Arabic-speaking workers and provide supervision, counseling, training, etc., within the same structure. Under these conditions one can easily understand that the activities of the two groups of persons undergoing training can and indeed must be very different in nature.

The desired result of individual training is that a certain number of persons now possess *new knowledge or new know-how*.

The desired result of group training is that for a certain group of individuals charged with a specific task or function *a problem is now solved*. It is precisely in this that the difference lies.

Let us return now to the categories listed in the preceding table.

■ Acquisition of a diploma or a recognized qualification

This is the one area of company training in which a prolongation of schooling is justified.

There are, however, certain differences. The company training courses will take place in some cases in the evening, after work hours; in other cases the courses will be organized in the form of alternating periods of instruction and practical application. In general the number of participants will be less than is the case at school, simply because the assumption is that training will then be more effective. The company courses do not lead to a diploma or a recognized qualification. If they are organized by the firm itself, career advancement takes the place of such a document. If the firm has enabled the worker to attend a course of training organized by an outside training institution, career advancement on the basis of the diploma or qualification acquired depends on agreement reached between the worker and the firm, on agreement reached between the firm and the workers' representatives, or on official regulations governing the specific professional branch involved.

The only real difference is a pedagogical one: the school for adult workers is not the same as the school for young people.

■ Preparation for a specific function

Firms have not systematically adopted the practice of briefing new workers and preparing senior staff for a specific function which has been assigned or is expected to be assigned to them.

Here, in contrast to the previous situation, it is not necessary to organize seminars or meetings, and certainly not just these, in order to effectively provide training.

Let us take, for example, the task of briefing new workers. Many firms take no action of this kind; one just does not speak of briefing. Other firms wait until a sufficient number of new workers have been taken on and then organize a day of reception and briefing during which representatives of the firm give lectures, sometimes illustrated by the showing of films and slides. *Voilà*, enough said, enough done! Such a practice completely overlooks the training service. The workers hear things they already knew before they signed on; they are given information which they cannot understand because it relates in no way



to what they know; they do not dare to ask questions for fear of looking ridiculous; etc. The results are well known: the worker in shop A has never been in shop B which is right next door, the foreman has caught a glimpse of the top manager but would not even recognize his voice; the worker has nothing to say to outsiders about his firm; the firm's newsletter is not read by anyone, etc.

Company educational activities organized in order to prepare management personnel for a new function are few and far between and for the most part very stereotyped. Some firms do have management schools which must be attended either before or after assignment to a managerial post. Where this is not the case, the usual practice is simply to regularly issue orders to the person in his new job.

The function which a candidate is to take over could therefore best be described in terms of ability to handle the job properly, an ability which by means of personal endeavour, compatibility, and attendance at training courses the candidate seeks to acquire. But this would presuppose that there is willingness to dedicate at least as much on-the-job time to setting up an 'itinerary of progress' and finding out how to travel this route as would normally be spent in deciding which text processing machine or any other type of product to invest in. If the economic and psychological costs of taking over a new function for which no preparation had been provided were taken into account and if the fact that here was a new area of progress for the firm were likewise taken into consideration, management would certainly not just ignorantly lay this matter aside.

■ Continuing training while discharging a function

This task has in general received more attention in the firms than has the preceding one, at least in those firms which are of considerable size. This type of ongoing training is usually called continuing train-

ing. The situation is nevertheless by no means satisfactory. The training has been medically packaged, with the firm's workers being offered 'pills' which are to be consumed under the control of the physician responsible for the training service; the entire procedure has been reduced to a ritual.

Fortunately, some firms have come to realize that the effective continuation of training on the job involves the need to clearly define work tasks and work procedures in such a way that the *very act of discharging the assigned function becomes itself an educational process*. This new comprehension has led, at least in France, to the insistence that the trainers-animators of the training sessions become instead trainers-consultants capable of sparking off a process of personal development within a work unit. If in a work unit the idea of a group project takes root and if the wherewithal for its implementation is at hand, there is no longer any need for training; more precisely, the only need is to meet occasional training demand as it arises, thus saving time and energy. The work tasks themselves constitute the real training. One forgets too often that that which one learns, one learns by one's self. It is senseless to try and save on this score. The phrase 'Mettre les gens en formation' (put people into training) makes no sense at all and must be brushed aside, if we do not want to brush training itself aside.

Firms of smaller size have at present a good chance of avoiding this hazard: they do not 'do' training and continuing training by consuming training offers at professional branch level, regional level, or national level. Rather than regretting this, they rejoice and only hope that financial means will not be found which will force them to consume seminars and training sessions. In these firms work tasks are less fragmented, lines of decision are more direct, sensitivity to the effects of the environment is greater, communication is less rigid, and risks are

greater; work itself is therefore potentially much more educative in character. I say potential because these firms are not immune to sleeping sickness or sclerosis. The right way to help them is to give them access to consultants, academics, and professionalists who can work for them as educators and activate their potential. Here, more than elsewhere, it is again apparent that the continuing training of personnel is in principle most effective in group training form.

■ Person development

Some workers in a firm may wish to learn a foreign language, produce a video film, or repair a car, even though these skills are in no way related to the job they are holding. They might also have other aspirations which are likewise foreign to their current job but do relate to some occupation which they wish to take up later on. In this type of learning situation, somewhat comparable with that of aspiring to a qualification, the training provided usually takes on a form similar to schooling. The firm can have various reasons for providing this training and need not pass on or take into account training results.

■ Group training

This aspect has already been dealt with to some extent in connection with continuing training. To summarize, the purpose of group training is to introduce within the working environment the practices of systematic progress research and to teach groups how to study problems which they are causing or with which they are confronted. Basically, training as is generally provided in a firm is disciplinary in nature. We consider it urgent that the group study of problems become an integral part of in-firm training. This is absolutely necessary, if training within the firm is to regain its significance and its élan. This is furthermore one concrete way in which workers can really be treated as the subjects of training, that which they will never cease to be.



Adult education and social changes

Michele Colasanto

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For the institutions and Member States of the European Community the directing of attention to adults is certainly no novelty, even though a comparative analysis would show that the adult education policies of the Member States are characterized more by differences and divergencies than by similarities and commonalities.

One basic similarity can, however, be taken as a source of reflection. The entire sphere of training measures designed for adults appears to consist primarily, if not exclusively, of two types of initiative:

- initiatives linked to socialization efforts and directed towards the socialization of immigrants at both work and non-work level, assistance for disabled persons, situational disequilibrium at territorial and sectorial level, etc.;

- initiatives aimed at ensuring regular employment, particularly during ongoing industrial restructurization or reconversion at both individual firm and production sector level, combined with initiatives aimed at improving the quality of working life via the reorganization of work and work processes.

There likewise seems to be a dearth of common approach characteristic of initiatives geared to problems of considerable urgency and magnitude such as projects aimed at fostering youth employment, in particular young people with higher levels of education and training, and projects designed to expand and upgrade jobs held by women.

Even in these various initiatives, however, an evaluation of adult education policies reveals the prevalence of a sectorial approach, with measures and actions

geared to specific individual needs. We must therefore ask whether measures implemented to date can be considered adequate or whether they are not perhaps inadequate in the face of social changes now taking place; we might rather ask whether the frequently deplored insufficiencies and delays and the still characteristic phenomena of heterogeneity of objectives* can be surmounted by thorough, in-depth discussion on and analysis of the main lines of approach of every adult education measure taken to date. Under this aspect at least four critical areas of reflection can be identified from which other coordinates can evolve:

- adult education and the school system;
- adult education and on-the-job training;
- adult education and social inequalities;
- adult education and the system of motivations at both work and non-work level.

Adult education and the school system

The first critical area of reflection concerns, as has been said, the relationship between adult education and the school system. Traditionally this relationship was characterized by a logic which assigned to adult education the role of closing educational

* It has been noted that for example training whose stated aim is that of transmitting work-relevant skills, with only scant theoretical instruction being provided in support, is taken advantage of primarily by workers whose level of relevant theoretical knowledge is already adequate and who need only practice in the skills involved.

gaps arising from early school-leaving. The school, being obliged to make selection at the cost of the socioeconomically and culturally disadvantaged, 'produced' (and to a certain extent, it must be added, still produces in certain areas and in certain segments of society) dropouts from medium school levels who attained only a very low level of education (a phenomenon characterized by widespread illiteracy) and in the end necessarily landed in the bottom social stratum. This, in turn, gave rise to the promotional role of adult education, promotional in both the social and the educational-cultural sense, a role which continues to distinguish adult education almost to the exclusion of other roles. It would, however, be erroneous to believe that with the advent of increased medium level schooling opportunities and a higher standard of living in general the relationship between adult education and the school system no longer constitutes a problem. The fact is that today there is still a problem, one of discontinuity deriving if not from the quantity certainly from the quality of instruction provided by the school system, one which does not seem to be able to deal with a specific type of illiteracy rampant today, namely, social and economic illiteracy, not to mention technological illiteracy particularly as related to information processing problems. This entire problem complex cannot, however, be dealt with adequately in the context of this article. Reference can be made here paradigmatically to the process of democratization of general economic choices and company management (economic democracy and industrial democracy), a process which is becoming rooted in response to the demand of workers that they be enabled to participate in the decisions of their firm and

their local and national community, a process which, even in the most recent instances, is sparked off by company situations in which only the simple vindication of its actions by management rather than commendable managerial skill prevails.

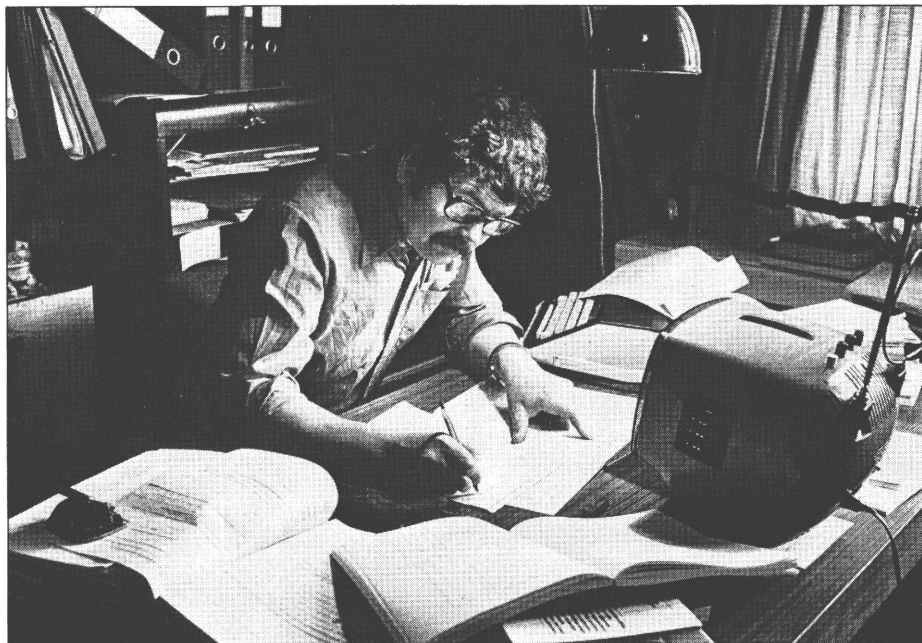
One intuitively senses that although on the one hand this type of managerial skill appears to be motivated by ideological conviction, it cannot on the other hand develop unless there is a background of adequate socioeconomic knowledge which today's school system is unable to impart in sufficient quantity at an adequate level of quality.

Adult education and on-the-job training

A second critical area of reflection on problems relating to adult education is, as has been said, the relationship between adult education and on-the-job training. This relationship has been developing along two lines of traditional activity in this field. A number of innovations have emerged which will lead in the course of time to a discontinuity analogous to that which has arisen in the relationship between adult education and the school. In connection with on-the-job training which understands adult education in the sense of basic or vocational training undergone in or outside the firm and intended to strengthen individual or collective worker mobility either horizontally (firm to firm) or vertically (small firm to larger firm), the following phenomena are of significance:

- The system of careers has evolved in recent years as has been predicted (for example in the publications of scholars such as P. Drucker and R. Richta); there is a shift in career emphasis from production line work to planning and control functions. In more general terms one might say that the nature of professionalism has been modified at least in the sense that the ability to continue to learn has acquired relevance along with the need to specialize.

- With regard to the development of the production system it can be said that the system is rapidly becoming tertiary in character in both relative and absolute terms in that tertiary occupations are predominating vis-à-vis secondary and primary occupations and that more and more small firms are now operating as subcontractors to larger firms in traditional industrial branches.



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However, there does not seem to be any development of a linear type. In point of fact, even if the body of parallel, marginal, and secondary production activities constituting the so-called 'submerged' activities are not taken into account, the hypothesis of a self-service economy could justifiably be set up whereby work roles would become distributed between a formal production system within which the task would be to continue to produce goods and certain basic services and a informal system with which a series of needs more directly linked to the person as such would be met in accordance with the modalities of self-service. The basis of departure for such a development is a critical review of traditional approaches to the problems of socioeconomic development, problems connected with the postulate of scarcity and the consequent postulate of increased division of labour as a means of eliminating this scarcity, the ever expanding dimensions of production and distribution organizations being taken as given. But this would be an incorrect perspective if as J. Gershuny has pointed out,* the following is true:

- Higher standards of living which characterize industrial societies lead, after a certain point has been reached, not to demand for more goods and services but rather to demand for higher quality and above all greater differentiation;

- Rather than leading to an increase in company size, technological development is

encouraging the distribution of company work throughout a series of small, independent work units;

- Technology is no longer potentially a factor of rigidity but rather one of flexibility, also as regards the emergence of innovations such as worker participation in management.

The consequences of various phenomena already mentioned in connection with the problem of adult education understood as on-the-job training (qualification and re-qualification) will be discussed below. In the interest of providing a logical overview of all problems of concern here, attention will rather be directed at this point to the third critical area mentioned above.

Adult education and social inequalities

The significance of the promotional role of adult education has already been stressed. This promotional significance stems from traditional situations which reflect the almost classical characteristics of the vicious circle of socioeconomic marginalization — low level of education-employment in inferior jobs — socioeconomic marginalization (an example would be groups of recently arrived migrant workers). This promotional significance is in turn challenged by a diverse structure of social inequalities, a structure which is horizontal rather than vertical in nature. Two observations serve to confirm this assumption:

* *After Industrial Society*, MacMillan Press Ltd. London and Basingstoke 1978.

■ Although the distribution of livelihood earning opportunities is still a function of social class structure, it is being increasingly determined by emerging independent variables (for example that of the peripheral/central siting of economic and political potential allowing for the diversified use of resources and the parallel diversification of employment opportunities);

■ In combination with the above observation the value of goods and services in a consumer society is determined not only on the basis of criteria of material itself but likewise on the basis of criteria of material usage (see, for example, F. Hirsch, *Social limits to Growth*).

The fourth critical area of reflection in connection with adult education, that of systems of motivations at both work and non-work level, has relevance at sociocultural level as the result of changes of the structural type already dealt with.

Adult education and the system of motivations at both work and non-work level

Reflection on the political education of adults is becoming in growing measure reflection on a different type of adult, a person whose working life will be characterized by work decentralization as the result of (1) the new relevance which work itself will have to the effects of social stratification, and (2) the growing importance which leisure life will acquire vis-à-vis working life. Signs that things are moving in this direction are already appearing, a good example being young people who in their search for the ideal type of work tend, according to sociological studies, to place opportunity for self-expression above questions of prestige and to value autonomy more than good pay and career advancement without autonomy.

The considerations dealt with above can of course be understood as constituting a scenario for the future rather than a description of what exists today. They do, however, highlight a trend which can serve as a criterion in evaluating various approaches taken in the field of adult education.

From results which the four critical areas of reflection point to, it is evident that it will

become increasingly difficult as time moves on to justify the continued implementation of two types of measures, one for adults and the other for young people preparing to enter working life. Even in the current situation confirmation of hypotheses which, although certainly not new, continue to pose considerable difficulties at operational level, namely, hypotheses of continuing education and the discontinuity and educational polycentralization which they imply, appears to be emerging. In other words, adult education now appears to constitute part of a training system within which the school has definitively lost its monopoly on educational function, this educational function now being anchored over the entire span of life. The preferred model is that of alternance training, obviously not so much in the sense of provision of didactic content (synchronized or partial alternance of training and work geared to the purpose of better preparing persons for working life) but rather in the sense of a radical redistribution of educational opportunities (diachronic or total alternance aimed at meeting training needs throughout life, particularly during times of forced or desired unemployment).

This is of course a Utopian model, the actualization of which implies need for a different system of work organization and a different social system. In any event, however, it serves to identify those criteria which educational policies must gradually uniformly adopt if they are to meet arising needs properly, criteria ensuring flexibility and differentiation and criteria regulating credit transfer as suggested in studies commissioned by international organizations such as UNESCO, OECD, and the European Community.

This Utopian model, likewise useful in the task of designing new policies of adult education and education *tout-court*, is now in the process, in fact, of being realized in part in that less and less distinction is being drawn between vocational training policies and policies not directly aimed at occupational qualification and requalification.

This fact is well known to those specialists in Italy who in recent years have had occasion to follow the development of the system of educational leave for workers either under legislation (as in France with its continuing training legislation) or under a work con-

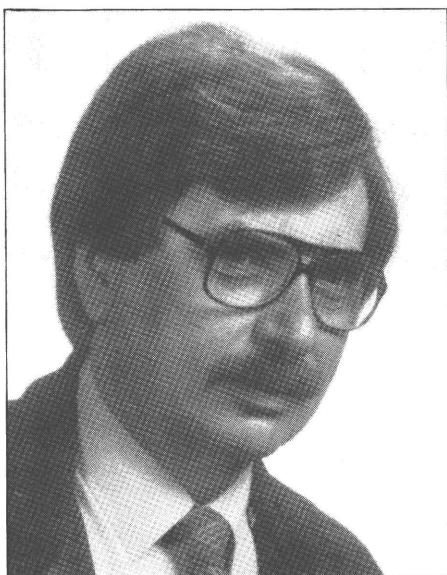
tract (as in Italy with its '150 hours' continuing training programme).

French legislation on continuing vocational training was enacted in response to a recognized need to meet demand for training which was related not to skill upgrading and hence to individual and collective occupational mobility but rather to the fulfilment of general educational and cultural expectations. The Italian '150 hours' programme, which originally arose in response to training needs of a non-occupational nature, is now being reexamined also in relation to its possible suitability as a response to problems of occupational qualification.

Obviously these examples have not been presented for the purpose of introducing discussion on various activities which from the viewpoint of purpose intended do not lend themselves to the drawing of distinction between work-oriented and non-work-oriented content. Aside from the difficulty which sometimes arises when the task is to understand what a specific occupation really is and what its relationship is to the development of the production system, the actual problem at hand is rather related to the *system of opportunities* which measures in this sector tend to determine. It is a system which moves in the direction of combining various training opportunities in a unified, organic fashion and which must above all take into account the French experience, formulated as follows:

'Continuing adult education appears to be accelerating a process of awakened interest in learning at firm level within professional, social, urbanistic, and institutional environments. The more the workers in a firm discover the desire and the means by which to refine their ability to grow as persons, thanks to their newly awakened interest in learning, the less the firm is in a position to meet on its own strength the expectations of the workers and the more the workers find interest in the prospect of person development linked to working life and local community life. Continuing education could thus contribute in an effective way to the process of awakened interest in learning and to a fruitful exchange between working environments and the environments of cultural and social life.'*

* P. COUSTY, R. SAINSAULIEU, 'Le travail systématique de la formation permanente en entreprise'. In: *Droit Social*, Nr. 2, February 1979.



Adult education — opportunity for new life styles

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'Persons desiring to become not the victim but rather the citizen of modern society must constantly seek to achieve better understanding of both themselves and the world around them. The extent to which they succeed, whether or not they become 'educated' in this sense, depends on their own scale of values. The democratic way of life and indeed the future of mankind depends in turn upon the ability of a sufficiently large number of people to adequately succeed in this effort.'

These sentences are contained in an expertise entitled: *German adult education — current situation and tasks* prepared in 1960 by the German Committee on Education, a body of leading educators and social scientists.¹ This document signaled the opening of a new phase in educational policy discussion marked by the realization that whereas formerly adult education was deemed to be more or less the private matter of individuals who voluntarily sought to reevaluate traditional cultural values and the challenges of modern society in terms of efforts to convincingly fill their own life with meaning; adult education was now an indispensable prerequisite to the continued existence of mankind. Something of much greater significance was now needed, namely, citizen participation in democratic decision processes, redesigned interhuman relationships in all spheres of life, a more critical consumption of rapidly increasing information and media products and, last but not least, improved efficiency in the working world, achievable in the aftermath of rapid economic growth only through higher qualification of the labour force.

*'The German education system of the sixties was the product of planning optimism and pragmatism. Little attention was paid to basic considerations and objectives.'*¹

When reference is made in adult education literature in the Federal Republic of Germany to the 'realistic turn' taken,² it is this new awareness of the demands of the working world and society at large, demands whose roots reach back to the Weimar period, which is being described. It was realized that education was a form of investment which also for economic reasons was well worth undertaking. Adult education, renamed 'continuing education,' now functioned as an instrument serving to improve the efficiency of the economic and social system; subsidized by public authorities and legally anchored, it recognized continuing training, previously left to the initiative of individual firms and autonomous bodies of private enterprise, as being of equal standing; effectively promoted under the Employment Promotion Act,³ it became an instrument of labour market policy hopefully expected to counterbalance economic slack and structural disparities. In other words, the education system of the sixties, above all in the final years of the decade, was characterized by until then unaccustomed planning optimism and pragmatism: draft curricula, didactic innovations, pilot programmes, and progress control predominated, with scant attention being paid in educational policy to basic considerations and objectives.⁴

'The first open questioning of the economic and political underpinnings of German adult education was criticism raised by the student movement and the educational bodies of the trade unions.'

It was only in 1970 at the height of this development that the German Educational Council gave decisive impetus in its structural plan to the question of objectives and basic considerations.⁵ Before this time, however, criticism was already being raised by students and by educational bodies of the trade unions regarding not only the frequently irrational reform euphoria of the sixties but also the questionable economic and political underpinnings of German adult education. Sharp criticism of the capitalistic system coming again and again to life whenever discussion turned to the educational disadvantages, socialization problems, and motivation shortcomings of workers, criticism which pointed to continuing inequalities in income level, participation opportunities, and learning opportunities,⁶ was motivated by the illusory hope placed in rapid social change. 'Democratization' at all levels of society was for adult education of the seventies not only a new central *leitmotif* which responded to the emancipatory claim to individual self-determination but also the prime aim of political learning at that concrete level of action where to think and to act could become one.⁷

'The determinant postulates of adult education are no longer output, earnings, and economic growth.'

The major reform movements which had assigned to adult education an important role in the redesign of life styles soon suffered setbacks serving to clearly identify the limitations of short-term strategies of social change and to render evident that far-reaching changes in the state of man's social awareness take time and require patience and that learning processes can become effective only when practical experience is coupled with serious reflection on and digestion of that which has been learned. We now speak of a 'reflective turn,' thus objectives and basic considerations and to existing possibilities and limitations of educational work with young people and to reflect on the complex set of preconditions involved in the context of a basically changed life situation. The assumption, previously understood to be self-evident, that output, earnings, and economic growth constitute the determinant postulates of adult education presumably oriented towards the objective needs of society has been as rudely shaken as has been the hope that in the short term social constraints and inequality of opportunities can to some extent be mitigated. The problems of mankind have increased whereas improvements in the approaches and methods of dealing

with them have not kept pace. Adult education is once again called upon to provide guidance and learning opportunities and to motivate persons to become users within the changed situation of the early eighties.

'Perspectives has never before been so open: self-realization to a degree never before experienced is just as conceivable as is a catastrophe of unimaginable proportions.'

In its early studies the Club of Rome already called attention to the limits to economic growth⁸ and appealed to the general public to show a readiness to rethink. The Club of Rome referred to the 'human dilemma,' namely, the 'discrepancy between the increasing complexity of all relationships and our ability to effectively deal with this complexity,'⁹ and stressed that learning at all stages of life was necessary, if the future of mankind was to become more humane. The perspectives have never been so open: 'Self-realization to a degree never before experienced is just as conceivable as is a catastrophe of unimaginable proportions.'¹⁰ Recent developments at technological and economic level which have led broad sections of the population in industrial countries to a standard of living never before achieved have at the same time so radically changed the preconditions of production and reproduction that any further technolo-

gical progress is already placed in question by various follow-up problems. The rapidly widening energy gap calls for the exploitation of new sources of energy, the exploration and development of which entails incalculable social risks; demographic growth outside the industrial centres of the world has created supply distribution problems which require complete rethinking with regard not only to the distribution of surpluses but to the entire distribution system itself. Infrastructural problems are becoming increasingly acute and cannot to any adequate degree be solved without considerably upsetting our entire ecological system, natural resources are running out, the disposal of waste and scrap products is polluting the natural environment, and climatic conditions are undergoing threatening change. Coupled with these developments is the growing social tension caused by shifts in the population structure, a shortage of good jobs, and a weakening of basic values, all of which place in question the legitimacy of our carefully built up political order, one which most of the younger generation have already rejected.

'There is no longer consensus regarding the basic values of our society, previously taken for granted.'

These new problems are only gradually coming to the attention of the broad mas-



ses, particularly there where consensus regarding the basic values of our society and the suitability of life styles, work styles, and communication styles, previously taken for granted, has become watered down and where the effects of follow-up problems of technical progress once apostrophized as development are being felt by entire population groups, namely, residents of certain quarters of a city or certain rural areas, people in certain age groups, people of certain nationalities, and workers in certain occupations affected by restructurization. These are, however, only the very first timid signs of a new approach which is subjecting the thought patterns governing our political and economic action to scrutiny and criticism, namely, the illusion of economic growth, which assumes that the unemployment problem can best be tackled by encouraging and subsidizing investment in the private sector; the free market dogma, according to which cyclical and distribution problems disappear when competition is unhindered; the individualized performance cult, which orients itself exclusively to quantitative categories of technical efficiency and economic soundness and must consequently serve as a substitute for creative activities which are no longer abundant; and finally the questionable hope of security based on military superiority.

Adherence to these clichéd types of thought and action cannot, however, hide the fact that the basic values of society are gradually being deflated. Although political objectives such as freedom, security, stable vitality, and durable justice are still given support by the majority of the citizenry, there is growing awareness that these basic values are no longer necessarily interrelated. Indeed, in the politics of everyday life they often conflict with one another. Priority decisions are necessary when, for example, freedom of the individual vis-à-vis equal opportunity for the less advantaged is involved, and the operationalization of basic values becomes controversial when the aim is to translate these values into objectives of political action. The feeling of insecurity is often heightened by the suspect nature of forecasts and their statistical bases, particularly when they are designed to serve special interests. With regard to major social and ecological problems, finally, there is frequently too little technical and economic expertise at work, expertise sorely needed precisely in view of the highly emotionalized discussion now ongoing concerning the quality of life and mastery of the future.⁹



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'Radical rejection of school, university, and adult education institutions does not help. The concept of 'deschooling' leads rather to idyllic isolation.'

In a situation such as this, in which the common weal in a democratic society is threatened to a degree seldom experienced, it is of no help to radically reject school, university, and adult education institutions, all too eagerly stigmatized as the cause of retard in the awakening of public consciousness. The concept of 'deschooling,' seen as the self-determined alternative to the institutional rigidity and bureaucratization of public educational institutions,¹¹ cannot solve this problem. It leads rather to idyllic isolation which misunderstands the necessary constraints of an industrial society, shies away from the realities of political and social life, and leaves concern for the protection of the weaker segments of the population to the free play of economic forces. It is here that adult education must turn the rudder if it intends to meet its commitment, that of contributing to the development and preservation of more humane life styles. For this task a double strategy at pedagogical and educational policy level is needed, firstly a strategy pointed against the madness of technocratic

progress and institutional ossification and towards new, creative, autonomous types of life style, work, and learning, and secondly a strategy pointed against the dropout from social responsibility and political participation and towards the preservation and institutionalization of basic economic and social structures within a free society.

'Radical rethinking can have practical consequences only when the achievements of industrial development have been given recognition.'

Within this overall social context, in which all chances of retaining free life styles and indeed of ensuring the humane survival of mankind are seriously threatened, radical rethinking on the part of all population groups is urgently necessary. However, such rethinking can have practical consequences only when first of all the achievements of industrial development are given recognition as the great purveyors of individual self-realization. Only so could the preconditions be created for the emancipation of the bourgeoisie and later on for the emancipation of the proletariat. Early industrial development freed the individual from the dependencies and constraints of his original 'natural' living conditions and prepared the way for the establishment of a democratic way of life.¹²

Although the limits to growth are becoming increasingly evident, this does not imply that the way out of this dilemma lies in romantic enlightenment which all too eagerly carries high the banner of freedom from the constraints of systems and nonindependencies and sees itself as the vehicle of satisfaction and achievement. Nor does it suffice to create alternative platforms for a self-determined life pattern of work and leisure, platforms which in both their historic and their present form could be described as a bourgeois privilege purchased at the cost of forcing generations to renounce the benefits of material consumption and individual autonomy. In no way, furthermore, does the frequently recommended concept of decentralization¹³ provide a comprehensive solution, it being not necessarily true that the undoubtedly greater degree of anonymity in a macro system of social organization must automatically result in less freedom of the individual. Finally, the much propagandized reactivation of primary groups from which direct social benefits can rightfully be expected is certainly ambivalent. Such groups can be the source of warmth, protection, emotional receptivi-

ty, and care, but at the same time they can exert direct constraints and lead to repression, conformity, and exclusivity, with all the negative consequences this involves as regards intercommunication, the establishment and maintenance of which is essential for adult education in its effort to promote new life styles.

'It is above all important that the purpose of work, namely, the usefulness of the product to both the consumer and the macro system of social organization, be understood.'

A more humane organization of work and working life will in the future constitute an essential aspect of human endeavour. If work is not to remain simply the tiresome task of reproducing the physical existence of individuals but is rather to foster their self-realization, technical and organizational conditions must be created which serve to eradicate alienation at the workplace. Examples are wider margins of discretion for the independent decisions of individuals and groups; access to insight into the entire production process; encouragement of work task-specific cooperation at group work level; and integration of individual work tasks into more complex production procedures. It is above all important that the purpose of work, namely, the usefulness of the product to both the consumer and the macro system of social organization, be understood¹⁴. The coupling of technical

qualification with social competence can then become the central core of efforts to render working life more humane and consequently to integrate continuing vocational training into the overall structure of adult education, which traditionally holds humane objectives high¹⁵.

This, in turn, can lead to a new relationship between work and leisure, two spheres of life whose influence the one on the other has never been contested, in spite of the widening degree of differentiation. Individually creative leisure-time activities lead to increased self-awareness which can have a strong feedback effect at the workplace. Neighbour citizens' groups, citizen movements, cultural activities, and political participation can all be contributive, provided they are accompanied by a process of reflection and learning. Public authorities who are aware of their obligation to support the democratic consensus¹⁶ of our society that new life styles must be given an opportunity to develop should assign priority to the task of creating the institutional framework for these activities.

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- ¹ *Zur Situation und Aufgabe der deutschen Erwachsenenbildung*. Stuttgart 1960, p. 14.
- ² H. J. KNOLL and H. SIEBERT: *Erwachsenenbildung am Wendepunkt*. Heidelberg 1967.
- ³ Arbeitsförderungsgesetz, 1 July 1962. BGBl. I. 1969, p. 582.

⁴ J. DIKAU: 'Erwachsenenbildung zwischen Affirmation und Kritik'. In: G. PICT and F. EDDING: *Leitlinien der Erwachsenenbildung*. Braunschweig 1972, p. 110 ff.

⁵ *Strukturplan für das Bildungswesen*, published by the Commission on Education of the German Educational Council. Stuttgart 1970.

⁶ See O. NEGT: *Soziologische Phantasie und exemplarisches Lernen*, Sixth Edition. Frankfurt 1971; D. AXMACHER: *Erwachsenenbildung im Kapitalismus*. Frankfurt 1974.

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⁸ D. MEADOWS et al: *Die Grenzen des Wachstums* – Bericht des Club of Rome zur Lage der Menschheit. Stuttgart 1972.

⁹ J. W. BOTKIN et al: *Das menschliche Dilemma – Zukunft und Lernen*. Club of Rome: Bericht für die achtziger Jahre. Vienna, Munich, Zürich, Innsbruck 1979, p. 17.

¹⁰ *Lebensbedingungen und Lebenschancen in der Zukunft*. Conference Report published by the University of Hannover, Hannover 1982.

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¹² W. STRZELEWICZ: 'Technokratische und emanzipatorische Erwachsenenbildung'. In: G. PICT and F. EDDING: *Ibid*, p. 134 ff.

¹³ J. HUBER (editor): *Anders arbeiten – anders wirtschaften*. Dualwirtschaft. Frankfurt 1979.

¹⁴ P. LÖW-BEER: *Industrie und Glück. Der Alternativplan von Lucas Aerospace*. Berlin 1981.

¹⁵ Summarized by A. BAHL-BENKER and V. RÖSKE: Berufliche Bildung als beruflich-politisches Lernen – Aspekte einer sozialwissenschaftlichen Begründung. In: *Weiterbildung zur Sekretärin*, published by the Bundeszentrale für politische Bildung. Bonn 1979.

¹⁶ See articles in: *Realismus und Reflexion*, published by V. OTTO; W. SCHULENBERG and W. SENZKY. Munich 1982.

Innovations in continuing education and training

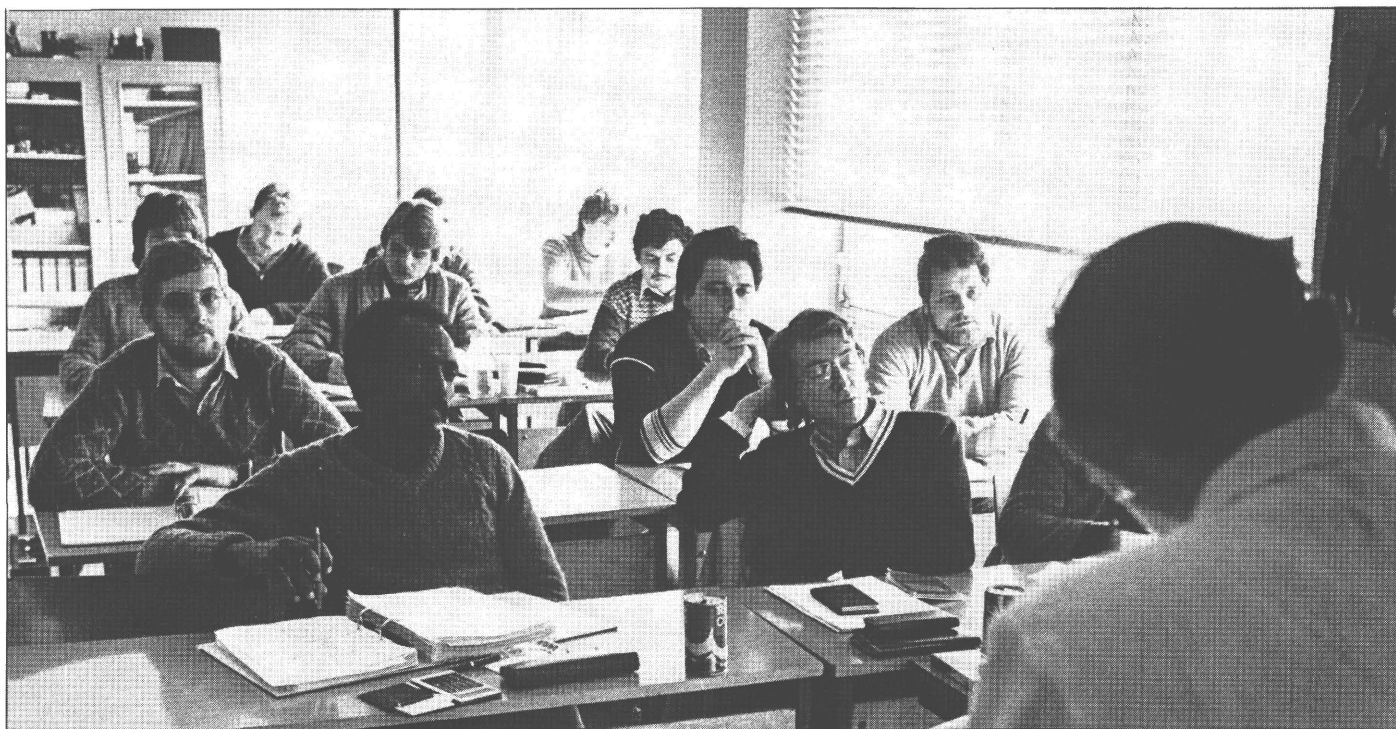
Cedefop's work in the field of continuing education and training led in 1979 to the publication of a file containing information on some 450 innovations in the field of continuing education and training in the Member States of the European Communities. In continuing its work on this topic, while the overall objective of providing a useful instrument for the exchange of information and experience between policy-makers and practitioners in the Member States remains the same, a new approach both with relation to the methods used and the products planned has been adopted. Before the end of 1982, Cedefop will have available from most of the Member States of the Communities, a brief report on trends in innovation in continuing education and training, substantiated by a limited number of selected examples of specific innovations. The preparation of these reports on trends and the selection of examples are

being carried out by technical teams in each of the Member States, assisted and guided by a national group composed of representatives of the social partners, government ministries and other major organizations directly involved in the area of continuing education and training. Three themes for priority consideration have been selected:

- training initiatives in response to the challenges posed by the new technologies;
- training initiatives, particularly those within companies, to respond to the threat of unemployment;
- training initiatives to assist the unemployed, particularly the long-term unemployed.

However, the technical teams and national groups were encouraged to include other major themes in which they considered

there had been particularly interesting innovations. The enquiry has attempted to take account not only of new courses, but also important changes in the environment and organization of continuing education and training programmes. In planning this section of the Bulletin, Cedefop has deliberately selected a number of those involved in preparing the reports on trends in innovations in continuing education and training for the above project. Thus the contributions from Italy, Belgium, the United Kingdom, France and Denmark have been prepared by individuals with access to the information collected for the project on innovations. In these articles, however, the authors have been encouraged to draw their own personal conclusions from the material which has been collected, as the reports later to be submitted to Cedefop will first be submitted for comments to the national groups.





in Italy

Luciano Osbat

In recent years there has been a growing demand for vocational training in our country. This is reflected in the public sector by an increase in the number of enrollees at vocational training centres¹ and the State-run vocational institutions² and in the volume of funds provided by the regions for on-the-job training activities.³ In the private sector this trend is confirmed by the expansion of vocational training programmes, programmes of instruction leading to a first school certificate and entry into working life or to a higher certificate or diploma, and courses geared to specialized knowledge and skills.⁴

The growing demand for vocational training, apparently stems in good part from adult workers who wish to increase, upgrade, or readapt their occupation-specific knowledge and skills. Although there is no statistical evidence confirming this assumption, it is supported by two facts. Firstly, training programmes operated or supported by the regions are being attended by adults, even though their number is still low (approximately 10% of all users of courses organized by the regional vocational training centres or financed by the regions are adults who are interested in obtaining skills upgrading, specialization, or requalification).⁵ Public funds are allocated to a large extent in response likewise to the growing demand on the part of adults for training. Secondly, the users of vocational training and non-school training programmes provided by private agencies are to a large extent, if not exclusively, adults. It can be roughly estimated that in Italy over 800 000 persons are now benefiting from these programmes, and their number is steadily increasing.⁶

The growing interest in continuing vocational training is unfortunately not ab-

sorbed by a system structured to adequately meet all types of training demand. In the public sector the organization of vocational training managed by the regions is greatly handicapped by the fact that economic and social conditions differ from area to area. Indeed it is often not even possible to set up a new programme of training measures or to modify somewhat the existing training system. There is very great diversity from region to region, and in some cases the measures instituted are so rigid that they simply cannot be adapted to changes in training demand. In the private sector there is such a proliferation of agencies, associations, and schools engaged in training activities that the system, being very complex, cannot be coherently structured so as to properly respond to the many requests for training. Indeed, there is frequently greater hesitancy in this sector to introduce changes in method and organization in order to answer to new needs arising in these changing times.

We shall now examine if and to what extent this rigid system which characterizes vocational training in Italy, in particular vocational training for adults, has been effected by new social demand and whether or not the system can launch a process of modernization and innovation in response to certain trends arising within it which are further intensified by renewed user interest in vocational training.

A first answer is contained in the evaluation reports prepared by a number of experts concerned with training processes in our country and officials of national agencies and associations operating in this sector; these evaluation reports have been collected in a study entitled: 'Tendencies and innovations in continuing training in Italy,' undertaken for Cedefop by the Giulio Pas-

tore Foundation. The interpellators, selected from a large body of experts and vocational training operators, have extensive expertise on the structure of both the vocational training system in Italy and the research institutes who regularly study and discuss this system.

According to these experts, adult education is rapidly expanding, primarily in response to training demands coming from workers. A number of aspects are conducive to this development, including a desire to satisfy individual training needs, a trend towards the personalization of training demand, a need to relearn in the face of changes in the production systems, and a sense of job insecurity in the light of cyclical and structural crises which can lead to the creation of new jobs calling for higher qualifications. This interest in continuing training has in some cases led to the implementation of pilot programmes which in turn attest to the ability of the Italian vocational training system to adapt to new challenges. To be mentioned are the pilot programme of lower secondary courses for workers (150 class hours), running for eight years now, which has attracted the most varied categories of workers, including domestics and unemployed workers;⁷ the system of training-work contracts established under Legislative Act 285 of 1977; distance-learning courses and other informal non-school courses; and training programmes launched by medium and large enterprises in response to the growing demand for training.

The experts are in agreement, however, that all these training programmes taken together in no way constitute a satisfactory overall answer coming from the vocational training system. The training offers are not adequately programmed, are not properly coordinated with the economic develop-

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ment of the country (frequently responding simply in terms of assistance), are not sufficiently flexible, are frequently not rich enough in educational content resulting from the fact that the trainers themselves have knowledge gaps, and are not supported by a comprehensive strategy of vocational training, not to mention an adult education strategy.

The system of continuing training is therefore not able to fully cover growing demand for training and meet both social needs and job-related needs. In some instances training requests and training offers seem to pass each other by without communicating, and this situation is steadily worsening. On the other hand demand for training arising from individual needs can coincide with needs of the employing firm or with a changed employment situation resulting from modernization measures in the field of work organization. On the other hand, however, the training then provided, above all in the public sector, all too often uses outdated models and tends to simply produce certifications rather than to adequately train in the light of changes stemming from modifications in the social system and the production system. What we are probably faced with are varying systems of training, work, economic development, and social development which, although they occasionally cross paths and collaborate on a nonstructured basis, seem to normally tend to move in directions which increasingly diverge.

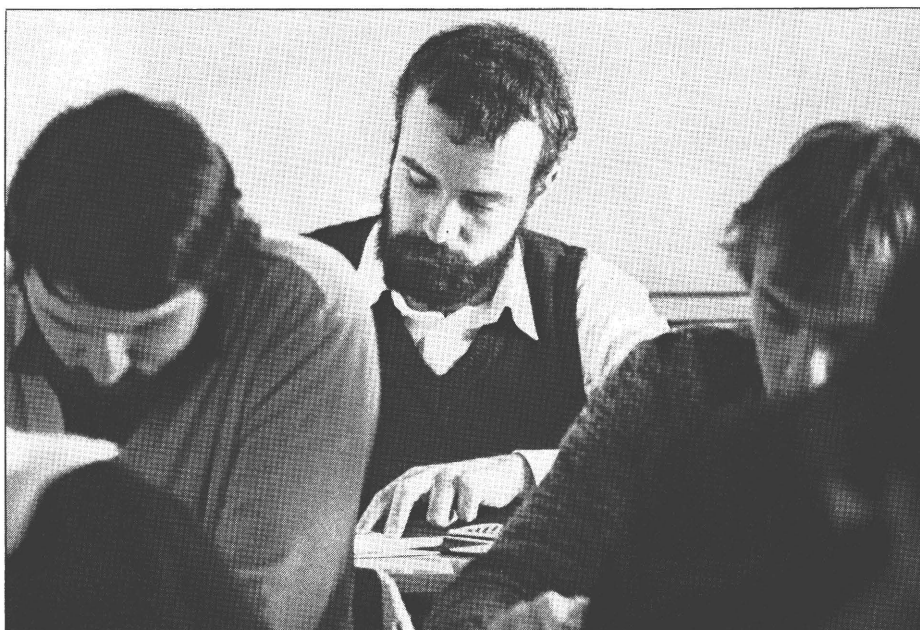
These evaluation studies have no doubt given us an objective picture of vocational training measures at public sector level but do require certain corrections and additions in connection with vocational training measures at private sector level, in particular those implemented by private enterprise. Here there are significant signs of vitality in the field of adult education. According to a number of the experts, this opens up prospects for a more modern approach to the social and productive role of training. The working place is of key importance in this connection. Initial and continuing vocational training must revolve within the orbit of needs created by work, namely, the need to align individual skills and knowledge to the objectives of production and the need to do everything to ensure long-term employment. The new demands for training either coming from individuals or identified by the firm itself tend to respond to training needs arising in the wake of measures taken to better align work organization to company objectives of more streamlined production

and greater work convenience. These objectives explain, in turn, the great emphasis given by companies to the task of setting up innovative training programmes, even though this involves the investment of considerable sums of money and calls for major training system modifications. This type of adult education caters in no way for individual training needs which are not linked to the workplace. The firms are not interested and the workers do not have the power (and frequently not even the desire) to intervene jointly. Training structures in the public sector are, for their part, not equipped to satisfy individual training needs which do not lead to school certificates or to vocational training qualifications and specialization.

The educational gaps in public and private continuing training measures have not hindered (and in some cases have even fostered) efforts to modernize the complex methodology and organization of training. Steps have been taken to design new training programmes, plan vocational training at regional level, introduce modular curricula, spread out periods of training, set up pilot schemes in connection with the transition from school to work, introduce alternance training, and utilize telematics. The experts were requested to consider the significance of these innovations in order to determine to what extent they might be able to signif-

icantly modify from within the model of vocational training which predominates in our country.

The experts reported in detail, emphasizing a number of aspects. Consensus prevailed that there was now growing awareness of need for the rigorously methodological projection and implementation of training measures which, in turn, should meet the criteria and take the form of an integrated project spanning from the programming of activities, methodologies, and instruments to evaluation processes and the identification of operational consequences. At the present time, it was stated, too little attention was being given to the task of disseminating information on the results of these innovations and, more importantly, too little interest in research and experimentation was being shown. Some of the experts felt that the innovations were in fact more apparent than real, more episodic than systematic. Important measures aimed at substantially modifying vocational training had had little impact because they were either not sufficiently evaluated or utilized in a wrong manner (Legislative Act 285 on measures to promote youth employment, 1977; Legislative Act 845 on vocational training (skeleton legislation), 1978). Other experts called attention to the fact that modernization efforts were being aimed primarily at initial vocational training,



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although there was no doubt that to the degree that they had methodological content these efforts could not fail to impact on other training measures, regardless of what target groups were involved. There was need, they felt, for better clarification of the distinction between initial training, on-the-job training, and specialized training, all of which are related to one another but have varying methodologies and objectives. The target-group finalization of training measures is indeed a central element of the system of vocational training and continuing training. By means of the precise identification of training objectives (implemented at central level) it is possible to arrive at a more homogenous coordination of training measures and a higher degree of system modernization. This perspective is tending to become coordinated with the trend towards the deschooling of the vocational training apparatus, with the existence of a plurality of flexible training routes, and with the availability of organizational personnel attuned to needs of vocational training users and the exigencies of social reality.

The main obstacles encountered by the trend towards modernization, other than those mentioned above in connection with measures already implemented, are all linked to inadequate structural bases of the vocational training system, unsatisfactory institutional and legislative solutions, and educational deficiencies distinguishing the sector as a whole. Referring again to the significance of and the magnitude of interest in adult education, it appears that innovative aspects and renewed attention tend to remain episodic and marginal and

do not seem to be of weight sufficient to influence development in this field.

In their evaluations the experts all concur in describing the continuing training system of our country as a system still in its infancy which bears all the negative marks characterizing the current situation in the vocational training sector; in considerably diminishing the importance of interest in adult education even though interest is in fact increasing; and in reporting also on measures undertaken to implement a function which is secondary and marginal in the face of the complex of problems troubling the vocational training system today.

A global judgment which also takes into account the historical background of vocational training in our country and thus social and economic development over the past fifty years — for the birth of vocational training as a mass phenomenon does in fact date back in history — should include comment on the conclusions of the experts. First of all, I feel, we must emphasize the unexpected acceleration which characterizes the manifestation of and the directing of attention to specific training needs in the school-specific domain (redesign of curricula to suit a specific target group is considered unnecessary as soon as the general effectiveness of the curricula becomes even minimally evident) and in the domain of non-school training and vocational training. This acceleration, which is accompanied in Italy by growing bureaucratization of the procedure of designing and defining training offers, clearly implies that needs arise anew even as it becomes possible to launch a specific training measure. From

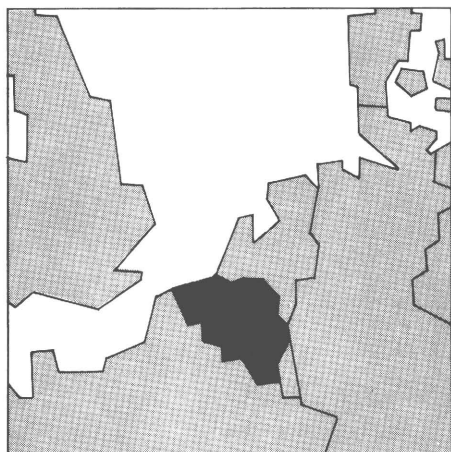
this point of view it is logical to await a growing interest in continuing training which is not dependent (either completely or in part) on inadequate and tardy offers of training provided in the public and the private sector.

Secondly, I feel that it is necessary to devote considerable attention to experience gained in other countries of Europe, above all those neighbouring countries in which our fellow citizens are working, and to encourage the exchange of views and experiences on a more structurized basis. If the increase in demand for training now evident in our country is likewise evident in other European countries, it is very probable that the plurality of training agencies at territorial, regional and national level will have increasingly more influence on the organization of training and that the monopoly held by the large, centralized training centres will become fragmented in favour of smaller, more active training institutions.

These integrative trends point to a more realistic future in the field of adult education characterized by increasing demand for training and the organization of adequate training offers in response.

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in Belgium

Pol Jean Debaty

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In Belgium there is a school at practically every street corner. Four school systems cater for two million children within compulsory schooling and also for boys and girls over 14 who continue on in school until the age of 18 (1977 – 1978). It is estimated that by 1985 80 % of all young people will voluntarily remain in school until they turn 18.

The State either finances or subsidizes all four systems but is responsible for organization in only a minority of instances. In general the provinces, the local communities, and the Catholic church carry responsibility for initial training. Vocational and technical training are also provided.

Beyond the age of 18 the situation of pupils, vocational trainees, students in secondary school and university, workers undergoing further training on the job, and unemployed persons who have left school either with or without a final certificate, or, differently worded, the situation of the large body of men and women over 18 undergoing continuing training is decidedly different. This is the adult age. Approximately 500 000 people participate in training programmes provided by the Ministry of National Education (75 % of this number), the Ministry for Small Business (self-employed persons and apprentices), the National Employment Office (job-seekers and jobholders), the Ministry of Agriculture, private firms, sociocultural groups, and non-profit associations, all of which are geared to adult education objectives.

Many of these training programmes now have obsolete management, however, since under the system of decentralization of responsibilities, called in Belgium regionalization of competencies, the central State has delegated its competencies in the field of

vocational training to the government bodies of the two linguistic communities, the French and the Dutch. In the coming months and years the two communities will therefore be able to set up two different vocational training policies. Facilitating this is the fact that upper secondary and university education will remain the responsibility of the ministries of national education, which will continue to belong to the central government. Within the subregions (Belgium is divided into 25 subregions), furthermore, subregional employment committees composed of representatives of the social partners and representatives of the school system and the National Employment Office have the task of identifying training needs at local level and establishing priorities in response to these needs. These committees answer to regional authorities (Walloon, Flanders, Brussels), and although their competencies are restricted to providing advice, they will without doubt gradually acquire increasing influence vis-à-vis local authorities.

Institutionalized contact among educators

This long introduction was necessary in order to appreciate the complexity of the task which an impartial observer in Brussels has been called upon to undertake, that of analysing the development of vocational training for adults in Belgium and identifying trends in objectives and initiatives.

Institutionalized contact among educators of all categories in subregional employment committees facilitates cooperation between school education and adult education, the latter subordinated to other ministries. This is something new. Up to this time contact

among adult educators had been competitive in nature, somewhat similar to the competition which existed among the four school systems prior to the passage of corrective legislation. Before this legislation came into force, a school would introduce a new type of course only to soon find it appearing in somewhat revamped form in the curricula of other schools, thus setting off competition for new pupils and additional subsidies.

This principle of collaboration among educators, unanimously approved in the conclusions of a colloquium organized in January of 1981 by the National Employment Office for adult educators, was officially adopted in a document of the Flemish Community. Collaboration is now functioning to a certain extent in all the subregions, including the francophone subregions.

Two matters of concern . . .

This collaboration should become manifest above all in connection with two matters of concern plaguing the labour market in these times of economic slack. The first involves the existence, in spite of a very dense school network, of over 50 000 unemployed young people under 25 whose level of education is so low (primary level only) that more and more emphasis is being placed on the need for literacy instruction.

Although this problem is of course already an old one, the full employment situation of the sixties succeeded in hiding it from view. It is even a more serious problem when one bears in mind that young people receiving unemployment benefits often land at the fringes of society and thus come together with other young people who are not entit-

led to unemployment benefits and who live a completely marginalized existence.

As early as 1969 the National Employment Office (ONEM) set up guidance centres for young people and charged these centres with the task of studying the problem and submitting proposals for improvement. Since then the number of these centres has increased. Other ONEM centres (reception, observation, career guidance, socio-occupational training, etc.) have since followed, but it is nevertheless becoming increasingly difficult for the centres to absorb the great influx of young people for whom the labour market doors appear to be definitively closed.

About a year ago the trade union organizations and the educational institutions began to call upon ONEM to organize basic programmes for young people who lacked even the most rudimentary skills and had only scant knowledge of the mechanisms of economic life. The schools have the necessary infrastructure, and school teachers who are threatened with unemployment as the result of the demographic deceleration could save their jobs by turning their attention to this new type of work. The second matter of concern involves problems of a completely different nature which have arisen as the result of the continuing existence of job vacancies (in spite of the labour market supply of some 450 000 unemployed men and women, 6 % of whom hold secondary school diplomas), 3 000 at the end of January, characterized for the most part by high qualification requirements dictated by advanced technology.

These job vacancies reflect only partially the needs of the firms resulting from their having introduced robotic and computerized techniques in management, administration, and production.

Most young people leaving secondary education today have had only a very elementary introduction to informatics, and at tertiary education level the few courses offered in new technologies are highly theoretical. For some years now the schools, the universities, ONEM, small and medium industry, and the non-profit associations, all charged with the task of adroitly financing the inadequate training infrastructure at this level, have sought to meet rising demand by running evening courses, Saturday courses, and company courses. These courses, organized on a modular basis, frequently bypass introductory subject matter and move on directly to computer languages, computerized management tech-

niques, and specific techniques (automation, microprocessing, robotics) used in production. This practice is rapidly spreading.

However, vocational and literacy courses for the most disadvantaged and knowledge and skills upgrading courses for holders of diplomas or certificates should not be allowed to overshadow traditional and always topical courses provided for the broader masses by the schools, the apprenticeship system, the centres of ONEM, and the Ministry of Agriculture.

One characteristic appears to be taking shape

One characteristic appears to be taking shape, namely, a tendency to link the school with the firm, the centre, and the craft shop by combining theoretical instruction at school with practical training carried out within the framework of a real working situation.

This is new for most pupils, students, and young people in training, the only exception being apprentices working under an apprenticeship contract concluded with the Minis-

try for Small Business. The world of school instruction in Belgium has up to this point remained a very closed one, the tendency at methodological level being simply to 'make pretend that.'

On the other hand, the practice of providing training-firm training is spreading. This is particularly true at ONEM, where the new principle of 'on-the-job traineeships' is being placed alongside the older principle of 'training of the work force of a firm in the firm by the firm itself.' This new principle is now being adopted by the Ministry of Agriculture and is of course inherent in the apprenticeship system. The theoretical side of training is not being so actively stressed, although some general education courses are being provided in and for some firms.

Most firms, however, are not very well prepared to take over this new role of trainer, one good reason being that among the legislative measures taken by successive governments to combat youth unemployment there is one measure which automatically obligates the firms, the largest ones in particular, to annually create new jobs which are equal in number to 3 % of the company work force (1 % of the workforce working half-time) and have specific qualification requirements.



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Since no legal provisions exist governing work content, instances have been rare in which the trainees' work could honestly be described as training.

This is now becoming a matter of concern to trade union bodies, who, being interested in assuring that young people who have completed a traineeship which has not led to employment in the training firm have at least learned something which will be of occupational use to them, wish to have the training role of the firms redefined.

Training-work

It is of interest at this point to mention another trend which contrasts with this traditional concept of vocational training understood as a tool with which to combat unemployment, with recruitment, advancement, and salary increase being linked to criteria of training quality.

Now that jobs have become scarce, particularly for persons with low levels of education and training, training is being thought of as a long-term investment not centred directly on subsequent employment, one which serves to broaden career objectives and flank them with socio-professional objectives of a more general nature in no way linked with labour market needs.

The term 'vocational training' is now being used increasingly to describe disparate

things which are having less and less to do with the acquisition of knowledge, skills, and life attitudes within a social-economic context.

Interestingly enough, the entrepreneurial objective of maximum earnings measured in quantifiable, objective terms is now gradually being replaced by other objectives which are less precise.

The pedagogical problem raised by the study and the practical import of the relationship between educators and adult education appears to be of shrinking interest, although in the educator community a special type of teacher training which takes into account the specificities of androgyny is being called for for adult education.

In the traditional type of vocational training geared exclusively to the objective of company earnings, the pedagogical qualities of the company trainers, selected primarily on the basis of their technical competency, are considered to be of secondary importance only. The organizers of modular courses being run by the school system also lean in this direction and are in fact on the lookout for technically highly skilled company trainers who have been laid off.

One can only hope that good sense will in the end prevail and that this spurious opposition will not impede the development of an effective programme of teacher training for adult educators.

In Belgium, as elsewhere in the European Community but to a greater extent in view

of the country's crossroads location, the many problems of continuing education, the solutions to which were initiated during a time of economic prosperity when budgetary constraints were nonexistent, have had to be put aside for the present, the most pressing need being to make overall budgetary choices and define priorities, with those in northern Belgium probably differing from those in southern Belgium.

In Flanders emphasis is apparently being placed by the public authorities on the continuing training of employed workers and of unemployed workers who can be reintegrated into working life with a minimum of input. The needs of the firms constitute the basis of an action programme aimed at qualification updating and qualification upgrading in anticipation of economic recovery in the short or medium term. In Walloon, by contrast, the spread of youth unemployment and hence the anticipated unemployment of school graduates now entering the labour market is a problem which is of great concern to the authorities. They therefore wish first of all to help as many of these graduates as possible to pursue long-term training objectives of vocational training.

'Les faits étant plus importants qu'un Lord-Maire' (actions are more important than a Lord Mayor); the immediate future will reveal which of these two approaches has been better for the community.

in the United Kingdom

Karen Evans

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It is the intention of this short article to highlight some important lines of development taking place within the United Kingdom in the education and training of adults. The discussion is informed both by the findings of the national scan of innovative work in post-16 education, undertaken within the Cedefop nine-nation study 'Trends in innovation in continuing education and training' and by the experience gained by the writer in developmental work in continuing education while based in the University of Surrey, Department of Adult Education.

The past two years have seen, in the United Kingdom, a succession of official discussion papers and policy statements, emanating both from the Department of Education and Science and from the Manpower Services Commission, addressed partially or wholly to the need for wider education and training opportunities for adults.

The upsurge of interest in the education and training of adults is attributable to a variety of causes. Predominant among these is the pace of technical and social change, with its impact not only on job content but on patterns and styles of work and leisure. The necessity to develop training systems able, on the one hand, to respond to the challenges posed by the acceleration of technological change and the knowledge 'explosion' and, on the other, to exploit new techniques in the development of learning systems themselves, has now become urgent. The new and changing circumstances to which the adult population and the training systems designed for them must respond, require not only the updating, upgrading and reorientation of knowledge and skills acquired in earlier phases of education and training, but also the development of appropriate attitudes to change.

These are reflected in positive orientations to continued learning and in readiness, where appropriate, to adopt new ways of working, as techniques, products and the organization of work change.

The necessity to support the 'growth tasks' of adolescence, through expanded education and training opportunities, has long been recognized.¹ In young adulthood, mid-career and in the approach to retirement, individuals are facing new social and personal growth tasks. Their successful achievement, fundamental both to individual self-fulfilment and to the well-being of society, also requires the support of a system offering much wider opportunities than exist at present.

In 1980 the Department of Education and Science issued a paper for discussion entitled 'Continuing education: post-experience vocational provision for those in employment'.² The paper sought to stimulate thinking on the development of mid-career courses of vocational education for adults at work, enunciating the government's view that development of these post-experience programmes was of central importance in meeting some of the most pressing demands of change outlined.

'... we must develop the qualifications and skills needed in the country's work-force if managers and employees at all levels are to be able to meet successfully the complex changes facing them and to promote economic growth.'

In May 1982, following the period of review and consultation, the government has announced the new 'pick-up programme'. The four-point plan, designed to stimulate the Further and Higher Education sectors to expand their work in post-experience courses, on a self-financing basis, involves

the establishment of regional development agents to support collaborative working between education and industry, input of resources to key bodies for the development of curricula and materials, and the construction of an information network on credit transfer.

In 1981 the Manpower Services Commission published its consultative document 'A new training initiative',³ followed by an 'Agenda for action'.⁴ The latter was published simultaneously with the government's White Paper 'A new training initiative: a programme for action', based on the proposals of the Manpower Services Commission but differing in some key controversial features.

The objective stated in the Manpower Services Commission new training initiative in respect of adult training is that of opening up 'widespread opportunities for adults, employed, unemployed or returning to work, to acquire, increase and update their skills and knowledge during the course of their working lives'. Important features of the plan proposed in 'An agenda for action' were:

- the opening-up of opportunities through acceptance of the principle of training to standards without regard to age,
- maintenance of the training opportunities scheme for adults,
- early moves towards establishment of 'Open Tech'.

The 'Open Tech' programme is designed to contribute to the meeting of training and retraining needs at technician and related levels in recognition of the increasing importance of the availability of adequately trained and updated technical support staff in all sectors. The programme, designed 'to release the country's manpower potential'



and to exploit more fully the application of new technology and modern approaches to training by the promotion of open learning,⁵ has three principal targets:

- those with specific retraining needs within their own organization,
- those wishing to change career,
- the unemployed or those wishing to prepare to re-enter employment following extended absence from the labour market.

The recurrent themes in the official statements are clear; the need for improved access for adults, to appropriate provision; the need for opportunities for the upgrading and updating of skills, combined with the development of attitudes associated with adaptability, independence and cooperation as learners and workers; the need for social recognition of learning and achievement in adulthood through a coherent system of standards, awards and credits affording opportunities for progression within, and transfer between, chosen routes.

These themes have been strongly reflected in innovative and experimental work undertaken in the field of continuing education

and training over recent years. Taken together, the developments in policy and in practice point the way forward and begin to provide a base for the longer-term strategy for recurrent and continuing education and training which will be required to meet future needs.

'Open learning' is seen as a primary means of securing improved access for adults to continuing education and training opportunity. The term 'open learning' embodies learning opportunities freed from those design and organizational constraints which render provision inaccessible to substantial groups of the adult population. Availability of provision to adults may be limited by the organization of learning in institutions inaccessible by virtue of distance or time and mode of operation. Availability may be limited by restrictions placed on entry in terms of qualification levels, or by local variations in what is provided; it may be limited by home and personal circumstances, e.g. children, health, etc.; by the individual's own level of knowledge of existing opportunities; or by the unwillingness of an employer to grant educational 'release'.

Open learning systems designed to over-

come barriers to participation in learning by adults (and centred on the needs and circumstances of the learner) are adopting increasingly complex and sophisticated combinations of materials, facilities, media, tutorials and supervision in order to meet individual learner needs. Learning packages for in-company use, computer-assisted learning programmes and flexi-study schemes are all examples of 'open learning' systems which are under implementation and continuing development, both technically and methodologically, through agencies such as the National Extension College (NEC) and the Council for Educational Technology, among others.

In developing new skills and attitudes, a prime challenge which innovation in the education and training of adults seeks to meet, is that of designing learning systems and curricula able to respond quickly to change. New approaches to curriculum design allowing rapid responses to changing training needs on the ground, are under development throughout the entire spectrum of post-16 education and training and are of major importance in provision for adults. Inter-agency cooperation in developing curricula to meet local and em-

ployer-specific needs, and client-teacher negotiation in the development of learning contracts as bases for the curriculum, are approaches under experimentation currently. They appear to have considerable potential for extension.

Adaptability of the learner as well as of the system is essential if the challenges of change are to be met. The working population will be equipped with a foundation of vocationally relevant basic skills and competencies, if the current vocational preparation developments come fully to fruition, as young adults pass through foundation education and training to adult working life. Schemes for adults which build on and, where necessary, remedy deficiencies in basic skills and which develop both generic occupational skills and job-specific skills as required, must necessarily increase in importance.

The development of attitudes which meet the challenges of change is a natural concomitant of the reorientation and updating of skills. Curricula which, by their process, seek to foster both cooperative behaviour and self-direction in participants, not only in respect of their own learning, but in respect of effective management and direction of their lives and opportunities, have now been under development for some time, leading to an improved base of experience in the methods and approaches which are effective with adult learners. The changing balance in the work-force towards increases in the manager and technician strata and in high but limited skill occupations, coupled with reduction in the amount of operator work and of traditional craftsman jobs produces some clear focal points in the need for 'upgrading' provision. The upgrading of craft to technician level skills

and the upgrading of skills of low-skilled manual workers are important areas for training activity for adults, in which important experience is being gained through a variety of programmes sponsored by the MSC.

All adults will require periodic 'updating' education and training in their working lives, and the frequency with which this needs to be undertaken will necessarily increase. While the importance of updating education and training is clearly perceived for adults in employment, it is less clearly perceived in respect of the unemployed, whose needs to retain their employability and improve their prospects in the job market are considerable. For women intending to return to work the chance to update skills and knowledge from other periods of their career is vital. While the emphasis of 'return to work' programmes centres principally on the main areas of demand, e.g. in updating secretarial skills, special schemes for qualified women in key professions to update in order to resume practice are under development. The 'women in technology' programme of the Open University, for qualified women engineers intending to return to work, is an important example of this type of innovation.

In respect of issues of certification, progression and transfer there are many opportunities for adults to gain recognized awards and qualifications within the various branches of conventional provision. A system, however, which affords opportunities for continuity of learning and achievement which matches today's substantially changed career patterns is a pressing need, and development in this direction remains in its infancy. Particular attention is being

given by the national examining and validating bodies to the development of modular approaches supported by credit transfer systems; attention is being given, too, to the problem of recognition of learning through experience of work, linked with periodic training.

E. J. King has articulated, on the basis of Europe-wide research⁶ the need for the preparation of populations for the expectation of learning beyond the adolescent stage, and for the development of structures designed to support 'life-work-learning' interplay throughout life.

The foundations of a system based on the expectation of periodicity in education, training and work are being laid in provision for all age groups. In the support of adults the structures have to be built from (only) limited past experience. Where and how quickly the education and training of adults goes depends not only on the policy-makers, but on the efforts of practitioners and developers within the services themselves, in widening this base of experience through extended and continuing innovation and experimentation.

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in Ireland

Sheila Conroy

Adult education is promoted and provided by a large number of different agencies, including second and third level educational institutions, organizations with specific objectives in the field of vocational training, such as the Industrial Training Authority and the Irish Management Institute, national organizations such as trade unions, the churches, youth organizations and women's organizations, and institutions specifically established to provide adult education, including those established by the government to provide education for adults in selected fields, such as health education, the Irish language and the Arts. The national broadcasting service, radio and television, offers a wide range of programmes of educational content.

Funding

Funding for the Vocational Education Committees (which have a specific commitment to continuing education at local level) comes from the Department of Education. This Department also provides grants in aid to voluntary agencies. Finance for adult education agencies in specific fields comes from different government departments. Funding for adult education is totally inadequate to meet the present needs.

Present trends and priorities

A trend in adult education in Ireland is the provision of day courses for housewives. These courses are geared towards Leaving Certificate and offer an opportunity to women to go on to third level education. Crèche facilities are provided at the colleges.

Literacy schemes have been provided throughout the country by voluntary and statutory agencies on a one-to-one basis. Creating a greater awareness of the necessity of a national campaign to combat illiteracy is one of the major challenges to adult education providers. Aontas/The National Association for Adult Education established a National Literacy Agency. However, this agency has minimal funding. Adult education providers are insisting that a national literacy agency should be funded by the government forthwith, as an urgent priority in their efforts to tackle this great social problem.

Paid educational leave through collective bargaining, for trade union studies, is negotiated between semi-State agencies, industry and trade unions. It works satisfactorily. The trade union movement and educational agencies are endeavouring to bring pressure on the government to ratify the ILO Convention No 140 on paid educational leave. One aspect of the PEL Convention is social, civic and general education. The question of adult education awards and credits is being actively discussed and promoted. Distant learning projects are also being promoted. The providers of adult education are indeed aware that the whole approach to adult



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education must undergo a major transformation to meet the needs of an ever-increasing leisure society and the retraining of the work-force. There will have to be new channels of communication better to identify and service the needs of specific target groups, such as the disabled, the handicapped, prisoners, women, the unemployed, the illiterate, senior citizens, families at risk, etc. The system must be built around these target groups as they are the most important resource in the community.

An important need in adult education in Ireland today is the strengthening of the Adult Education Unit within the Department of Education. Other priorities are additional government funding for Aontas — the National Association for Adult Education, which is an umbrella voluntary organization for agencies involved in adult education, the development of its Resource

Centre, the promotion of a research unit, and more generally a recognized national structure for adult education which would include statutory and voluntary agencies. Specific attention needs to be given to the training of adult educators and of tutors for literacy schemes.

Recent important developments in adult education

A most important development took place in 1980 when the then Minister for Education, announced the appointment of 50 adult education organizers to work with the local statutory agencies, the Vocational Education Committees. One of their functions is 'to cooperate with other local statutory and voluntary organizations,

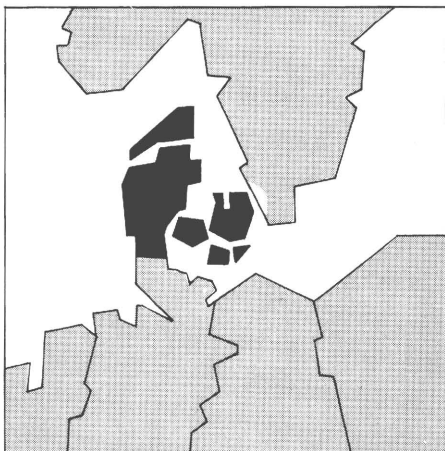
especially with those with a particular interest in adult education'. These adult education organizers will, in time, be a tremendous asset to developing adult education to its full potential.

In October 1981, the Minister for Education established a commission:

- to advise on the proper structures and mechanisms for the immediate implementation and efficient administration of this plan,

- to assess the current state and potential development of what is presently being done by both voluntary and statutory agencies, recognizing the unique contribution that each has to make.

This commission is to present in October 1982 a national development plan for adult education covering the areas of structure, finance and research.



in Denmark

Else Koefoed

Danish State Teacher Training Institute

Essential problems at the present time

This article owes its inspiration primarily to a research seminar on adult education in Denmark held in May of this year. The purpose of the seminar was to circumscribe essential problems currently existing in the field of adult education, an area which up to now has been given low priority in Denmark, compared with research in the field of elementary schooling.

The main reason why there has been a shift of interest towards this area now is the fact that Denmark is probably about to introduce paid educational leave (Betalt Frihed til Uddannelse: BFU), a demand which the Danish labour movement, in accordance with the ILO convention, has been pressing for some years.

It is only now that there seems to be sufficient political basis for the introduction of BFU, and the cause for this lies in the rising rate of unemployment and growing concern as to how the section of the active population that is out of work can best be 'billeted.'

Plans are now pending in Denmark to introduce a system, inspired by Swedish ideas, among others, whereby the unemployed step in to replace working people who are sent on courses.

Fragmented life

Somewhat analogous to the concept of four lives developed in U-90,* a Danish educational researcher (Jacobsen, 1982) has outlined four basic needs of adults in Denmark underlying four different types of leisure time activity:

- a need to acquire new, improved occupational aptitudes;
- a need to exert influence on social policy;
- a need to achieve deeper self-awareness and consciousness;
- a need for creative and recreational development.

The majority of courses on offer to adults in Denmark can easily be identified as falling within one single need category. The courses therefore tend to contribute to further fragmentation of an individual's existence.

There is a vast profusion of courses available to adults, packaged for the most part as consumer goods in a way that resembles a veritable supermarket offer.

This is essentially the problem which characterizes research and development work in the socially aware area of adult education today: How can we counteract via changes in the structure, content, and organization of adult education the fragmentation of

existence which is virtually indisputable today and which leads to an ever-increasing degree of alienation?

Current situation

It is my opinion that at present the most important initiatives lie within three sectors:

- the youth guarantee scheme, aimed at ensuring that all young people have opportunities for education and training or employment;
- special subjects for adults, a system of courses enabling adults to combine individual subjects and reach the same level of competence as young people at schools and colleges attain with the higher preparatory examination (Højere Forberedelseseksamen: HF), a qualification which, with an adequate range of subjects, is equivalent to the higher school leaving certificate (studentereksamen);
- activities run by the union movement, either centralized or at the initiative of individual trade unions, generally in association with an outside examining body.

The youth guarantee scheme

There is no precise definition of the concept of youth guarantee. However, there are certain fundamental factors which prevail in Denmark and in the OECD in general:

* A Danish Green Paper on the future organization of the educational system.

- It is widely held that the organization and administration of the initiatives taken up to now left much to be desired and that extraordinary measures so far have involved too little actual education and training;
- There is a growing number of young people for whom the transition from school

to work or even from school to further education is a major problem;

■ There is a general feeling that all young people should be guaranteed an opportunity for further education and/or some vocational experience.

The OECD guarantee projects cover four kinds of measure as determined by content and target group involved:

When adults begin a special subject course, the study situation exposes them to strong social influences in an environment which seldom corresponds with their home environment and even perhaps seldom with their working environment. This can give rise to deep-seated conflicts of identity, which in severe cases can lead to a break with the home environment. Such conflicts would seem to be the fundamental reason why so many people drop out of courses.

| | | People concerned | |
|---------|---------------------|--|--|
| | | All young people | Special groups |
| Content | Special measures | A | B e.g. employment projects or combined programmes |
| | Preventive measures | C e.g. development of counselling services | D e.g. special vocational guidance initiatives such as EIFU etc. |

Categories of activity connected with the youth guarantee system. EIFU stands for 'Erhvervsintroducerende kurser for unge arbejdsledige' (introductory vocational courses for the young unemployed). Table from Jørgensen (1982).

Danish measures cover categories B, C and D. All young elementary school-leavers are offered counselling (C), and those school-leavers who remain unemployed have an opportunity to participate in various special schemes (B and D). For reasons of limited capacity, the emphasis at present is on phase B. However, the long-term objective is to place as many young people as possible in the ordinary training system, initially through vocational guidance schemes (D).

An effort is being made to develop training opportunities for young women, who make up the bulk of the special groups of young people, and it is hoped that it will be possible to increase participation by private firms in the scheme.

Special subjects for adults

The special subjects scheme for adults was introduced to redress the balance between the relatively well-educated younger generation and the many adults who left school after only seven years of compulsory education.

The scheme enables adults to work with a single special subject or a limited number of subjects at a time as part of the higher

preparatory (HF) syllabus, thereby combining education with a full-time job or full-time activity as a housewife.

However, it is (unfortunately) exceptional under this scheme for the unemployed to be entitled to participate in a certain number of these evening courses and still claim unemployment benefit.

The Danish benefits system is characterized by the fact that one is not permitted to participate in an ordinary course of education while drawing unemployment benefit; it is virtually an obligation to be able to prove immediate labour market availability.

The special subjects scheme has aroused considerable enthusiasm among the least privileged classes of society. However, its success is qualified by the extremely high dropout rate. A research project (Clod Poulson, 1982) currently in progress is aimed at determining some of the reasons for the high wastage and although no findings have been published, it is already possible to establish that the main problem is related to fragmented life, the lack of coordination between the various aspects of an individual's life in Danish society today.

Trade union initiatives

The Danish Council of Trade Unions (Landsorganisationen: LO) has very limited resources for education and training in general. Their main efforts are directed towards courses for trade union delegates and towards industrial accident prevention. The more general educational activities are undertaken by the Workers' Educational Association (Arbejdernes Oplysningsforbund: AOF).

About ten years ago the Roskilde University Centre was established at Roskilde near Copenhagen. Researchers and students there have initiated extensive cooperation with various branches of the trade union movement, particularly in the field of education. The likely introduction of paid educational leave (BFU) shortly has led to an intensification of this work.

In cooperation with the Copenhagen Brewery Workers' Union, a group from Roskilde (Salling Olsen, 1982) is seeking to break down the rigid categorization of adult education mentioned above by launching company courses based on the workers' own experience as derived from working life and life in general.

Re-evaluation

This outline of activities provides some insight into the present situation.

What, however, is the current trend of innovative thought?:

- How can the situation be modified so as to check the widening knowledge gap between the well-educated and the least privileged members of society?
- What proposals exist which aim at putting an end to the blind transfer of educational methods from elementary schools to adult education?

Dossier

New target groups

A major problem for planners is the fact that the people who take advantage of courses are for the most part already well educated.

In various parts of Denmark experiments have been carried out in connection with recruitment to courses. By way of example, the Workers' Educational Association (AOF) in Roskilde, together with the Roskilde University Centre, has tested a number of recruitment strategies and has introduced company-based study groups for shift workers (Barriers to education, 1981).

Autonomous study groups

Alongside attempts to reach new target groups for adult education, an effort is being made to alter teaching methods radically. Thus the AOF has developed autonomous study groups in several parts of the country. These study groups not only give participants an opportunity to design their own courses but are also more economical in that there is no teacher permanently assigned to them.

Although a number of adult education initiatives are under way in Denmark, researchers and teachers are keen to see measures launched which not only allow for theoretical research but also serve to develop a conceptual apparatus which links basic

theoretical research with practical experience gained in the field of adult education.

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K. E. JØRGENSEN: 'The youth guarantee project'. Article in *Uddannelse*, Vol. 15, No 4, 1982, pp. 215 – 223.
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Educazione degli adulti

(Adult education), SEA80, publishers, via Biella 1a, Rome. (I) EDA is a semi-monthly review which focuses on the development of adult education. It is distributed on a subscription basis (c/o Box 82949009, SEA80, CP 4224, Roma Appio, Group IV). Editor-in-chief is Lucio Pagnoncelli; Editorial Director is Carla Poma; the Executive Committee consists of T. De Mauro, F. Fiorini, R. Laporta, and L. Pedrazzi; serving as contributing editors are L. Natili and D. Borlone; the Advisory Committee is composed, among others, of a large group of specialists, including De Bartolomeis, Delai, Demetrio, De Sanctis, Gelpi, Lorenzetto, Pescia, Valentini, and Visalberghi.

Established in 1980, the EDA has already made a name for itself in the sector of special publication on adult education in Italy. It was founded at the initiative of the Region of Piedmont, but its field of enquiry is supranational and in some instances even supranational. Logically divided into sections (Editoriale, Dibattito, Interventi, Saggio, Dall'estero, Interviste, Esperienze, L'informatore, Dare i numeri and Spazio sindacale), it contains articles by regular contributors and in addition articles by leading personalities who are active in political, trade union, sociological, and economic circles in Italy.

The review is intended primarily for operators in the fields of education and administration in both the public sector (local level) and the private sector (private enterprise).

The regular reader is kept well abreast of developments in the field of adult education in Italy.

Actualité de la formation permanente

(Topicalities in continuing education). 'Actualité' is published twice a month by INFFO, Tour d'Europe, cedex 07, 92080, Paris la Défense. (F) The review is devoted to continuing education problems in France. Following brief news items (at national and international level) concerning current legislation and scheduled congresses and conferences on training and on cooper-

ation among countries (the names and addresses of the responsible institutions are given), there is a division into three sections: Etudes, Documents, and Informations pratiques. These sections contain contributions by the Editorial Board and articles written by highly specialized experts. The very useful bibliography at the end of the third section contains annotated abstracts of articles, reports, and other writings on continuing education which have been recently published in French (or in translation into French from another language).

Education des adultes

(Adult education). Ever since 1975 the Adult Education Section of the Division of Literacy, Adult Education, and Rural Development of the Unesco Secretariat has been publishing this quarterly review in three languages (English, French, and Spanish). The quarterly is mailed free of charge upon request (Unesco, Place de Fontenoy 7, 75700 Paris). The first part (Notes d'information) contains information on Unesco activities, the respective documents of which are reproduced.

The second part (Notes et nouvelles) contains information on pilot programmes and projects in the field of adult education now ongoing in the Member States of Unesco. There follows a calendar of events listing congresses, conferences, and courses organized by various educational institutions.

The third part, divided into two sections, provides information on recent publications on adult education (Nouvelles séries et publications) and lists bibliographical keywords, briefly commented on, in connection with the most interesting studies published by Member States of Unesco (Bibliographie).

The review is useful as a handy source of worldwide information.

Wolfgang Wittwer

Weiterbildung im Betrieb

(In-firm continuing education), Wolfgang Wittwer, Urban & Schwarzenberg, Munich,

Vienna, Baltimore, 1982, 151 pages. (D) This recent book by Dr. Wolfgang Wittwer on continuing education and adult education within the firm, published in the series 'Erwachsenenbildung und Gesellschaft' by U & S (a publishing firm specializing in educational texts), provides an interesting overview of the situation in this sector in the FRG. The Constitution of the FRG (Basic Law) states in Article 12 that all Germans 'shall have the right freely to choose their trade . . . and their place of training.' Among the objectives of continuing education are job security, skill upgrading in line with specific qualifications, maintenance of product quality vis-à-vis rising production, efficient personnel management, alleviation of labour market congestion, and the satisfaction of workers' expectations. Two approaches lead to the realization of these objectives: (a) integration of formal education and vocational training, and (b) methodological and didactic harmonization of training periods. Both approaches must take interaction between the political, economic, social, and cultural sectors into account. The agencies involved are of three types: *public* (state, local communities, universities, radio and television), *private* (trade unions, federation of industry, religious bodies, etc.), and *entrepreneurial* (firms). After having dealt with all types of adult education currently being provided by firms in the FRG (continuing education, retraining and requalification, reentry into working life, etc.), the author provides the reader with interesting statistics on continuing education users. They comprise 13 % of all unskilled and semiskilled workers; 23 % of all skilled workers; 55 % of all workers in the commercial sector; 64 % of all workers in the technical sector; and 74 % of all persons holding medium-level and upper-level management positions.

These percentages (even though they relate exclusively to the production sector of the FRG) are very useful as a source of comparison in connection with the study of processes now ongoing in most of the other Member States of the Community and in other industrialized countries which are aimed at arriving at a much needed common policy of adult education organized on the basis of subdivision according to occupational groups.

Dossier

*Council of Europe
(Council for Educational Cooperation)*

Développement de l'éducation des adultes,

Final Report of Project No 3 of CDCC, edited by an editorial staff headed by H. Janne, Strasbourg, Publications of the Council, 1980, 161 pages.

The Report, prepared by CDCC of the Council of Europe, took three years to complete. Participating in the research work were leading officials and specialists from 13 countries (Austria, Belgium, Denmark, Federal Republic of Germany, France, Italy, the Netherlands, Norway, Portugal, Spain, Sweden, Switzerland, and England). In the introduction the Councilor in charge of the project, Henri Janne, stresses the importance which must be given today to adult education and emphasizes the need to overcome all difficulties standing in the way of a reform of training within the Community, a reform which would truly be one 'in the measure of man.' Section I (Adult education in its legal context) deals with specific legal provisions of the various Member States and their practical application, emphasizing incongruities and limitations and calling for concerted action which takes into account the variable complexities of relationships between adult education and the social scene. Section II

(Development of adult education) deals with the main guidelines and directives of the Community, the contradictions inherent within them, and concrete development prospects. Section III (Perspectives for the eighties) considers the prospects open to the eighties and examines the various levels of intervention, namely, the individual, the firm, the Member States of the Community, and finally Europe itself (represented, in particular, by the Council of Europe). There follows a summary (General conclusions). This Final Report of Project No 3 of CDCC of the Council of Europe contains proposals and suggestions which can facilitate the work of both legislators and practitioners in the field of adult education.

International Labour Office

Ten years of continuing education,

(France, Federal Republic of Germany, United Kingdom), prepared by the Training Department of the International Labour Office, Geneva 1979, 245 pages.

This study is expressly concerned with three Member States of the European Community which during the decade from 1968 to 1978 were the seat of important school system, vocational training system, and

adult education system reform. The central issue of the study is continuing education, the results of which are well presented in four parts: (1) brief introduction to the most important aspects of the reforms; (2) summary of the main projects, legislative acts, and legal provisions in the field of continuing education in the three Member States; (3) annotated bibliography with 193 titles arranged according to country plus a further 24 titles of documents published by international organizations (217 titles in all); and (4) index of keywords on continuing education, including names (original French or in translation into French) of the principal organizations concerned with training and mentioned in the study.

The introduction deals with events which led to the reforms and discusses a few crucial problems which had to be dealt with during the decade from 1968 to 1978 (nexus between education and training, nexus between training and employment, financial sources, etc.). Particularly helpful and easy to use is the annotated bibliography, in which every publication examined in the study is abstracted. The appendix contains the texts of three documents of the International Labour Conference which could be of use in the task of implementing action programmes. The book can be recommended as a valuable work in connection with efforts to design a continuing education policy at Community level.

Open space for readers

'Open Space' is a new section for opinions, information, and ideas sent in by our readers.

The section, rather than serving the purpose of correspondence, is clearly intended to provide a platform for encounter. We will gladly publish comments on articles appearing in the Bulletin as well as contributions from vocational training research institutes and information on pilot projects and other innovative measures.

There follows, in abridged version, an article sent to us from the Federation of Danish Employers.*

In Cedefop Bulletin No 7 of December 1981 there are several articles on training problems in small undertakings.

In this connection it may be of interest to consider a particular model which has been used for a year now to offer courses aimed at improving the management of small firms. The model is applied by the nationwide small firms management training project established in 1980 by the Federation of Danish Employers (Dansk Arbejdsgiverforening).

What is the definition of a small undertaking? This has often been debated, but we have found it expedient to adopt a single definition in the area of training and further training. Essentially, it depends on the structure of the firm: it is a small undertaking if there are no chief executives (production manager, financial manager, personnel manager, etc.), i.e. all management functions are fulfilled by one or possibly two persons, in which case these persons already have a particular need for training.

Courses for the managers of small firms differ from conventional management courses not just in their contents and teaching methods but also by virtue of practical, physical circumstances. The manager of a small firm cannot, for example, leave the undertaking to pursue a residential course lasting several weeks at a considerable distance from home.

Special courses

It was in recognition of these special needs that the Federation of Danish Employers set up its school of management for small firms, and I believe we have found the right model to fulfil the needs of small undertakings.

The principle is to invite a sufficient number of firms to participate in a course *locally*, i.e. in their home town. Usually, there are about 20 participants, preferably from different branches: crafts, industry, services and the retail trade. Management problems in fact prove to be more or less the same from branch to branch.

The courses involve *one afternoon a week for five consecutive weeks*.

The course content covers both theory and concrete problems faced by the participants in their own businesses. Approximately one third of the time is devoted to a case study of a hypothetical firm. The model firm has realistic problems to be solved by participants either in small groups or all together.

Emphasis is naturally laid on areas where the manager is weakest: economics, marketing, management and collaboration, the undertaking's existence, and future business prospects.

Quite evidently, no one imagines that five afternoons are sufficient to acquire a training to which others may devote a number of years at a higher commercial college or other further education establishments. That is definitely not the point of the course. Our aim is to improve the participants' working relationship with those who are involved in the running of the business, whether inside or outside the firm: banks, accountants, staff, customers, suppliers, organizations, etc.

As of 1 April 1982 the school has held 12 courses in various towns throughout Denmark. All participants (firms) have been visited by one of the consultants. There are two consultants to each course. After the course there are further contacts with participants to assess the benefits of the exercise, and a follow-up course has already been arranged.

If certain needs are to be met because, for example, it is realized that these firms represent economic potential in terms of employment and development, it is vital to assume the financial burden of training activities. In this respect there can be no doubt that a particular responsibility lies with industrial and employers' organizations in those countries where such bodies play a part in general vocational training services.

OLE M. OLSEN, Director of the DA School for Management for Small Firms

* Dansk Arbejdsgiverforening, 113 Vester Voldgade, 1503 Copenhagen V.



Intent to initiate change

Mario Pedini

Member of the European Parliament, formerly Minister of Education in the Italian Government

The ratio between persons who enter retirement and persons who enter working life, the so-called 'working population exchange,' is shifting rapidly throughout Europe. A recent survey undertaken by the University of Milan shows, for example, that in the Region of Lombardy in Italy, one of the economically most dynamic regions in the European Community, the number of males of working age dropped in terms of this ratio from 62.7 in 1976 to 42.2 at the beginning of 1982. The ratio is expected to rise, however, to 98.5 by the end of 1982 and estimations are that it will stand, *rebus sic stantibus* at roughly 110 by the year 2000. The situation in other advanced zones of Europe is much the same.

Are we therefore being increasingly exposed to the risk of very high unemployment, in particular youth unemployment? This would be tantamount to a social earthquake which would have incalculable political consequences. It is thus imperative that variables be fitted into the labour market which can interrupt this negative trend, variables which, rather than constituting the answers of early retirement and reduced weekly working hours, as useful as they may be, can stimulate efforts to establish a more farsighted production system and arrive at a more dynamic concept of citizen participation.

A first variable

could be a specific input within the European education system which would ensure access to modern, polyvalent training for young people who will be working in a post-industrial society characterized by strong competition and a high degree of

occupational mobility. Today, for example, Japan is the strongest competitor on all European markets, thanks to an efficient production system. Are low wages the reason? Not so much as one might think. The fact is that a serious, efficient, selective school system is at the core of Japan's new society. It is this system which, taking the human factor into account, enables young people in Japan to avoid career missteps and escape the danger of only half understanding their own attitudes and aptitudes, whereas here in Europe, especially in certain countries, we continue to chase after certificates and diplomas at the cost of failing to produce enough skilled craftsmen and specialized workers.

A second variable

could be the gradual establishment of an advanced production system more realistically sequenced on the traditional tripod of agriculture, industry, and services. A system so restructured calls for the efficient linking of school and working life via alternance training and apprenticeship. How far away we in Europe are from this goal! And the more we insist on a policy of assistance in our effort to combat unemployment, the farther away we go and the longer we delay the implementation of viable programmes of continuing education and training at national, regional, and local level.

A third variable

could be educational requalification of the broad masses via adequate instruments of

continuing education and information dissemination. This can lead to the development of a new industry, an 'education market' which within the broader concept of a modern services sector can serve as a launching pad for new types of career specialization.

This 'education market' dimension has arisen in answer to the growing interest of young people in art, music, and research, this interest being one of the positive results of a higher standard of living. Is there indeed any type of work for young people which does not open itself to the challenge of conserving, disseminating, and managing cultural values? Workers of retirement age who seek to remain on the job as long as possible because they fear the emptiness of retired life can take over auxiliary functions within this dimension and so lose their fear.

A fourth variable

could be the establishment, also with the help of Europe, of a New International Economic Order. This calls for a redesigned division of labour at international level and the entrustment also to emerging countries of numerous production-oriented functions (achievement of a selfsustaining agricultural system, macro and micro measures at social and geographical level, *in situ* processing of raw materials, etc.) It also calls for changes in the labour market, and because this is possible only within a true spirit of solidarity, there will be a need for a 'new moral order' capable of favourably influencing the attitude of citizens toward

their social community and inspiring participation at a higher level (a good example is the vast amount of work being done in the fields of scientific research, vocational training, and volunteer services to combat poverty and preserve the natural environment in countries of the Third World).

This innovative challenge of our time recognizes no age limits and knows no barriers. It touches all. It touches the worker called upon to accept the fact of occupational mobility in an industrial system which is moving towards increasingly sophisticated technologies and specializations; it touches

the entrepreneur who is called upon to give attention not only to the production but also to the marketing of his products; it touches the professionalist for whom an economy dominated by consumer choices rather than by primary needs opens up new opportunities.

It is for this reason that it no longer makes sense to distinguish between youth education and adult education. Education must now be the permanent task of every working person. There is thus room within the multiplicity of future activities for retirees who generously wish to place their know-

ledge and experience at the service of continuing education.

What can such a strategy achieve? It can stimulate in a most effective way not only career development but also human development. However, this can result only if there is political intent to take decisive action on a systematized, farsighted basis. In view of its complexity and the many problems it involves, such action will have to be launched at supranational level under the responsibility of the European Community. There is need for political intent to initiate change, and it is now time to act.

New perspectives in continuing education and training

James Michael Adams

As part of its work on continuing education and training, Cedefop, in October 1980, organized jointly with the Commission of the European Communities a seminar on 'Perspectives in continuing education and training in the European Communities'. The objective of this seminar was to provide an opportunity for a limited number of specialists from a wide range of backgrounds to take part in a joint reflection on the new challenges and opportunities facing continuing education and training in an enlarged Community. Reflecting the global approach adopted, participants were drawn from the social partners, from government and from independent organizations, from those who worked at local as well as at national level, and from those who on the basis of traditional classifications would have been described as 'vocational trainers', as well as 'adult educators'.

Amongst those who spoke at the seminar were Ms Shirley Williams of the London-based Policy Studies Institute, Mr Jacques Delors, then Director of the Research Centre on 'Work and society' in Paris and Professor Henri Janne of the Institute of Sociology in the University of Brussels. The text of their contributions together with the working document prepared by the services of the Commission entitled 'Perspectives in continuing education and training in the European Community' have been published in a seminar report by Cedefop.

Much of the work of the conference took place in three working groups, each of which considered a specific theme. For each of these themes, a number of working papers were prepared. These working papers are available, in all the official languages (except for Greek), from Cedefop. The reports of the working groups are included in the published seminar report. The results of the seminar have been taken into account in the Commission's paper on 'Vocational training in the 1980s' (Doc. V/576/82) presented to the Advisory Committee on Vocational Training at its meeting

in May 1982. (See page 41 of this Bulletin.)

Because of the relevance of the theme of this conference to that of this Bulletin and the particular interest of the working group reports, we print below extracts from the reports of the working groups, and the titles of the working documents prepared for these groups.

Group I: The development of basic adult education and literacy

Input papers:

Education disadvantage and the adult learner

Father Eoin Murphy, Director of the Dublin Institute for Adult Education, Ireland.

Integrated methods for basic adult education programmes – some important issues

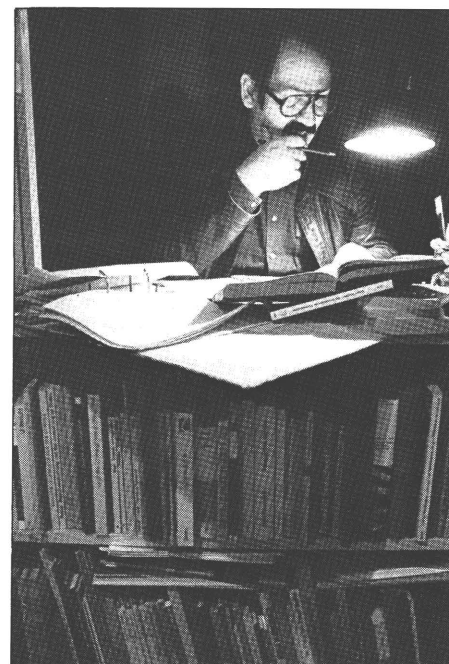
Mr Anthony R. Kaye, Senior Lecturer in Educational Technology, Open University, United Kingdom.

Report on the problems of the acquisition of literacy in an enlarged Community

Ms Anna Lorenzetto, Professore Ordinario Educazione degli Adulti, Facoltà de Magistero dell'Università di Roma, Italia.

Rapporteur for Group I, Father Eoin Murphy

Education for living and education as a preparation for work have long been accepted as parallel and complementary aims for the educational institutions of society. It is disturbing to see, then, that in the Member States of the EEC, and in those States who will join in the near future, there exists a significant number of people, who have achieved minimal success as measured either by their preparedness for work or by their ability to participate in the everyday life of our societies. They usually have little experience of vocational preparation, and



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are most likely to secure types of employment which also offer no opportunities for retraining or for personal development. A marked lack of motivation towards work and further study makes these people incapable of adapting to changing circumstances and they tend to develop into the long-term unemployed, fostering a cycle of economic and cultural poverty in their own families and in their communities.

We are convinced that the Member States must recognize that there are people in all our countries who are illiterate, gravely disadvantaged and economically unproductive because of complex environmental, social and educational deprivation. It is important to note that these groups are not only migrant workers, but members of the indigenous population who have grown up in their native culture. We feel that the European Community, with its commitment to improving social conditions of people in its Member States, must face this problem so fundamental to its existence and apply appropriate effort and resources to remedying it. In the Community document 'Towards a European education policy', it is stated that 'the road to true equality of opportunity is a long one and it will take more than statements of policy, however generous, to eliminate the obstacles that still face poor or handicapped children'.

...

All member governments are faced with economic stringencies at the present moment, and in times of recession the first to

suffer are the underprivileged and disadvantaged in our societies. In a time of plenty, human interest for the handicapped may be observable to all and portrayed as a Community problem, but in times of economic or political crisis the Community's ability to observe the needs of the handicapped may be repressed and denied. The European Community must beware of falling into that trap.

...

For this reason, we put forward proposals which involve reallocation of resources. We do this in the firm conviction that economic considerations and administrative feasibility may be important arguments but that there is a need to reassess priorities and re-evaluate actions to remedy the imbalance which exists in our societies. Institutions must themselves be flexible in the face of changing circumstances and institutions which have lost the ability to evaluate critically their purpose and role may very well have lost sight of a clear objective as well.

Illiteracy and innumeracy, serious as they are in a society which demands competence in these areas as prerequisites for work and life, are only symbols of people being cut off from the mainstream of life and denied participation in society. In our industrial societies, where great emphasis is placed on productivity, we feel that basic adult education should have priority over vocational training, chiefly because it is a necessary preparation for any type of vocational training and allows the individual to develop his own resources and become a productive member of society.

...

We believe that there are certain priorities in basic adult education. Some of these have already been emphasized by the European Community: migrant workers and ethnic minorities as well as young people in transition to work. But there are large groups of people who have been identified as suffering from multiple deprivation; there are the long-term unemployed, the elderly, people who are made redundant in middle age or are forced into early retirement. Many of these are left without any constructive role in society and they urgently need support and help either to keep them involved in the mainstream of life or to enable them to participate fully in society. Many people in backward rural areas are particularly disadvantaged because of their isolation and the

lack of institutions locally to help them to recognize and develop their own resources.

...

Our group recognized the potential of basing adult education programmes on local groups and in local centres, using local culture as a means to learning and development of programmes. This would facilitate access of all local people to these centres and would allow for a multiplicity of approaches, ranging from individual tuition through small groups to the use of mass media in association with group work. To develop these centres on a sufficiently wide scale, it was felt that they needed support and backup from regional resource centres which would provide training and resources. In addition, it was regarded as essential that a network of information and exchange should be formed through which experiences could be shared and field-workers could exchange ideas.

Finally the group made five very concrete proposals:

- The Commission should make an assessment of finances available to basic adult education and of the facilities available to it.

- There should be no cost to basic adult education participants in order not to deter them.

- There should be a reallocation of public funds to provide sufficient resources for basic adult education programmes. Within the education system, this would mean reallocating some funds now applied to higher education. It is not intended to siphon funds from the primary school system.

An effort should be made to allocate funds from unemployment insurance for basic

adult education of unemployed persons, and labour-market agencies should be asked to accept pre-vocational training as part of their role. The use of all public buildings, where suitable, for adult education, is seen as essential.

- Enterprises should be asked to include basic education in their training programmes and should get tax benefits to encourage them to do this. Paid educational leave, in particular, should be opened to include basic adult education. Workers should also get tax relief for attending adult education courses.

- A significant percentage of the funds of the Social Fund of the EEC should be assigned to basic adult education because of its importance as a prerequisite for vocational training. Funds should be given to Member States on this clear understanding.

Group II: The role of continuing education and training as a preparation for new forms of employment and development

Input papers:

Continuing education and training in preparation for new types of work and social development

Mr André Boutin, délégué régional à la formation professionnelle, Lyon, France.

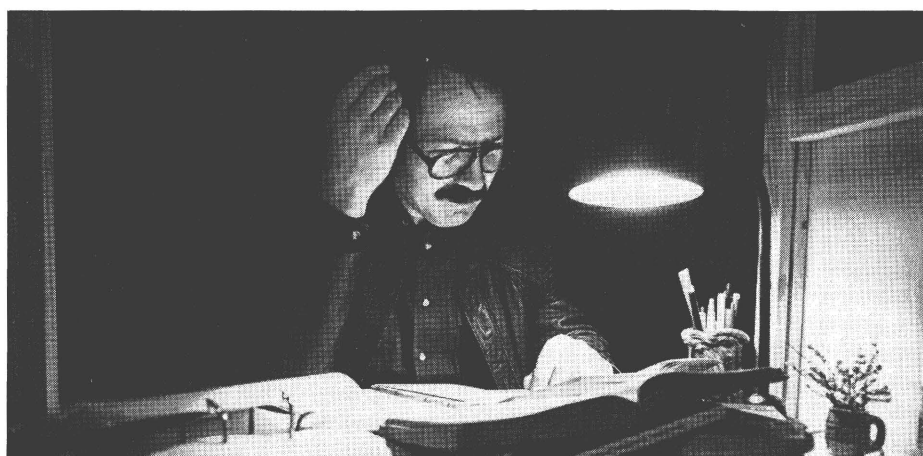
Vocational training in the face of the challenge of regional development

Mr Fabio Taiti, Director, CENSIS, Rome, Italy.

Continuing training in the face of new forms of work and development

Mr Michel Blachère, Cedefop, Berlin.

Rapporteur for Group II, Mr André Boutin



VOLLMER

Europe

Discussion concerning the role of continuing education and training as a preparation for new forms of employment and development leads on to observation of actual situations where such preparation is in operation.

After having interpreted the context of this linkage between training, employment, and development, Group II turned their attention to a number of general observations.

The context of possible links between training and new forms of employment and development is characterized by economic, social, and cultural changes now taking place in Europe. As Fabio Taiti mentioned, the development model of an industrial, urbanized society based on large-scale industry, rapid growth, and a steady rise in income and consumption is no longer in line with reality. Small and medium enterprises are now playing an increasingly important role. Alongside traditional secondary and tertiary activities a 'submerged' system of exchange of goods and services is gradually taking form which provides, partially or completely, for the livelihood of a growing section of the population.

It is this group of the working population for whom the primary labour market has an insufficient supply of job vacancies. Indeed, as H. C. Jones, S. Williams, and H. Janne pointed out in their contributions, the spread of certain technologies limits the number of jobs available; examples would be informatics machinery, microprocessors, and advanced office machinery.

The context within which there is a link between training and new forms of employment is in part characterized by the fact that traditional training structures which have gradually developed in response to primary labour market demand have become so rigid and so centralized that they can no longer adapt to the rapidly accelerating primary labour market demand for new innovative skills.

The fact that in periods of high unemployment the training structures cannot provide all the qualifications requested, offering often instead qualifications which are in low demand, has led decision-makers to assume that our societies are nursing an education system which is gradually hypertrophying.

Since experience has shown that certain continuing training procedures prepare very satisfactorily for new forms of employment and development, as the Cedefop publica-



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tion 'Training and the creation of activities' clearly illustrates, this fact need no longer be substantiated.

Types of training which are well adapted to the primary labour market and which can lead to steady employment should be maintained and further improved.

It is also necessary to encourage opportunities open to training of contributing to the diversification and consequently the expansion of the primary labour market. At the same time training policies should take into account the development of the secondary labour market in the interest of improving the economic efficiency of this market and increasing the number of its firms and workers.

Within the framework of these perspectives Group II prepared four recommendations.

1. Continuing training and new forms of employment

Throughout Europe work organization is evolving rapidly at working time, functional, and legal levels. This development involves such innovations as reduced weekly working hours (now under study), staggered working hours, part-time employment, sabbatical leave, improved working conditions, and modalities facilitating worker autonomy.

Continuing training must take into account and contribute to these changes in the interest of both employers and workers.

Types of training associated with in-firm training such as educational leave and alternance training should be given preference in

recognition of the fact that nonsectorial schemes of this nature render habitual procedures of work and training more flexible.

Continuing training should likewise be provided in sectors where the evolution of work appears to be unfavourable and conducive to an increase in occasional employment, interim employment, leisure-time employment, and illegal employment.

Experience has shown that the provision of appropriate training stabilizes such jobs and thus contributes to the growth of small and medium industry. Such training also helps to transform certain types of illegal employment into recognized employment on either a self-employed or wage-earning basis.

Interim employment, the development of which poses problems, can be utilized in certain cases for pedagogical purposes. It enables trainees, for example, to enter working life for more or less longer periods.

2. Training and new activities

Continuing training contributes to the adoption of innovations in economic and social practice, and its role in this context should therefore be systematically expanded.

European countries should be encouraged to link continuing training with their economic policies relating to energy conservation, new forms of energy, recycling, environmental protection, and informatics development. Put more generally all measures which utilize continuing training as a func-

tion of applied research should be supported.

The concept of new activities flows over into the field of technological innovation.

Continuing training should likewise encourage the development of services such as the personalized care of elderly persons in their own home and the reintegration of disabled persons into working life, services which are not only humane and efficacious but also create employment. They are at the same time more economical, since they eliminate the need for heavy investments and high carrying costs.

Continuing training should also contribute to the satisfaction of needs which are not covered by the labour market or the public sector. New activities in the public sector which can be effectively promoted by continuing training should be sited in the publically financed sector of associations and cooperatives and linked supportively to weak administrative structures.

3. Selection of development training projects on a geographical basis

This intersectorial approach has been shown to be very effective.

Development training projects should be supported which utilize information, guidance, and training as functions serving to encourage the voluntary participation of social and cultural actors of a specific geographic zone in ongoing development efforts.

A list, by no means complete, of objectives for which such projects could coordinate personal initiatives (some of which are relevant to the first two recommendations) follows:

- pretraining,
- development of new forms of work and new activities,
- polyactivities,
- creation of firms and cooperatives,
- growth in exchanges,
- economic and social animation,
- training for higher-level personnel of trade union organizations, local public organizations, consumer associations, etc.

4. Financing and operational means

The objectives defined in the first three recommendations can be attained only if the European countries are willing to provide more funds for continuing training, with expenditures being very carefully monitored.

In support of this general observation attention should be drawn to the direct and indirect costs of unemployment; they are such that the economic soundness of training preparing for new forms of employment and development is incontestable, quite apart from humane and cultural considerations.

Consequently, it appears desirable to

- continue unemployment benefits for job-seekers undergoing training;
- support the utilization of traditional education systems for continuing training purposes;
- encourage the integration of training programmes into economic, social, and cultural measures with which they are functionally linked;
- research possibilities of the financial participation of firms in projects which may be of interest to them;
- develop, in view of the fact that they are economical, self-training skills, utilizing the already tested procedures of sensitivity training and animation.

Group III: The problems of older workers and the transition to retirement and their implications for continuing education and training

Input papers:

- *Old age and retirement*,

Professor Claude Javeau, Université Libre de Bruxelles, Belgium.

- *Older workers and the transition to retirement*,

Michael J. Faulkner, expert detached from the United Kingdom Department of Employment, working with the Commission's services.

Rapporteur for Group III: Professor Claude Javeau

The interest shown in transition from work to retirement stems from the following considerations:

- In a democratic society such as the European Community wishes to promote, older people have the right to be treated in accordance with the rights of physical and social integration, participation in community affairs, and access without cost to citizen activities;

- Adequate management of the physical and mental health problems of the elderly is essential to their well-being;

- Retirement from working life in accordance with varying practices as described in the opening report does not imply that the retirees are then shut out from the entire system of activities which may or may not have a beneficial, social feedback effect.

It is generally admitted that the sudden changeover from work to retirement, if not prepared for, can be a very traumatic experience indeed. In order to facilitate this transition one can

- introduce flexible practices such as progressive retirement and partial retirement, dealt with in Document COM(80) 393 of the Commission of the European Communities entitled: 'Community guidelines on flexible retirement';
- launch concurrently various initiatives preparing for retirement which are coupled with a process of adult education geared specifically to retirement and integrated into a broader policy of continuing training.

With regard to this educational preparation for retirement and indeed to all educational processes, the following questions are of primary importance:

- What type of individual is this adult education expected to produce?

One could reply that a retiree who has been prepared for retirement should be an autonomous person who, having overcome the shock of retirement, is able to assume a new social role within the local community and the society at large.

- What should this type of education aim at?

One could reply that it should aim at awakening in retirees curiosity for areas of activity or reflection which they had not explored during working life, fostering their interest in participating in community affairs and helping to meet community needs, strengthening their ability to get along with others, enabling them to properly manage their mental and physical health problems, etc.

- What benefit does society and the community derive from adult education?

Society in the large sense and the community in the narrow sense (to refer to the distinction drawn by de Tönnies between *Gesellschaft* and *Gemeinschaft*) are interested in welcoming into their midst senior citizens of good physical and mental health who can manage their own leisure time and

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who are capable of assuming new social roles in the interest of the common weal.

Group III sought to draw a distinction between short-term and long-term continuing education measures preparing for retirement. Short-term measures are for the most part *adaptive* in nature and can be implemented in response to emergency situations (first aid) within the context of post-work educational processes, which latter should be reproached for not giving such situations adequate attention.

Long-term measures are primarily *transformative* in character and are based on the following considerations:

- The economic crisis leads to the premature retirement of a body of workers who would otherwise continue to constitute an effective and useful work force. There is thus great waste of human resources, with many of the social needs of retirees being very poorly met, if at all;

- With regard to health benefits, the same could be said of a large number of persons who retire at the 'normal' age;

- Legal provisions governing retirement and retirement pensions render difficult, especially in Member States of the Community, the launching of cooperative-form initiatives aimed at avoiding this waste of human resources.

The purpose of these short-term and long-term measures is to integrate unused human resources into various activities which bring social benefit. It is not a question of some retirees re-entering working life at a lower level of income but rather of designing and launching measures aimed at placing the rich potential of experience and competence of this target group at the

disposal of various demand groups of the community, including the retirees themselves.

The Group stressed that whereas preparation for retirement should take into account specific needs, particularly preparation via measures of adaption, educational activities should be integrated into a continuing education process comprising both pre-retirement educational processes (general education, vocational training, etc.) and adult education addressed to retirees.

Certain principles governing preparation for retirement can likewise be applied to measures aimed at other target groups located on the margin of economic life such as unemployed persons, juveniles and young adults, unemployed women, etc.

Measures of transformation should be rooted in a long process of education fostering social creativeness and the ability to assume responsibility.

At the close of their deliberations Group III elaborated the following recommendations:

- If under educational aspects preparation for retirement constitutes part of continuing education, preparation should continue after retirement and deal with the technical and legal aspects and likewise with the psychological and sociological aspects of retirement. School curricula should have room for a correct and socially accountable evaluation of retirement problems just as they have room for problems of employment and unemployment;

- Encouraged by directives issued by the European Community, the Member States can facilitate measures of transformation aimed at the target group of retirees by

modifying legal regulations governing retirement and retirement fund management and providing easier access to certain material resources such as public premises, legal documents, etc. The social partners should be encouraged to participate in this effort to facilitate transition from working life to retirement;

- The development of voluntary activities, the role of which in educational measures preparing for retirement could be considerable, should be encouraged at local level. Voluntary activities can evolve from the initiative of retirees themselves; these initiatives should benefit from the provision of guidance and legal counselling, thus enabling retirees to play a useful role within the framework of measures of transformation;

- The utilization within the framework of decentralization of available resources, above all material resources (schools, public buildings, homes, youth centres, etc.), should be facilitated via appropriate legislation at local level;

- Support should be given to the launching of programmes designed by various Member States and interested local institutions on a joint basis and aimed at the training of educators who will then concern themselves with the successive phases of continuing education, above all preparation for retirement. The services of the European Community should encourage at plurinational level the exchange of experiences gained at local level;

- All research activities which have intersectorial and/or plurinational bases of action should be greatly encouraged, and the broad dissemination of the results of these activities should be effectively supported.

Vocational training for the eighties*

Commission of the European Communities

We are publishing from a document prepared by the Commission of the European Communities an extract limited to the section which deals with the development of continuing education. The document contains analyses and proposals of great interest in connection with the following subject matter: a twofold Community priority, training integrated into an active employment policy, bases of a common training policy, and an outline programme of Community action.

Encouraging the development of new continuing education possibilities for workers

Initial training and parallel activities should be integrated into a broad set of measures which offers to all categories of workers concrete opportunities for requalification, qualification upgrading, and, more generally, social and professional development. Whatever the relative specificity of the training term used (adult education, continuing training, continuing education, etc.), the set of measures constitutes an essential component of an economic and social strategy flanked at Community level by efforts in the fields of industrial innovation and improved competitiveness and efforts aimed at fostering greater equality and achieving increased flexibility.

In many countries the firm has now become the location of training, sometimes exclusively so as in the case of continuing training in the field of legal rules and regulations, collective agreements, and contractual agreements defining the rights of workers. In-firm continuing training constitutes firstly an investment which is necessary in order to maintain or raise the level of manpower qualification and occupational

mobility in accordance with the needs of the firm and secondly the exercise of an individual right to participate in the general process of improving the quality of working life. In spite of development to date, however, in-firm continuing training has not yet succeeded in reaching all workers and tapping all their potentialities.

Many workers have in fact no access to continuing training geared primarily to occupational skills. To be mentioned firstly are workers in small enterprises and craft shops, farmers, and farm workers, and secondly workers who because of the nature of their job cannot fit their work hours in with training hours (postmen, for example).

In addition to these physical constraints, the role of socio-cultural conditions in determining access to continuing training must likewise be stressed. Here, again, one can only be astonished by the inequality which characterizes continuing training opportunities. It is primarily workers who are already qualified and whose level of basic general and vocational training is sufficiently high who are the principal beneficiaries of continuing training. For unskilled workers, unemployed workers, and persons temporarily unemployed or holding down threatened jobs, on the other hand, the situation is entirely different.

Furthermore, continuing education and training cannot be isolated from new forms of work and, more generally, from the broad context of labour market segmentation processes. Satellitization of production functions (subcontracting and interim work, for example), changes in work organization (towards greater autonomy or, conversely, towards tighter line organization at production unit level), changes in the distribution of working time, and enrichment or impoverishment of job content resulting from the spread of new technologies are just a few of the factors to be taken into consideration within the context of a continuing education policy.

With regard to both the main needs and the inadequacies of continuing education and

training as mentioned below, three priorities of action can be distinguished:

■ All measures in the field of basic education, above all literacy classes for adults, particularly in poverty pockets, reflect a situation which is greatly to be deplored, quite aside from today's form of illiteracy characterized by the inability to interpret and communicate.¹ Illiteracy not only reflects injustices but also constitutes without doubt a major handicap for those workers in this target group who are attempting to make the necessary social and occupational adjustments. Expressed in more general terms, illiteracy reinforces socio-economic inequalities and slows down social development. Unless the intent is to reserve opportunities for social advancement and, more specifically, access to continuing education and training for persons who are already relatively privileged, it is absolutely necessary to combat illiteracy, or more precisely illiteracies, if account is taken of the specific characteristics of certain environments (such as very disadvantaged rural areas) or certain social groups. This is in the interest of all, of society in general and enterprises in particular, and continuing education and training has a crucial role to play in this effort.

■ Of importance are measures aimed at promoting the type of training which serves to adjust worker qualifications to new production processes. It is evident from the ongoing discussion concerning the qualitative and quantitative impact of new technologies on employment and the level of qualifications that one task of prime importance is to prepare workers for changes induced by these technologies. The purpose of such preparation is not only to preserve worker employability potential but also to make certain that these modernization, recycling, and restructurizing tasks provide workers with an opportunity to become active partners in their firm's industrial changeover process. In this connection the establishment of training co-operation the establishment of training co-operatives in the SME sector with the

* Extract from DOC V/576/82: Considerations for a Communication of the Commission to the Council.

¹ COM(81) 769 Final, 15 December 1981.

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help of public subsidies would make it possible to better streamline and coordinate measures in the continuing education and training sector.

■ Likewise of importance are initiatives aimed at promoting continuing education and training content geared to new forms of development. The objective is not alone the improvement or upgrading of basic skills or technical qualifications but also the acquisition or improvement of skills linked to the development of new activities and new production processes. Examples would be energy conservation, pollution control,

establishment of cooperatives and craft firms, and the provision of noncommercial services serving the public sector.

Within this perspective the contribution of continuing education and training to the task of improving the structures of citizen expression and citizen participation can no longer be overlooked.

It is within the framework of these priorities of action that the role of alternance training and of other instruments such as educational leave must be strengthened in order to serve not only employed workers but also

workers who at present cannot take advantage of these instruments. Quite separate from its effects on employment, above all in the context of a policy of working time management, including reduction in the number of weekly working hours, the right to continuing education and training (understood in the same sense as is the social guarantee for young people) must be guaranteed, with care being taken that training content has more than just occupational objectives and that access to training is not restricted to workers who are already more mature, better trained, and better integrated into working life.



Council of Europe: new activities in the field of adult education

Jean-Pierre Titz

Programme Counsellor,
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Since 1975 the Council of Europe has been conducting a number of activities in the field of adult education. Placed under the aegis of the Director, Committee for Cultural Cooperation, these activities, which involve 23 countries, have gone through two phases. The first phase consisted of a study of possibilities open for intensive cooperation in the field of adult education at European level. The prime objective was to determine whether a common approach existed which would suffice to ensure an exchange of ideas and views that would pass beyond formal discussion and arrive at proposals for concrete action. This work, undertaken in 1975 and 1976 and carried out primarily by experts, served to bring to light a convergence not so much of concepts as of practical problems encountered, all of which related to the multiple aspects of adult education.

Quite apart from the problematic diversity of existing definitions, traditions, and structures which, even though enriching, do not simplify exchange, it was clear that above all after the energy crisis set in many new problems had arisen at the same time and in the same manner in most of the Member States.

The second phase, lasting from 1977 to 1981, served to demonstrate that it was now possible, taking into account common problems, to reflect together and to draw benefit from lessons learned in each Member State. It was found that as the result of historical, traditional, and structural differences, varying approaches had been taken to nevertheless solve similar problems.

A vast reservoir of observation, evaluation, and experimentation efforts was found to exist in Europe, in relation with which a body such as the Council of Europe had an important role to play. From 1977 to 1981, therefore, a broad network of interacting projects was set up which via the circulation of experts, ideas, study cases, and background documents served to make available the experience gained in each Member State. This action led at the beginning of 1981 to adoption by the Committee of Ministers of the Council of Europe of a recommendation on factors to be considered in connection with the development of adult education policy in the coming years.

This recommendation* stresses the need to take into consideration the comprehensive aspects of adult education policy, comprehensive as regards its object, namely, the individual properly inserted with all his needs in a geographical, social, and cultural community, and comprehensive as regards its structure, namely, coordination and cooperation among adult education institutions and between these institutions and social organizations, employment services, economic development organizations, social services, etc.

This year the Council of Europe is launching a new action programme entitled 'Adult Education for Development' which will lead to a third phase, that of proposing pilot projects which can be launched in the

various Member States in order to respond to specific needs in given geographical areas. The main thrust of this action programme is the role which adult education can play as a factor in the social, cultural, and economic development of local communities and regions which are facing difficulties. This action programme will likewise be based on observations and exchanges of experience at the level of ongoing innovative initiatives in the various Member States. More than 70 pilot project proposals have been submitted by the various national governments, of which 14 have been selected for evaluation and passed on to three work groups:

■ The theme of the first work group is the participation of men and women in decisions which concern their daily life as linked with specific local and regional problems. Involved is the evaluation of four projects, one in the region of Braga in Portugal, one in the region of Coria in Spain, one in the canton of Grisons in Switzerland, and one in the region of Catania in Italy.

■ The second work group will study responses to unemployment and economic restructurization. Involved is the evaluation of six projects, one in Sweden (Landskrona), one in Belgium (training preparing for entry to the open university in Charleroi), one in Germany (Hessen), one in France (Remiremont en Lorraine), one in Denmark (Silkeborg), and one in Finland (Padajoski).

■ The third work group will study the evolution of the social and cultural roles of the sexes. Involved is the evaluation of four

* Recommendation No R (81) 17 of the Committee of Ministers to Member States on Adult Education Policy. The text can be obtained upon request from the Secretariat of the Council of Europe.

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projects, one in Turkey (Ankara), one in the Netherlands (Enschede), one in the United Kingdom, and one in Norway (Oslo).

During 1982 three meetings will take place (in Strasbourg and on the ground), the purpose being to arrive at a first evaluation of difficulties encountered and results achieved within the framework of the action programme. During 1983 the cooperative development groups will undertake to elaborate project proposals which, in 1984, will be submitted for discussion at a full-scale meeting to be attended not only by persons who will carry responsibility for the

projects but also by decisionmakers at national level.*

The proposed projects will be studied from the viewpoint of implementation possibilities open. The main task in arguing in favour of this action programme during a time of budgetary constraints and minimal economic growth is to demonstrate that adult education has a major role to play in the challenge of responding to economic crises, to be sure, but also in the challenge of

* An information bulletin will be published on work progress and will be available upon request at the Secretariat of the Council of Europe, Division of Non-school Education.

responding to social and cultural crises. It is necessary not only to call for a budget increase, under the current circumstances usually a hopeless exercise, but also to aim at improved organization via more intensive coordination of existing training offers in order to ensure higher benefit to the Community and to achieve greater efficiency. Although this exercise cannot lead to substantial savings (demands for training already greatly overtax institutional and budgetary possibilities), it could bring about improved quality of service without having to request budget increases for this purpose.

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