

Bulletin  
of the  
EUROPEAN  
COMMUNITIES

*Supplement 12/76*

# **From education to working life**

Commission  
of the European Communities

In their Resolution of 13 December 1976 concerning measures to be taken to improve the preparation of young people for work and to facilitate their transition from education to working life, the Council and Ministers of Education meeting within the Council agreed upon a series of actions in this area both by Member States and at Community level. At Community level these consist of pilot projects, study visits, the preparation of further specialized reports and a series of workshops. Agreement was reached in principle on a budget of 11.4 million units of account as the Community contribution to this programme for the years 1978-1980.

The Resolution stems from a Report on this subject by the Education Committee, prepared as a matter of priority at the request of the Council and Ministers under the terms of the action programme in education. It contains the conclusions drawn by the Education Committee from a background analysis compiled by a team of experts. It was based on visits by the experts to Member States and on reports submitted by each Member State.

This supplement sets out the text of the Resolution of the Council and the Ministers of Education and the Report of the Education Committee, with the background analysis.

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of the European Communities

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## From education to working life

Resolution of the Council and of the Ministers of Education meeting within the Council of 13 December 1976 concerning measures to be taken to improve the preparation of young people for work and to facilitate their transition from education to working life

Report of the Education Committee

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## *Introduction*

The Council and Ministers of Education meeting within the Council in Brussels on 29 November under the chairmanship of Mr J.A. Van Kemnade, the Netherlands Education Minister, reached agreement on action to be taken on education matters in the individual Member States and at Community level.

The Council and Ministers considered a report on the problems of preparing young people for work and for the transition from education to working life. This report had been prepared by the Education Committee, which consists of representatives of the Member States and the Commission, as a matter of priority at the request of the Council and Ministers under the terms of the action programme in education which they adopted in their resolution of 9 February 1976.<sup>1</sup>

The Report contains the conclusions drawn by the Education Committee from a background analysis compiled by a team of experts. The background analysis, which was prepared between February and June 1976, was based on visits by the experts to Member States and on reports submitted by each Member State.

In the discussions all the delegations stressed the prime importance of action in this field; the Council and Ministers agreed, in a Resolution,<sup>2</sup> to a series of measures to be undertaken both by Member States and at Community level.

The Member States will take into account, in developing their national policies, the conclusions and measures suggested by the Education Committee in its report.

These measures include: the development of curricula and teaching methods providing appropriate preparation for working life in general education and vocational training and promoting closer links between these two types of education; the promotion of a system of continuing education and vocational guidance; the provision of continuing education and training opportunities for all young people particularly those without qualifications; additional educational strategies for those young people who are most vulnerable in changing employment conditions; the initial and continuing training of teachers, so that they may

prepare young people more effectively for working life; the improvement of information services on education, the employment of young people and their aspirations and motivation; and the strengthening of consultation and coordination between education and vocational guidance, training and placement services.

At Community level, a four-year action programme was adopted which includes a series of pilot projects to be prepared in 1977 and implemented over the period to 31 December 1980. Agreement was reached in principle on an overall sum of 11.4 million u.a. as the Community contribution to this programme for the years 1978 to 1980.

These projects will concentrate on a number of priority themes such as appropriate measures to meet the educational and training requirements of those leaving the educational system who encounter problems in securing and retaining employment, measures to counteract the problems of low motivation towards education and employment, the development of a continuous process of guidance and counselling and the improvement of vocational preparation in the final years of compulsory schooling and the post-compulsory period.

Some pilot projects will be concerned with the design and development of specific measures to ensure equal education opportunities for girls, and to assist migrants and other target groups with special problems; others will be concerned with the promotion of measures to improve the initial and in-service training of teachers so that they may more effectively prepare young people for the world of work.

There will also be a programme of study visits for specialists in the field of vocational education and guidance and workshops on topics related to the transition from education to working life for teachers and trainers of teachers. A report analysing the experience of Member States in linking education and other sectoral policies in the less-favoured regions and other provisions and measures to enable young people to return to further

<sup>1</sup> OJ C 38 of 19.2.1976; Bull. EC 12-1975, points 1101 and 1102.

<sup>2</sup> Formally adopted on 13 December 1976, OJ C 308 of 30.12.1976.

study after leaving the educational system is to be prepared. Further and more intensive activities in the area of information-gathering and distribution, particularly with relation to statistics, is also provided for.

This supplement sets out the text of the Resolution of the Council and the Ministers of Education, the Report of the Education Committee, and the background analysis.

The Member State reports, which deal with the problem of youth unemployment and the transition from education to employment, are not included in this publication, but will be available on request in all the official languages of the Community.<sup>1</sup>

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<sup>1</sup> They may be obtained from:  
Commission of the European Communities  
Education Division (DG XII.A.1)  
Rue de la Loi 200  
B-1049 Brussels  
Tel. 735 00 40/735 80 40, extension 5650.

Resolution of the Council  
and of the Ministers of Education meeting  
within the Council of 13 December 1976  
concerning measures to be taken to improve  
the preparation of young people  
for work and to facilitate their transition  
from education to working life

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*The Council of the European Communities and the Ministers of Education, meeting within the Council,*

Having regard to the Treaties establishing the European Communities,

Referring to the resolution of the Council and of the Ministers of Education meeting within the Council of 9 February 1976 comprising an action programme in the field of education<sup>1</sup> and in particular points II and III and point IV, paragraph 22 thereof;

Referring to the Community measures and activities concerning vocational guidance, which were the subject of Commission Recommendation 66/484/EEC,<sup>2</sup> to those concerning vocational training which were the subject in particular of Council Decision 63/266/EEC,<sup>3</sup> of the 'general guidelines' adopted by the Council<sup>4</sup> and of Council Regulation (EEC) No 337/75,<sup>5</sup> to those concerning equal treatment for men and women, which were the subject of Council Directive 76/207/EEC,<sup>6</sup> and to those concerning action by the European Social Fund for persons affected by employment difficulties, which were the subject of Council Decision 75/459/EEC;<sup>7</sup>

Taking account of the interest of the European Parliament and of the Economic and Social Committee in the relationship between the education and employment of young people, and of the importance attached to this question by employers and labour;

Conscious of the grave problems facing so many young people in the transition from school to adult and working life;

Having regard to the abiding and distinctive responsibility of educational systems in preparing young people for working life during the period of compulsory schooling and in subsequent general and vocational training, and to the importance of providing educational opportunities for all young people to realize their potential;

Taking note of the initial report of the Education Committee on the preparation of young people for work and for their transition from education to working life,

*Hereby adopt this resolution:*

I. This resolution and the report of the Education Committee shall be communicated to the European Parliament and to the Economic and Social Committee. The report, including its annexes, shall subsequently be published.

II. Member States will:

1. Take account, in developing their national policies, of the conclusions and measures suggested in the Education Committee's report concerning, in particular:

(a) the development of curricula and teaching methods providing appropriate preparation for working life at all stages of general education and vocational training, and promotion of closer links between these two types of education;

(b) the promotion of a system of continuing educational and vocational guidance, involving the participation of parents, teachers and counselors;

(c) the provision of continuing education and training opportunities for all young people particularly those who finish their compulsory schooling with insufficient educational achievements or without formal qualifications;

(d) the particular needs of, and compensatory educational strategies for, those young people who for social or economic reasons, or because of personal handicaps, are most at risk in changing employment conditions;

(e) the initial and continuing training of teachers, so that they may prepare young people more effectively for working life and counsel them in choosing between alternative opportunities in employment, further education and training;

(f) the improvement of the presentation and collation, and more rapid dissemination, of information on education, the employment of young people and their aspirations and motivations;

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<sup>1</sup> OJ C 38 of 19.2.1976.

<sup>2</sup> OJ 154 of 24.8.1966.

<sup>3</sup> OJ 63 of 20.4.1963.

<sup>4</sup> OJ C 81 of 12.8.1971.

<sup>5</sup> OJ L 39 of 13.2.1975.

<sup>6</sup> OJ L 39 of 14.2.1976.

<sup>7</sup> OJ L 199 of 30.7.1975.

(g) the strengthening of consultation and coordination between education and vocational guidance, training and placement services to facilitate the preparation of young people for their entry to working life.

2. Exchange and compare experience periodically in the Education Committee.

III. The actions set out below shall be implemented at Community level to complement national initiatives taken during the period up to 31 December 1980:

1. The implementation of pilot projects and studies to assist in the evaluation and development of national policies in respect of the following priority themes:

(a) the educational and training requirements of those leaving the educational system who encounter problems in securing and retaining employment in which they can find satisfaction and opportunities for personal development, and appropriate measures to resolve these problems;

(b) the problems of poor motivation among many young people towards education and work, and the measures which might be adopted to stimulate their interest and participation;

(c) the design and development of specific actions to:

— ensure equal educational opportunities for girls,

— assist young migrants,

— promote adequate measures for target groups with special problems, such as the young physically and mentally handicapped;

(d) the development of a continuing process of guidance and counselling, peaking at the crucial periods of choice and spanning the final years of compulsory schooling and the post-compulsory period, with particular regard to collaboration between those responsible for education, guidance, training and placement;

(e) the improvement of vocational preparation in the final years of compulsory schooling and in the post-compulsory period, particularly by the promotion of cooperation between the education and employment sectors;

(f) the promotion of measures to improve the initial and in-service training of teachers so that

they may more effectively prepare young people for working life.

2. The preparation of a report analysing:

(a) the experience of Member States in strengthening the coordinated planning of education and other sectoral policies in relation to the less-favoured regions of the Community;

(b) existing and planned provisions and measures under which young persons may return, as part of continuing education, to further study during the period immediately following the end of compulsory schooling.

3. The organization of:

(a) study visits relating to vocational education and guidance intended for specialists in these fields; and

(b) workshops for teachers and trainers of teachers concerning the transition from education to working life. As appropriate, interested employers' and workers' representatives could also be invited to participate.

4. The preparation by the Statistical Office of the Communities of guidelines for the comparison of existing statistical information regarding the transition of young people from education to working life, taking account of specific national needs, so as to facilitate the work of policy makers in the education, employment and other sectors concerned. The production, also by the Statistical Office, of a regular analysis of the situation in the Member States, which could include available information on the following aspects: the flow of pupils and students into different sectors of employment and into the different types of post-compulsory education and training; the social characteristics and education of school-leavers and of young people unemployed, and the participation of young people in part-time vocational education either at educational institutions or in industry.

5. The extension of existing Community arrangements to provide regular information on trends and developments relating to vocational guidance and preparation for working life, within both general and vocational education, this information being designed in particular for local and regional policy makers and for staff of teacher training establishments.

IV. A report shall be drawn up by the Education Committee on the measures taken at Community level and within Member States and on the results achieved.

V. The Community's financing of the measures specified in point III above shall be decided in accordance with the Community budgetary rules and procedures.

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The preparation of young people  
for work and for transition  
from education to working life

Report of the Education Committee  
to the Council and the Ministers  
of Education meeting within the Council

Background analysis

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# Report of the Education Committee

## Introduction

1. By Resolution dated 9 February 1976, the Council and Ministers of Education meeting within the Council adopted an action programme in the field of education in the European Community.<sup>1</sup> Within this programme, one topic was given special priority by Ministers, and the Education Committee, which had been established by virtue of the same Resolution, was asked to prepare an initial report by 1 July 1976 on:

— the measures to be taken in the field of education to prepare young people for work, to facilitate their transition from study to working life and to increase their chances of finding employment, thereby reducing the risks of unemployment;

— the provision, in the context of continuous education and training, of further education to enable young workers and young unemployed persons to improve their chances of finding employment.

2. The initial report which follows has been prepared with the assistance of three experts appointed by the Commission, namely:

Miss Brenda *Howe*, Director of In-Service Education to the Leeds Education Authority

Dr Livio *Pescia*, Centro Studi Investimenti Sociali (CENSIS), Rome

Dr Gerhard *Welbers*, Director, Infracplan GmbH, Cologne

and of liaison officers designated by each Ministry of Education. The report consists of the main conclusions drawn by the Education Committee from its analysis of the situation in each Member State, and an outline of possible measures to be taken by Member States and at Community level. It was based on a background analysis prepared for the Education Committee, together with nine country statements, which are also submitted for consideration to the Council and Ministers of Education meeting within the Council.

3. The report deals with the contribution of education systems to, and their responsibilities for, the preparation of young people for work, the process of transition from education to working life and the provision of opportunities for further education and training after compulsory schooling. To permit as full a treatment as possible of these questions the Education Committee decided to exclude the problem of graduate unemployment from the scope of the report.

4. The report is not hinged exclusively on the current problem of youth unemployment, which is conditioned essentially by economic considerations, and the immediate answers to which must lie mainly within the realm of economic and employment policies. However, the dramatic rise in the number of unemployed young people in recent years and the intensive search for strategies of public policy to alleviate their situation have served to highlight longstanding questions about the objectives of education, and in particular how to prepare young people for working life. Previously, periods of full employment did not show so acutely the necessity to help young people through this important period of transition, which is now generally accepted as beginning at the age of 13 when the first decisions are made that have implications for later occupational choices.

5. Finding employment is only the first step: making sure of congenial and suitable employment, adjusting to it, finding satisfaction in it and learning how to progress in a career are quite as important parts of the process of transition. Young people have as great a need to learn how to cope with these aspects of working life when a booming economy offers them a wide choice of employment opportunities as when economic recession holds the threat of unemployment over them. This report, in focusing on the problems of preparation for work and on the transition to working life, rather than on unemployment as the extreme symptom of unsatisfactory transition, is intended to provide the basis of a longer-term review of the responsibilities of the education systems in this context.

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<sup>1</sup> OJ C 38 of 19.2.1976.

6. An individual's employment problems are often attributable to a complex of economic, social, psychological and educational factors. In this initial report, there has been no attempt to provide an integrated analysis of these various aspects. The report concentrates only on the developing role and responsibilities of education systems. Nevertheless, due account has been taken in its preparation of the analyses and developments which have arisen within other sectors, particularly employment. On account of their importance a brief indication of the main points of parallel consideration of youth employment within other bodies in the European Community is given below.

#### Existing Community action on vocational training and youth employment

7. Since its establishment, the Community has been particularly concerned with vocational training and employment policy. As far back as 2 April 1963, the Council adopted a decision establishing a number of general principles for the implementation of a common policy on vocational training.<sup>1</sup> On 18 July 1966, the Commission addressed a 'Recommendation on the development of vocational guidance' to the Member States. In addition, the Commission has produced a series of reports on vocational guidance activities within Member States.<sup>2</sup> Furthermore, a major study on apprenticeship systems in the Member States is currently being undertaken on behalf of the Commission's Directorate-General of Social Affairs, and the Advisory Committee on Vocational Training is engaged in the elaboration of guidelines for the implementation of a common policy on vocational training.

8. In response to the growing concern of the Standing Committee on Employment over the urgent need for measures to combat youth unemployment, the Commission prepared a document entitled 'Report on measures adopted by Member States to deal with youth unemployment'. This document was prepared on the basis of replies to a questionnaire addressed to national Ministries of Labour. Included within the list of

measures described are a number in the education or training fields.

9. As a result of the discussions held within the framework of the Standing Committee on Employment, the Commission has elaborated a draft Recommendation on vocational preparation for young people who are unemployed or threatened by unemployment.<sup>3</sup> This recommends Member States to improve their training facilities and to focus on the needs of young people who are unemployed or threatened by unemployment and who have not received a satisfactory preparation for employment within the education service. The draft Recommendation has been designed as a short-term measure to alleviate the problems of unemployed youth and, as such, is intended to complement the longer-term measures which are treated in this report.

10. The European Social Fund has, since its creation, been concerned with improving employment opportunities primarily by means of grants towards training programmes in the Member States. Since the reform of the Fund in 1971, its scope has been widened considerably.

In addition to intervention to support training programmes in the priority regions of the Community, new areas of intervention have been decided on by the Council, reflecting the need for joint Community action on behalf of workers in certain sectors (e.g. agriculture, textiles) or certain categories of people (e.g. handicapped persons, migrant workers).

The Council Decision of 22 July 1975<sup>4</sup> which was inspired by the urgent need for anti-crisis measures further extended the scope of the Fund by enabling it to contribute to specific operations to facilitate the employment and the geographical and professional mobility of young people under 25 who are unemployed or seeking employment. The Council Decision specifies that priority should be given to first-job seekers.

<sup>1</sup> OJ 63 of 20.4.1963; EEC Sixth General Report, point 189.

<sup>2</sup> OJ 154 of 24.8.1966; Bull. EEC 9/10-1966, point 53.

<sup>3</sup> Bull. EC 7/8-1976, point 2208.

<sup>4</sup> Council Decision on action by the European Social Fund for persons affected by employment difficulties, OJ L 199 of 30.7.1975.

11. Although young people are by no means excluded from general adult training programmes, the Fund is now able to give particular attention to programmes specifically designed and reserved for the young unemployed. The basic regulations of the Fund lay down that the Fund may not intervene in support of the 'initial training of young people immediately after completion of their term of compulsory schooling; nevertheless, assistance from the Fund may be granted for young people, who, although available on the labour market are unable to find work because of lack of qualifications or because there is no demand for the qualifications they possess.'<sup>1</sup>

Even within the framework of the recent Council Decision, therefore, the Fund is not able to support preventive action to save young people from becoming unemployed in the first place. It cannot act in support of improvements in school or further education systems, or in teacher training. The action of the Fund is also restricted by the limited categories of expenditure to which a contribution may be made.

12. The role of the Fund is therefore essentially to mitigate the effects of youth unemployment. In 1976, the total budget for this purpose is 66 million u.a. Initial applications for assistance in 1976, however, amounted to over 200 million u.a. Faced with the need to establish priorities for intervention, the Commission has developed guidelines in collaboration with the Social Fund Committee which give emphasis to the various recent innovatory measures in Member States which make a qualitative or quantitative improvement to the training facilities available for young unemployed people. Given the legal constraints mentioned above, the Fund is nevertheless able to assist in easing the transition from unemployment to working life by giving priority to new schemes for the most disadvantaged people and which are centred on vocational guidance, pre-employment and work experience courses. In the preliminary draft budget of the Community, the Commission requested 150 million u.a. for action in 1977 by the Social Fund under this heading.

13. To improve the statistical understanding of education and training issues involved, the Commission has requested the Community's Statistical Office's work-

ing groups for 'Educational Statistics' and 'Statistics on Vocational Training and Adult Education' have decided on a regular transmission of the most important data using an agreed set of harmonized definitions. It is expected that this will result in the availability of more extensive and comparable data on educational aspects. The parallel improvement of statistics on employment and unemployment ought equally to permit better appreciation of the inter-relationships between education and employment which are underlined throughout this report.

#### Action by other organizations

14. In preparing this report, moreover, account has been taken of the work of the Organization for Economic Cooperation and Development (OECD), the International Labour Organization (ILO), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the Council of Europe and its Council for Cultural Cooperation (CCC) as well as of a number of non-governmental agencies. In particular, the following related developments have been noted:

— the General Conference of the International Labour Organization at its sixtieth session (1975) adopted a Convention on Human Resources which deals extensively with the areas of vocational training and guidance;

— the eighteenth session of the General Conference of UNESCO meeting in Paris in November 1974 adopted a revised recommendation concerning technical and vocational education;

— in March 1974 the Committee of Ministers of the Council of Europe adopted a resolution on a partial agreement on vocational information and guidance for young people;

— the Committee of Ministers of the Council of Europe adopted in May 1975 a Resolution containing recommendations aimed at reducing unemployment amongst young people;

<sup>1</sup> Article 3 (2), Regulation of the Council of 8 November 1971, implementing the Council Decision of 1 February 1971 on the reform of the European Social Fund; OJ L 249 of 10.11.1971.

— the OECD produced in 1975 a wide-ranging report entitled 'Education and Working Life in Modern Society' and another entitled 'Entry of Young People into Working Life' prepared for the Education Committee and the Manpower and Social Affairs Committee of OECD. A joint working party is currently meeting to formulate general policy objectives and recommendations which might be made to Member States of the OECD.

## Conclusions

15. The period of economic recession and the dramatic unemployment situation affecting young people have served to highlight in starker terms the problem for each generation of young people of making an effective transition from education to working life and of being sufficiently adaptable to meet changing circumstances later in life. This has increased the pressures on Member States and the Community institutions to re-examine and strengthen the relationships between education and employment. At the same time, economic constraints have inevitably affected the extent to which additional resources can be allocated to this important aspect of the transition from education to working life.

16. Responsibility for vocational training is divided in most countries between various sectors. It is usually shared between education and other sectors, particularly employment, in so far as the period of post-compulsory education is concerned. It has been increasingly recognized that the planning and provision of integrated programmes of education and vocational training require systematic collaboration and coordination at local, regional, national and Community levels and that in their absence there would be increasing danger of separate planning and financing of education and vocational training leading to divergent policies and initiatives. The importance of associating the social partners with the dialogue on the vocational dimension of education systems, on the one hand, and the educational and training responsibilities of the employment systems on the other, has also been underlined. This growing emphasis on the need for more effective consultation and coordination should not be interpreted as an attempt to make education systems subservient to manpower policies, but rather to sharpen the reciprocal responsibilities of education and employment systems in defining more effective methods of providing for the diverse social, educational and employment needs of young people.

17. In those regions of the Community with weak economic and social structures, integration of school leavers and young graduates into the employment system is particularly difficult. Dis-

parities between regions produce a disequilibrium which affects the prospects of the existing work-force and particularly the opportunities for young school-leavers to find appropriate employment opportunities within their own regions. Faced with depressing job prospects, the more energetic and ambitious are tempted to emigrate from such regions, thus depleting the future work-force, and making it even more difficult to attract job-creating activities to the region. Job creation in these areas requires a systematic and intensive programme of support in education and training if adaptability of individuals is to be developed. Moreover, in areas dependent primarily on one economic activity, such as agriculture and coal-mining, education and training need to be flexibly developed to take account of the economic plans and changing manpower requirements in these areas. Furthermore, the current economic situation means that job opportunities for young people are also scarce in other regions and countries which could at one time offer the means of acquiring skills and experience to those without local training facilities. For these reasons, there is a growing recognition of the importance of strengthening the interplay of regional economic and educational policies. The planning of educational and training structures should be an integral part of regional development policies both within Member States and also at Community level.

### Information requirements

18. Member States have all been concerned with establishing more effective national data bases to provide information on the socio-educational characteristics of school-leavers and those leaving the educational system at later stages, their subsequent destinations in employment or further education, or as unemployed. The lack of regular, up-to-date information on socio-economic, education, training, social and employment factors on an integrated and comprehensive basis is at present uneven both within and between Member States. One of the particular difficulties identified in collecting such data concerns the category of young migrants, many of whom move frequently and do not register. More information on this and other groups of

young people who are particularly exposed to the risk of unemployment, such as the physically and mentally handicapped, appears necessary. The more rapid and regular availability of such data to policy makers is an essential prerequisite for effective diagnosis of problems and the elaboration of appropriate compensatory strategies for the most vulnerable groups of young people during the period of transition from education to working life. Without such information, moreover, it is not possible to establish a more effective and continuing process of guidance spanning the period of transition.

19. Little is known about the changing attitudes and aspirations of young people themselves faced with the prospects of choice of future careers within employment and between the range of options available in the period of post-compulsory education and training. In spite of the difficult methodological problems of any such analyses, particularly because of the constantly shifting moods of successive generations, it is widely recognized that the frequent mismatch between education and training courses on offer and the interests of many young people cannot be resolved without more systematic efforts to secure information on their attitudes.

### Educational counselling and vocational guidance

20. Member States vary in the extent to which guidance<sup>1</sup> on future careers is organized as an integral element of the curriculum during compulsory schooling, and linked with guidance and placement services in employment or in the period of post-compulsory education and vocational training. In most Member States, the existing guidance systems are not at present sufficiently developed. It is more and more widely recognized that this function of guidance, as a continuing process spanning the period of transition from education to working life, is a necessary requirement for all young persons from the age of 13 onwards, and particularly at certain key moments in their educational careers.

<sup>1</sup> In this report, guidance is intended to refer to advice on future careers, whereas counselling refers to personal and pedagogic advice given to pupils.

21. Careers guidance can only be effective if based on an understanding of the educational progress of the individual pupil. Such an understanding is essential if pupils in turn are to understand and evaluate their own progress and the alternative options open to them. Guidance on future career development should therefore be seen in the wider context of counselling individuals at different stages of their career on their educational and vocational choices. Efficient systems must be created to bring together information on the capabilities, personality and interests of the individual on the one hand and equally comprehensive information on opportunities in further education and vocational training, the diverse openings in the world of work and the capabilities needed for them on the other.

22. For such guidance to be effective, specialist personnel should normally be available either within individual education and training institutions or, where the unit is not large enough to justify this, in an area or region where they would work for a number of units on a cooperative basis. Further analysis is required of the qualities and of the initial and in-service training required by such personnel; in particular the possibilities of giving them short periods of direct experience outside teaching merit further consideration. In addition, it is essential that all teachers appreciate the importance of the guidance function and the necessity of linking it with their existing teaching and counselling responsibilities.

23. In these key decisions affecting the individual pupil's future life, teachers, parents and specialized guidance personnel should all be involved. In particular, parents, who often play a key role, should be persuaded and helped to make use of the guidance services. This is particularly necessary in the case of parents from lower socio-economic groups who may both lack understanding of the range of choice and timing of decisions to be taken, and be passive and reticent in the atmosphere generated by the school environment which they may have rejected themselves in the past.

#### Education as a preparation for work

24. Work is a large and important part of life. At the same time, a job is only one aspect of the

individual's life. Education for living and education as a preparation for work are parallel and complementary aims for educational institutions, but there is evidently a growing concern and necessity to give greater emphasis to certain qualities which are of particular importance in preparing the individual for the world of work. These include, *inter alia*, a capacity to communicate more effectively in oral, written, numerate and social terms; the ability to exercise initiative and take responsibility, to work in a team on a common task, to handle practical problems involving manual skills, and to observe and learn through doing; an understanding of the diversity of the world of work, including the uses and implications of science and technology in society; a comprehension of the human and physical environment in which the individual lives as well as knowledge of the world beyond the local community; and an understanding of the decision-making processes affecting the young person's working conditions and work environment.

25. Despite the growing awareness of the importance of these qualities, much of the academic emphasis which was found in secondary schools before the introduction of compulsory secondary education for all still survives throughout the period of full-time education. Even where schools or particular courses with a practical bias have been created the approach often tends to be more academic than vocational.

26. Against this background there is now general support for a more balanced approach and for the idea that, as far as is practicable, the curriculum should be organized deliberately to give an understanding and experience of some of the manifold types of work and working conditions. This is essential if young people are to have a frame of reference in which to consider and choose between suggestions made to them. To make this a practical reality in the classroom requires an explicit and collective effort on the part of teachers from a wide range of subjects to include, where appropriate, periods of work observation and/or experience within different areas of the curriculum or to draw on other subjects for illustration, for example, of the history of industrial development. This should be complemented from the age of 13 by careers education of the

broadest kind, including education about working life.

27. In the period of post-compulsory education, there is generally a sharp distinction between vocational courses and courses of general education, in terms both of structures and programmes on offer. Most Member States are currently making efforts to reduce the differences and to break down the compartmentalization of individual courses. The problems encountered differ from one Member State to another, according to the various vocational training systems now in use. For example in systems of full time vocational education (e.g. technical schools) the emphasis is often put on general and theoretical instruction, with consequently considerable adaptation difficulties for young people seeking employment for the first time. On the other hand there is a danger with industrial training systems, such as apprenticeship systems, that too little theoretical and general education may be provided; and even when day or block release is provided this danger is not always avoided, since there is often inadequate coordination between firms and educational institutions.

### **Community and military service**

28. There is growing recognition of the potential value of voluntary community service undertaken by young people as a means of creating a greater awareness of their local community and of motivating them to deal with practical problems of local benefit. As a short-term measure of expediency, youth and community services have been involved in facilitating the transition from education to working life. Programmes of community and youth service take many different forms, sometimes involving an international aspect, and their links with the formal education systems vary considerably. Some schemes are designed to provide a break between the end of schooling and entry into higher education. In the majority of Member States military service is compulsory for all or most young males, and many of them receive education and training which may later assist in their transition to working life.

### **Teachers' training and attitudes**

29. Many school-teachers have little direct experience of the world of work outside the education service. To further the understanding of young persons and of their parents and to play a sympathetic role in the guidance process, teachers themselves need to have some understanding of the diversity and realities of the world of work, and preferably some direct experience outside teaching.

30. As a long-term goal, it is necessary to develop teachers' attitudes so that they view academic and vocational objectives as integral elements of a balanced curriculum. Only such a change of attitudes is likely to lead to changes in the predominant academic emphasis in curricula and in examinations. To achieve this will require deliberate changes in the initial and in-service education of all teachers. This may imply the incorporation of projects involving work experience in their initial period of training and later providing them with opportunities for refresher and in-service programmes concerned with particular aspects of the wider world of work. However, further study is required of the means of providing teachers with these additional insights.

31. In the same way teachers in vocational or further education may in some cases need to be given pedagogical training to supplement their extensive experience in industry or commerce.

### **School-leavers ill-prepared for work**

32. All Member States report a significant group of young people who, by the time they reach the end of full-time compulsory education, have achieved minimal success as measured either by their preparedness for work or by the level of the school-leaving qualifications awarded by the various systems of assessment and examination. They usually have little experience of vocational preparation, and are most likely to secure types of employment which also offer no opportunities for retraining and personal development. Many of them exhibit a marked lack of motivation both towards work and further study, often linked to truancy, absenteeism and early withdrawal from

school. It seems likely that these young people tend to develop into longer-term unemployed, incapable of adapting to changing circumstances and never returning to any further education and training, which could increase not only their occupational mobility but also their capacity to enjoy leisure.

33. The current period of economic recession has highlighted the importance of the continuing responsibility of the education service to all such young people. Further examination of their needs is required, including analysis of the multiple causes of failure and of the compensatory strategies to be adopted. This requires re-appraisal of the final period of full-time compulsory education with a view to identifying more effective forms of diagnosis, counselling and vocational preparation within the school curriculum which would enable more young people to realize their full potential. It also requires specific measures which can bridge the transitional period, both through a continuing process of guidance and a framework of linked education, training and employment policies which establish the right of young people to enjoy a period of further education and training on a flexible basis.

34. The recession has also caused consideration to be given in some circles to a further raising of the school leaving age as a means of easing unemployment problems. If such a policy were to be adopted it would be essential to see that the additional time at school was used to improve young peoples' preparedness for working life and not just as a form of 'parking'.

#### **Education and training after compulsory education**

35. The current crisis of youth unemployment has highlighted public responsibility to provide further education and training opportunities for all young people in the period after the end of full-time compulsory education. Some Member States have recognized the need for a special strategy of provision, particularly as regards vocational training, for what is widely known as the 15-19 age group (though the particular age range is not appropriate to all Community countries).

36. Proponents of continuing or recurrent education have underlined the importance of providing, through appropriate instruments, for the right of adults to re-enter education and training. Special legal and financial provisions for the years immediately following the end of full-time compulsory schooling have been called for, even though it is recognized that some young people are so disillusioned with school that they are not likely to be motivated to return to anything resembling the atmosphere they rejected earlier. Some Member States have legalized the right to further study through paid leave or have introduced compulsory part-time education and training after the end of compulsory full-time schooling. There is, moreover, widespread concern in the Member States to broaden participation in education, and to search for the most effective methods of stimulating and capturing the participation of those who, for one reason or another, may earlier have left the education system disillusioned by it or with minimal achievement. For this reason, it is a common preoccupation in Member States to find ways of enabling adults to combine learning and working, thus avoiding the present gulf for many between these two activities during their adult life. Greater coordination and integration of adult education, vocational training and youth policies are therefore required in the period of post-compulsory education.

37. Second-chance structures, such as the Open University, which combine the use of non-traditional methods of teaching and learning and home study, have attracted wide interest. Other methods, such as correspondence education, also offer opportunities which can assist in capturing the active engagement of a larger number of adults. The combination of such approaches with formal part-time further education and training merits further examination.

#### **Girls**

38. On 9 February 1976 the Council adopted a Directive providing for equality of treatment for men and women workers as regards access to employment, vocational training and advancement, and working conditions.<sup>1</sup> This Directive

<sup>1</sup> OJ L 39 of 14.2.1976.

has important implications for the education and training of girls throughout full-time schooling, in the transition from education to working life, and during employment.

39. The organization and structure of schools, curriculum content and teaching approaches should not differentiate between the needs of boys and girls but should be such as to allow as much attention as practicable to be given to individuals' needs regardless of their sex. This should reduce the risk of discouraging assumptions being made by girls, their parents and their teachers about what are the subjects and occupations in which girls are likely to succeed or fail. The early years of secondary education from the age of 13 onwards are of particular importance in this regard, since it is at that stage that important subject and course options are taken which later determine entry to, or disqualification from, occupations and certain forms of vocational education and training and higher education.

40. Those girls who now remain in the education system mainly choose courses of general and academic education which put them at risk of finding only a limited market for their qualifications. Intensified guidance for girls and their parents and teachers is required to combat the effects of popular beliefs about women's employment opportunities and the stereotyped roles in which women are still portrayed in mass advertising. Guidance should also be available on a longer-term basis, accompanied by opportunities for re-education and retraining, so that women may not only be adaptable for a switch of career but also compete on equal terms for jobs traditionally dominated by men.

### **Migrants**

41. Young migrants tend to have special difficulties whenever they enter working life, and are particularly vulnerable at a time of economic recession and extensive youth unemployment. They may be potential victims of popular prejudice and social alienation, and may experience other linguistic, social and cultural difficulties which vary to some extent according to their individual background and country of origin. More-

over, if they return to their country of origin, they may meet a new series of problems in their search for work as their education and experience in the host country may make it difficult for them to readapt to the culture and work style of their country of origin. Special assistance is required for this group.

### **The physically and mentally handicapped**

42. Physically and mentally handicapped young people are also particularly vulnerable and need additional help not just when starting work but also throughout their working lives. They are even more at risk in times of economic recession when it is difficult both to find first jobs and also to retain work. There are no comparable data available at present on handicapped school-leavers for the Community as a whole. Further analysis is therefore required both of the character of the problems encountered by this special group and of the compensations they require to assist them to overcome their handicaps.

### **Resource implications**

43. The shifting of emphasis within educational systems which this report suggests are necessary to meet present and future vocational training requirements more effectively would involve significant resource implications. Within Member States changes to the curriculum, the strengthening of the guidance function, the re-education of teachers and the development of collaborative projects between the education and employment sectors would require at least the re-distribution of existing manpower and financial resources and probably also the allocation of more money to education and training services generally. Member States should assess realistically the extent of changes required of the education systems in response to the changing needs of society and consider carefully their strategies for promoting changes through the integration of initiatives by all the sectors involved. At Community level, the effectiveness of existing measures in this field, which tend to draw a sharp distinction between education and vocational training, also requires re-examination.

## Suggested measures at Member State level

Member States should consider the adoption of the following measures:

44. Appropriate mechanisms should be established at national, regional and local level to ensure the coordinated planning and provision of education and vocational training policies for young people, both in respect of short-term measures to assist in effecting the transition from education to working life and in relation to long-term strategy concerning the most effective ways of preparing young people for work and of meeting the special needs of vulnerable groups of young people. In particular, interdepartmental co-ordination at national level should be strengthened so as to facilitate an integrated approach to the education, training and employment needs of young persons.<sup>1</sup>

45. The relationship between, and the degree of coordinated planning by, education services and manpower and industrial development services in the less favoured regions should be re-examined, with particular regard to the organization of guidance and placement services spanning the period of transition from education to working life.<sup>2</sup>

46. Arrangements for the presentation and collation, and for a more rapid dissemination, of statistical information on the education and employment of young people should be such as to enable policy makers in the education, social and employment sectors to monitor and analyse more effectively short- and long-term needs and to consider measures to be pursued.<sup>3</sup>

47. Long-term studies should be promoted on a selective basis of the social and educational characteristics and subsequent career patterns of school leavers; there should be a continuing examination of the extent and character of youth unemployment, and there should also be surveys of the changing aspirations and motivations of young people faced with a choice between careers within employment and between courses in further and higher education. These studies should be pursued in such a way as to permit comparisons between Member States.<sup>4</sup>

48. A system of continuing educational counselling and vocational guidance should be established, designed to improve the advice given to individual young persons on choices of courses and career. Trained guidance personnel should provide a specialized service within the education system, which so far as possible should be available within individual educational institutions. Teachers, guidance personnel and, in particular, parents should be encouraged to participate in pupils' key choices and further education and training. Close links should be established between guidance systems within education and other placement and guidance services at national, regional and local levels; special attention should be paid to coordinating such services throughout the period of transition from education to working life.<sup>5</sup>

49. To the extent that it is compatible with existing national systems, some vocational preparation should be included within the curriculum in the final stages of compulsory schooling and collaboration should be promoted between the education and employment sectors so as to provide opportunities for experience of working conditions and of the working environment to be included as an integral part of the overall curriculum.<sup>6</sup>

50. New ways of integrating general and vocational education should be explored so as to give young people a choice between the alternatives of proceeding to institutions of further or higher education or entering a suitable skilled occupation. Institutions of full-time vocational education should be encouraged to provide a better balanced curriculum ensuring more adequate practical and work experience, freeing young persons from the necessity of undergoing a prolonged period of practical work initiation on entering employment. More general and theoretical education should be provided during apprenticeship

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<sup>1</sup> Points 15 and 16.

<sup>2</sup> Point 17.

<sup>3</sup> Point 18.

<sup>4</sup> Points 18 and 19.

<sup>5</sup> Points 20 to 23.

<sup>6</sup> Points 24 to 26.

schemes in order to widen the vocational flexibility of young apprentices and to improve their capacities for further education. Opportunities should be provided for alternating periods of practical work and instruction with part-time education, with firms and educational institutions working together on a coordinated basis.<sup>1</sup>

51. Schemes should be promoted which include an introduction to vocational preparation and guidance as an element in the initial training of teachers, so that teachers may understand the significance and value of these for their future pupils. Opportunities should be made available to serving teachers to undertake specialized courses in vocational guidance and they should be provided with regular information on developments in the labour market and on the changing requirements of individual jobs. As far as practicable, opportunities should be also provided for practising teachers to participate in refresher programmes concerned with particular aspects of the working world. An adequate supply should be ensured of trainers of teachers with special concern for vocational training and guidance. Opportunities should be extended for the pedagogical preparation of teachers and trainers in vocational education whose previous professional experience has been entirely outside the educational systems.<sup>2</sup>

52. A systematic study should be initiated of the problems of those leaving school who do not seem to have reached their potential and of the scope of compensatory strategies needed or already developed to enable them to find appropriate employment and to realize their full potential.<sup>3</sup>

53. The possible contribution of youth, community and military services to facilitating the transition from education to working life should be examined, and encouragement given to the further development of intensified programmes of community service which incorporate an element of vocational preparation.<sup>4</sup>

54. Policies designed to provide the right for young persons leaving full-time compulsory education at the statutory age to re-enter further education and training during employment should be kept under review, with particular re-

gard to their needs during the initial period of working life.<sup>5</sup>

55. Measures should be promoted to encourage girls to make the widest range of occupational choices, particularly through appropriate modifications to the systems of guidance about choices of course and future career within the final period of compulsory full-time education.<sup>6</sup>

56. Increased efforts should be made to provide additional help for young migrants throughout the period of preparation for, and the process of, transition from education to working life. Special assistance, which takes account of their distinctive social, cultural and educational backgrounds and their previous vocational preparation, should be available through a continuing guidance service, especially when they leave the education system and enter working life, so that they may be helped to secure rewarding employment opportunities and be adaptive to changing economic and employment conditions. Every effort should be made to provide appropriate education and training to help returning young migrants to re-adapt to the life and work styles of their country of origin, and liaison should be established with the educational systems of the host country to communicate all relevant information on the previous educational progress of the individuals concerned.<sup>7</sup>

57. Intensified efforts should be made to help the physically and mentally handicapped, especially during the period of transition from the education system into working life, so that they are helped to improve the level of their educational achievement, and to become integrated as far as possible into working life.<sup>8</sup>

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<sup>1</sup> Point 27.

<sup>2</sup> Points 22, 29 to 31.

<sup>3</sup> Points 32 to 34.

<sup>4</sup> Point 28.

<sup>5</sup> Points 32, 34 to 37.

<sup>6</sup> Points 38 to 40.

<sup>7</sup> Point 41.

<sup>8</sup> Point 42.

## **Suggested measures at Community level**

58. When framing the suggestions made in this section of the report the Committee was aware of the Community activities which are already under way or planned in areas relating to the problem of transition from education to working life, in particular through the European Social Fund and the European Centre for the Development of Vocational Training.

59. The organization of the vocational element in the education systems in the Community differs markedly, both within the period of full-time compulsory schooling and especially in the post-compulsory period. Nevertheless, Member States have a number of common concerns about the role and responsibilities of education systems in preparing young people for work, and can benefit from a continuing exchange of experience and information on the effectiveness of the diverse education and training structures and activities in operation, as well as on initiatives developed in other Member States to relate education systems to changing social and economic circumstances. A cooperative learning process of this kind should not be confined to developments in the education systems only, but should also take fully into account education and training initiatives emanating from within the employment system.

60. The planning of programmes to ease transition from education to working life is an important local and regional concern, as well as a question of national policy. There is much to be gained from providing local and regional policy makers in education and training with opportunities to study specific problems and projects in progress in other Member States. Employers, trade unions and other agencies dealing with young people should be involved along with those from the education and training systems in the exchange of information and experience at both Member State and Community level.

61. An active process of learning through direct experience could be developed by means of Community investment in a number of pilot projects, the purpose of which would be to develop and try out new approaches, to explore common prob-

lem areas in greater depth, to assist in the transfer of experience between Member States where appropriate and to help in certain cases to achieve new goals. These pilot-projects could be undertaken over a three-year period, and provide a sound basis for the discussion of possible further measures. The results of these pilot projects could also be used to examine the need to extend or complement the Community's existing financial instruments. This examination should pay regard to the impact of these instruments on the whole period of transition from education to working life; in particular, attention should be given to the effectiveness of existing measures on behalf of unemployed young people in so far as integrated education and training initiatives are concerned, and to the necessity of including educational and training infrastructures as elements in a comprehensive set of provisions for the less-favoured regions of the Community.

62. Interchange of experience at Community level also requires the provision of opportunities for those especially concerned with vocational education and guidance to study developments of interest in other Member States. A modest number of workshops and seminars would help to bring together interested personnel from the Member States to discuss topics of common concern, such as the organization of vocational guidance or the methods of training teachers to prepare their pupils more effectively for working life. To support these activities, and to extend understanding of the different approaches adopted in the various education systems, a sound basis of relevant educational documentation is required, readily available in all Community languages.

63. To help in reducing the mismatch between the education and employment systems, in increasing job mobility and in easing the transition from education to working life, measures should be pursued at Community level to complement and strengthen related activities at national level. Six priority themes are suggested, which are interlinked:

— the educational and training requirements of those leaving the educational system who encounter problems in securing and retaining employment in which they can find satisfaction and

opportunities for personal development, and appropriate measures to resolve these problems;

— the problems of poor motivation among many young people towards education and work and the measures which might be adopted to stimulate their interest and participation;

— the design and development of specific actions to:

- ensure equal educational opportunities for girls,
- assist young migrants,
- promote adequate measures for target groups with special problems, such as the young physically and mentally handicapped;

— the development of a continuing process of guidance and counselling, peaking at the crucial periods of choice and spanning the final years of compulsory schooling and the post-compulsory period, with particular regard to collaboration between those responsible for education, guidance, training and placement;

— the improvement of vocational preparation in the final years of compulsory schooling and in the post-compulsory period, particularly by the promotion of cooperation between the education and employment sectors;

— the promotion of measures to improve the initial and in-service training of teachers so that they may more effectively prepare young people for working life.

64. It is therefore suggested that the following measures should be taken at Community level:

— Over a three year period, a series of pilot projects should be implemented taking into account present and planned national initiatives, and focusing on the six priority themes set out in point 63 above. A report on these six themes, incorporating the experience derived from the pilot projects, should be drawn up to provide guidelines on possible further measures to be taken by Member States and at Community level.

— A report should also be prepared on two further aspects of common interest:

- the experience of Member States in strengthening the coordinated planning of education and other sectoral policies in relation to the less-favoured regions of the Community, with particular regard to the links between education, training, placement and employment services in providing for the needs of young school-leavers, as well as experience of distinctive compensatory educational strategies developed for such regions; and

- existing and planned policy provisions and measures under which young persons may return, as part of continuing education, to further study during the period immediately following the end of compulsory schooling.

— Study visits should be organized over a three year period to provide opportunities for specialists and organizations concerned with vocational education and guidance, trainers of teachers and communication specialists, to exchange ideas and experience between Member States. Seminars and workshops should also be organized, again over a three-year period, to enable teachers and trainers of teachers to discuss common problems concerning the process of transition from education to working life. Where appropriate, interested employers' and workers' representatives could also be invited to participate.

— The Statistical Office of the Community should be invited to prepare guidelines for the comparison of existing statistical information regarding the transition of young people from education to working life, taking account of specific national needs, so as to facilitate the work of policy makers in the education, employment and other sectors concerned. The Statistical Office should also be invited to produce a regular analysis of the situation in the Member States, which could include available information on the following aspects: the flow of pupils and students into different sectors of employment and into the different types of post-compulsory education and training, the social characteristics and education of school-leavers and of young people unemployed, and the participation of young people in part-time vocational education either at educational institutions or in industry.

— There should be an extension of existing Community arrangements to provide regular information on trends and developments relating to vocational guidance and preparation for working life, within both general and vocational education, this information being designed in particular for local and regional policy makers and for staff of teacher training establishments.

# Background analysis

## Part I

### Analysis of the situation of transition from education and training to working life

#### Introduction

1. The transition between these two important stages of life demands an increased adaptability and flexibility on the part of the individual. This is a key foundation period for all individuals in acquiring the necessary motivation and adaptability throughout life. Even if most problems encountered during this period of transition can be solved by the individual's own efforts, there will inevitably be problems which he cannot master on his own. To help the individual with preparation for and transition into a new stage of life becomes therefore a new task for an integrated social policy; the competent administration and relevant social organizations have to take their part of the responsibility within this framework.

2. Measures of social policy in the past have been directed more towards relieving social grievances than towards preventing them from occurring. This is true for the transition of young people from the educational or vocational system to working life, and there have been frequent complaints from employers in the past about inadequate preparation of young people for working life. However, the problem has tended to be widely neglected in periods of full or even over-employment when a high demand for workers gave a reasonable starting chance even to moderately trained young people.

3. This neglect shows in times of a tight labour market. The latest economic recession has merely highlighted a long-standing need to develop better procedures to ease the transition to working life, procedures which now have to alleviate the present difficulties and simultaneously prevent future problems.

4. To face this need requires first of all getting a clear picture of the nature and extent of the problems of transition to which young people are exposed when they leave the educational and vocational system. It is necessary, then, to identify the factors contributing to these problems, in order not only to focus possible initiatives on the symptoms but also facilitate the conception and implementation of preventive measures, especially—according to the brief of the present report—in the field of education policy. Finally, it seems essential to analyse the most vulnerable groups of young people

who are afflicted by special problems of transition, because this may facilitate the setting of political priorities.

#### Identification of the main difficulties in transition from education and training to working life

5. The transition to working life confronts those leaving the educational or vocational systems in their new stage of life with a set of completely new problems. It enforces decisions which will greatly influence their future life. The avoidance of unnecessary friction is an essential prerequisite of successful personal development and social integration. For several years the integration of young people into working life has presented increasing difficulties. Remarkable and alarming indicators of this tendency are for instance:

- unemployment or the risk of unemployment,
- restricted choice of occupation owing to a lack of vocational education and training opportunities, and
- mismatch between the character of occupations available and the individual's qualifications and aspirations.

#### Youth unemployment

6. The phenomenon of increasing unemployment among young people has been more and more striking since the end of 1973 and particularly since 1974, in all countries of the European Community. The upward trend, however, has started in the different Member States at various times and has to be related to different levels of general unemployment, which makes it impossible to provide a reliable descriptive and analytical comparison of trends in the Member States. Because of differences in the measurement of unemployment in the various countries, any analysis has to be made with much caution, a straight comparison of national statistics could be quite misleading. Nevertheless, some comments on the available data as well as a summary description of the situation from a Community view point seem to be necessary.

#### Availability and quality of the statistical data base

7. A precise comparison of the situation of youth employment, country by country, would greatly facilitate an analysis of causes and trends and help future planning, but such an undertaking is rendered difficult by significant differences, between the Member States, in the availability and quality of the statistical data base.

8. Short-term unemployment statistics are collected in almost all countries as a by-product, either of registrations at employment offices or of demands for unemployment benefit.

Therefore, they are generally not designed to analyse and to explain changes in the extent and structure of unemployment which are not directly linked to these registrations. Thus it is difficult to make a comparative analysis of the figures for unemployment as a whole and in particular for youth unemployment as a part of this total figure, for various reasons:

— Since registrations at employment offices of placement services depend upon different legislations and practices in the Member States, in particular as far as young people are concerned, figures for registered unemployed can only be compared with caution. The actual figure for unemployed young people in many States may well be different from the number of those registered. On the one hand not all young unemployed register. The number of unregistered young unemployed may be derived from a comparison of the figures of registered unemployed with the results of separately obtained representative surveys. The latter show in Ireland, Denmark and Italy, for instance, a significantly higher level of youth unemployment than one finds in the statistics derived from registrations at the official employment agencies. On the other hand one cannot rule out the possibility that the expectation of unemployment benefits causes young people in some countries to register as unemployed without seriously trying to find a job.

— In many Member States statistics available on registered unemployment do not allow one to draw exact deductions about the features of various risk groups among the young. For example, the connection between the educational and vocational qualification acquired and the problems of transition to working life is documented by statistics only in a few special cases.

9. Other difficulties in comparing statistical data about youth unemployment derive from the different practices of calculating unemployment rates in the Member States. The number of registered unemployed is in some cases related to the number of wage earners only, in some cases to the total active population (including the self-employed). When considering youth unemployment rates, a particular problem in comparing statistics is linked to the fact that those young people who by their apprenticeship contract are practically exempt from dismissal (as for example in Germany) are counted among the active population in the statistics, whereas young people in institutions of full-time vocational education are not. In comparing statistical data, differing times of leaving school and, subsequently, differing times of entrance into the employment system must also be taken into account.

10. Some countries have tried to overcome these problems by special surveys in which the results come directly from the individuals and so have no connection with legal and administrative procedures. Because such surveys provide a more consistent basis for comparison between countries, an enquiry of this kind has also been made on a regular basis at Community level since 1968. It is based on Council regulations to ensure that all countries work within an identical framework

of questions to individuals. This Community Labour Force Sample Survey was carried out annually from 1968 to 1971, but since then has been held every two years. Results are now available for 1975, covering all Member States.<sup>1</sup>

In 1973, a special inquiry was added to the Community Labour Force Sample Survey concerning general and vocational training. The results of this special inquiry are one of the few sources of information on links between employment, unemployment, and educational and vocational qualifications.

11. Community and national statistics are complementary and the most suitable should be used for the analysis of each problem. The results of the Community Labour Force Sample Survey are certainly a suitable source for studies on the general structures of activity, for instance for calculating unemployment rates on the same basis for all countries. On the other hand, statistics on registered unemployed may help to identify at an early stage trends within each country because of their greater frequency and quick availability.

12. Some of the difficulties in comparing data—for instance, the non-registration of unemployed young people—cannot immediately be resolved at Community level. However, work is being done under the auspices of the Community Statistical Office to harmonize certain national statistics which are not easily comparable in their present form. Thus, Community unemployment statistics will in future give the same age breakdowns for all Member States, and the periods to which the key statistics refer are being harmonized. Moreover, the Statistical Office intends to express the figures for registered unemployed as a percentage of the total working population, as defined by the OECD. Within a short time, therefore, it will become much easier to follow developments on a Community-wide basis.

13. Meanwhile it is hardly possible to study youth unemployment at Community level on the basis of registered unemployment statistics except on a very broad basis, by comparing figures covering all those under the age of 25. For those under 20 years, national statistics have different age limits (from 18 to 21) so that correct comparison is not possible. Moreover, detailed breakdowns including age are made only with reference to one or two months in the year. This is generally sufficient for total unemployment but not for the analysis of youth unemployment. Therefore, in this report, additional national figures as communicated by the Member States have been used to indicate the particular problems of those in the under-20 age group.

#### *Growth and structure of youth unemployment*

14. On the basis of the statistical sources described in the previous part, the following paragraphs attempt to give a de-

<sup>1</sup> *Labour Force Sample Survey*, published by the Statistical Office of the European Communities in the series 'Social statistics'.

Table 1 — Trends in unemployment

	Belgium (May)	Denmark (Jan.)	Germany (May)	France (May)	Ireland (May)	Italy (March)	Luxembourg (March)	Netherlands (May)	United Kingdom <sup>1</sup> (July)
<i>Total numbers (in 1 000)</i>									
<b>Total registered unemployed</b>									
1973	97.9	31.6	241.0	343.1	65.2	1 093.4	0.051	94.7	561.3
1974	100.4	31.5	456.6	388.5	66.6	1 130.5	0.034	109.5	573.6
1975	175.3	118.6	1 017.9	734.9	96.1	1 185.9	0.134	173.4	1 042.2
1976	235.7	126.4	954.2		109.7		0.452	189.0	1 463.5
<b>Registered unemployed under 25 years</b>									
1973	18.8	5.2	(50.6)	103.5	.	282.2 <sup>2</sup>	0.018 <sup>2</sup>	27.1	154.3
1974	22.9	6.1	105.5	137.0	.	289.4	0.021	33.8	174.1
1975	57.9	26.2	253.7	267.8	.	325.1	0.041	62.3	436.2
1976	81.7	30.2	244.7		.		0.192	68.6	641.1
<i>Trend (1973 = 100)</i>									
<b>Total registered unemployed</b>									
1973	100	100	100	100	.	100	..	100	100
1974	102.7	99.7	189.5	113.2	.	103.4	..	115.6	102.2
1975	179.0	375.3	422.4	214.2	.	108.5	..	183.1	185.7
1976	240.6	400.0	395.9		.	.	..	199.6	260.7
<b>Registered unemployed under 25 years</b>									
1973	100	100	100	100	.	100 <sup>2</sup>	..	100	100
1974	121.6	117.3	208.4	132.4	.	102.6	..	122.9	112.9
1975	306.0	503.8	501.4	258.8	.	115.2	..	226.5	282.8
1976	432.8	580.0	483.5		.		..	249.5	415.5
<i>Part of unemployed under 25 years in total unemployed</i>									
<b>Registered unemployed</b>									
1973	19.3	16.5	(21.0)	30.2	.	25.8 <sup>2</sup>	..	28.6	27.5
1974	22.8	19.4	23.1	35.3	.	25.6	..	30.8	30.4
1975	33.0	22.1	24.9	36.4	.	27.4	30.6	35.9	41.9
1976	34.7	23.9	25.6		.	.	42.5	36.2	43.8
<b>Persons having declared to be unemployed in the Labour Force Sample</b>									
1973	34.7	.	32.7	39.8	.	60.4	..	36.0	27.6
1975	42.8	32.7	31.9	41.3	44.3	59.9	61.8	36.5	29.8

<sup>1</sup> Great Britain only.<sup>2</sup> Under 21 years.

. Not available.

.. Not significant.

Source: National statistics of registered unemployed, data by Statistical Office of European Communities (Eurostat).

scription of youth unemployment from a Community viewpoint. The national figures quoted are based on the most comparable definitions of unemployment; they may thus differ from those currently used in Member States. They have been put on a comparable basis by the Statistical Office of the European Communities and national experts in unemployment statistics in such a way as to ensure coverage of the same group of persons in each country. So unemployed put to work by public authorities are excluded for all countries, young registered unemployed included even if they do not get unemployment benefit.

15. Youth unemployment varies within the year and generally reaches its highest point in September when school-leavers have not yet been absorbed by the labour market. Statistical analysis of trends over several years must therefore be based on data referring to the same month of each year. Table 1, on trends in youth unemployment, has for this reason been established for the May situation in most countries. If no May figure was available, the nearest month was chosen; for the UK, the only figures available are for July.<sup>1</sup>

#### *Growth of registered youth unemployment*

16. As can be seen from Table 1, registered unemployment has grown considerable in all Member States between 1973 and 1976, the only exception being Italy with an almost stable figure of registered unemployed (due to legislative action to avoid redundancies). The total unemployment figure is now at least twice what it was in 1973, in Denmark five times higher and in Germany four times higher.

Registered unemployment of persons under 25 years has grown faster than total unemployment. It is now six times higher than 1973 in Denmark, five times higher in Germany, and four times higher in Belgium. It has at least doubled in the other countries, with the exception of Italy where a relatively high level of youth unemployment has existed for several years.

17. Growth of the absolute figure of unemployed does not necessarily imply a change in the structure of unemployment. However, statistics of registered unemployed show that since 1973 the percentage of young unemployed under 25 years has increased steadily in most countries. Between a quarter and more than a third of all registered unemployed are now under 25 years, which is generally more than the respective proportion of young people in the total working population. During the period following the end of the school year (i.e. September) this percentage is considerably higher in some countries. In all countries the percentage of unemployed girls in the total of female unemployed is higher than that of boys in total male unemployment.

18. Results of the Community Labour Force Survey, however, suggest that with progressive difficulty in finding a job

young people tend more to register than they do in periods of less tension in the labour market. The Italian figures show quite clearly that young people abstain from going on the register of labour exchange offices if there is no hope of finding a job by the action or of getting benefit. Studies of unemployment problems based on statistics of registered unemployed should keep in mind the different approach to reporting in the various countries. While 80-90% of all unemployed in Belgium and the Netherlands were registered, in Italy and France more than 30% of them were looking for a job by personal contact or by investigating offers of employment.

#### *Unemployment rates*

19. As shown in Table 2, unemployment rates expressed as a percentage of the total labour force (employed and unemployed) were—according to the Labour Force Survey—around 3% in nearly all countries in the spring of 1975 and considerably higher than in 1973. For unemployed under 25 years the rate lies between 5.3% in Germany and 13% in Italy. It has at least doubled since 1973 (with the exception of Italy where youth unemployment seems to be more constant). Even higher percentages have been found for young people under 20 years, the rate for these reaching 10% and more in Italy, France and Belgium.

20. The analysis of unemployment rates shows clearly that women seem to be more affected than men. The highest rates appear for girls under 20 years in Italy and France (17%), Belgium (13%) and Germany (7%), being thus at least twice if not three times the rate of total female unemployment.

#### *Youth unemployment at the stage of entering working life*

21. In 1975—according to the Labour Force Survey—about 60-70% of young unemployed under 25 years within the Community had already been in employment before (and thus many of them may enjoy unemployment benefits). This is a higher proportion than 1973, when for example in Germany and Belgium half of them never had been employed. (The only exception is again Italy, where both in 1973 and in 1975 about 80% of the young were looking for a first job.)

Considering only those young unemployed under 25 years who—in 1975—had already worked, 90% in Belgium (1973: 73%) and 83% in Germany (1973: 44%) became unemployed as a result of dismissal. Only in France is the proportion of those who left voluntarily relatively high. This shows clearly that young people have been seriously affected by economic difficulties during these two years.

22. In some ways even more affected are those young people who have to face periods of unemployment without hav-

<sup>1</sup> Figures relate only to Great Britain.

Table 2 — *Unemployment rates*  
(Unemployed as a % of total labour force)

	Belgium	Denmark	Germany	France	Ireland	Italy	Luxembourg	Netherlands	United <sup>1</sup> Kingdom
<b>Total of unemployed persons</b>									
Total									
1973	1.7	.	0.5	1.9	.	4.1	0.6	1.9	2.1
1975	3.3	6.9	3.0	3.3	10.0	3.4	0.7	3.3	4.6
Male									
1973	1.2	.	0.4	1.5	.	3.4	0.4	1.9	2.4
1975	2.7	7.0	2.9	2.7	10.3	2.8	0.4	3.4	4.2
Female									
1973	2.6	.	0.8	2.6	.	6.2	1.2	1.7	1.8
1975	5.5	6.6	3.2	4.4	9.0	5.0	1.2	2.5	5.3
<b>Unemployed under 25 years</b>									
Total									
1973	3.1	.	0.9	4.2	.	14.9	.	3.0	3.2
1975	7.8	13.7	5.3	7.8	15.0	13.0	.	5.7	7.7
Male									
1973	2.3	.	0.8	3.5	.	14.6	.	3.4	3.6
1975	6.0	14.5	5.7	5.0	16.4	12.3	.	7.4	7.6
Female									
1973	4.0	.	1.0	5.0	.	15.4	.	2.4	2.6
1975	9.8	12.8	4.9	9.0	13.1	13.9	.	3.8	7.8
<b>Unemployed under 20 years</b>									
Total									
1973	4.1	.	1.3	6.0	.	18.7	.	3.4	3.7
1975	10.0	12.8	6.5	12.3	21.5	16.0	.	6.9	9.1
Male									
1973	2.9	.	1.2	4.5	.	18.8	.	3.3	4.5
1975	7.3	11.1	6.3	7.9	22.3	15.2	.	8.1	8.9
Female									
1973	5.5	.	1.4	7.9	.	18.7	.	3.5	2.9
1975	13.1	14.7	6.7	16.7	20.6	17.0	.	5.9	9.3

<sup>1</sup> Great Britain only.

Source: Statistical Office of the European Communities (Eurostat) - Community Labour Force Sample Survey, Spring 1973 and 1975.

ing been employed before (i.e. school-leavers and those looking for their first job). Unemployment as the first step into working life is a very disappointing and discouraging experience and most of the people concerned are not entitled to unemployment benefit. This seems to be a particular problem of the 15-19 age group.

23. The unemployment rate in this particular age group has

risen in several countries faster in recent years than in the 20-25 age group. So for example the unemployment rate in the Netherlands rose sharply (between 1973 and 1975) in the 15-19 age group from 2.7% to 8.2%, but for the 19-23 age group it rose only from 2.5% to 5.5%, whereas the unemployment rate of the total working population moved from 2.9% to 5%. Similar proportional rises can be shown in other countries too (e.g. France, Belgium).

24. This development suggests various conclusions:

- increasing numbers of young people request the help of placement services when looking for a job for the first time and register as unemployed;
- job risks apply more and more to young people entering working life (school-leavers and youngsters with only marginal working experience).

On the basis of the available data it is not yet possible to weigh clearly the factors which can explain these conclusions. The observed trends permit no more the formulation of some working hypotheses which need further empirical proof.

25. The hypothesis that job risks are particularly high or increasing for young people at the point of entering working life is supported by evidence that in some States those looking for their first job form a majority or an increasing part of unemployed young people. In Italy about 80% of the unemployed young under 25 are looking for their first employment. Similarly in Belgium the majority of the unemployed under 25 with secondary general education (second cycle) or a complete technical or vocational training have not had any working experience. In the Netherlands the percentage of school-leavers among the young unemployed has steadily increased for several years—for example from 1974 to 1975 by more than 80%. In France, the number of young unemployed looking for their first job almost doubled between 1974 and 1975 and represented about 78% of all registered unemployed under 25 years in September 1975 (September 1974: 68%), and still about 65% in December 1975 (December 1974: 47%).

26. It is a common feature of the educational and vocational systems of these States that technical and vocational education mainly take place in institutions of full-time vocational education and that the apprenticeship-system is only of subordinate quantitative importance.<sup>1</sup>

27. These facts lead us to assume that in States where vocational education and training primarily take place in full-time institutions the problems of transition to working life centre frequently upon getting a first job. One possible reason is that young people who have completed full-time vocational training very often have only limited practical experience and need an additional period of adaptation when they enter first employment.<sup>2</sup>

This is even more true for those leaving general education later than the end of the compulsory period without any vocational training.

28. The problem until now appears to be different in States where vocational training predominantly takes place in firms, generally with an emphasis on the apprenticeship-system.<sup>3</sup> Here the new entrants into working life seem to have less difficulty in finding a first job. Only about one-fifth of the unemployed under 20 in Germany and the United Kingdom for instance are school-leavers without work experience. Approx-

imately three-quarters of the unemployed of this age had worked previously, either within an apprenticeship or—as is the case for the majority of them in Germany—without a training contract.

29. One basic reason for this observation is that in those States where vocational education and training are predominantly organized within industrial and commercial firms, more youngsters enter working life earlier, as apprenticeship and non-apprenticed training usually begins at the age of 15 or 16, immediately after the completion of full-time compulsory schooling. During the training period the wages of these young people in most cases are clearly below adult level. In addition, as employers in these systems traditionally have the responsibility for the major part of vocational training, there usually are more extended training provisions and employment opportunities for this age group.

30. All this can ease the transition from school to work for the 15 to 16-year olds in general and may explain the relatively few employment problems of this age group in many cases. Apprentices are usually secure against dismissal for the period of their vocational training because of their training contract. Compared to those who leave institutions of full-time vocational education there seem to be fewer problems for young persons who have completed their apprenticeship when changing into regular employment, as they have already to a large extent been integrated into the production process. Difficulties, however, will often be met after a first phase of employment by those youngsters who enter semi-skilled or unskilled occupations. It is mostly young persons without a training contract who are subject to a higher risk of unemployment, because they seem to be the first to be dismissed in periods of economic recession.

31. It is possible tentatively to suggest the following hypotheses: the general decline of job opportunities seems to carry different consequences for the younger age groups in the different systems of vocational education.

32. In countries where vocational education and training is mainly organized in full-time education institutions problems of unemployment in the 15-19 age group will be met more frequently by those who are looking for a first job. The transition from school to working life seems for several reasons to be more difficult, particularly during this first phase:

- systems of full-time vocational education normally cannot react very quickly to changing requirements of the labour market. Consequently there is a danger of quantitative and qualitative imbalance between supply of and demand for certain qualifications;

- in these systems there are often fewer opportunities pro-

<sup>1</sup> Points 83 to 97.

<sup>2</sup> Points 91 to 97.

<sup>3</sup> Points 86 to 90.

vided for young people to combine training with practical work experience;

— because employers participate in the preparation of young people for work only to a limited extent, there are only a few opportunities for those leaving school with only general qualifications to complete vocational training within employment.

33. In countries where vocational education and training is organized predominantly in firms, the transition into working life seems, at least initially, to be less difficult for school-leavers, because when entering an occupation, usually at the end of general compulsory schooling, they will more easily find training opportunities (apprenticeship and non-apprenticed training). Yet those young people who do not complete their vocational education during this period or start work without a training contract, after a phase of marginal employment, often find serious difficulties in staying in their jobs.

34. It obviously can be deduced from these observations that measures in the field of educational policy have to deal with different problems, according to the different educational and vocational systems. While in some cases it seems to be essential to emphasize primarily closer links between education and the requirements of the labour market, in other cases measures are needed to help school-leavers entering work without vocational education to be engaged by training contracts and to avoid early withdrawal from such contracts.

#### *Duration of unemployment*

35. Information available on the duration of registered unemployment show rather similar patterns for the different countries: the average duration of unemployment of young people under 25 is much shorter than that of the unemployed over 25. The overwhelming majority of young unemployed find new employment within six months of registration, while a large proportion of the older unemployed is still registered after twelve months or more of unemployment. Nevertheless the statistical data still show an alarming trend. Until recently the proportion of young people out of work for less than three months at the time of the census was decreasing in most Member States; on the other hand the proportion of those unemployed for up to six, up to 12 or even more months was increasing. It can generally be noted that the trend from 1973 to the first half of 1976 is moving towards longer duration of unemployment for the young under 25 years old.

#### *Instability of employment*

36. Several Member States report that many young people experience considerable difficulties in facing the realities of working life. In order to earn their living a number of them have to accept work which is not of their choice and an

increasing number find the available work opportunities inadequate to their personal demands, aspirations and abilities. Often these young persons turn down or leave work or training opportunities after a very short time and are not provided with sufficient flexibility for adapting to a new work environment. The result is an increasing lack of job satisfaction and motivation which leads to a lack of continuity in career development and a higher instability of employment.

37. This observation leads us to some basic considerations about educational planning. It is an open and much debated question whether the education system should specifically prepare for working life. With regard to the main purpose of vocational education there is a general consensus in all States, but with some variations on detailed aspects. Only the degree of necessary specialization remains an open question. With respect to general education we find widely diverse aims in educational policy. Some States (e.g. France) favour a closer link between general education and working life. Others, like Belgium, emphasize this aim much less. Nevertheless it remains a fact that both employers and young people complain about imbalances between the general or vocational qualifications obtained in education or vocational training and those required in reality. These imbalances often lead to prolonged difficult periods of transition and adaptation. They may also result in a frequent over-supply of trained specialists in some branches of the economy.

38. Looking at these developments we may find an answer to the question of whether or not the education system should make a greater response to the requirements of the labour market. This question should not *exclusively* be seen in the context of providing for every individual a free choice of education and vocational training. The idea of the individual's freedom of choice becomes absurd if holders of certificates or diplomas at various levels later find no chance of suitable employment. There is a case for educational planning and developments on the labour market to be attuned to each other more than in the past. This is true for general education and even more so for vocational education.

#### *Restricted choice of occupation*

39. As pointed out previously, indications exist that transition from school to working life is easier in systems where vocational education and training is mainly organized within the first period of employment. This requires, however, that the employment system offers an adequate supply of training places covering the whole range of possible occupations.

40. Observation shows that this is not guaranteed in all cases. The number of vocational training places in industry or business has been decreasing in many States continually for some years. More and more school-leavers meet difficulties in finding an apprenticeship. This leads to particular problems

for young people where alternative training opportunities are scarce owing to the small number of full-time vocational institutions. In Germany for instance the number of unoccupied apprentice-training opportunities decreased from about 250 000 in 1971 to 19 000 in 1975. At the beginning of 1976 there was even a shortage of vocational training places. A reversal of this trend has appeared recently, probably as a result of certain emergency measures and the improvement of the general economic situation.

41. Nevertheless, there is a good deal of evidence to indicate a further long-term decline and under-provision in the number of places for apprenticeship in most States. Moreover, the training opportunities available are concentrated on only a few branches of the economy, for instance craft skills. This often means that girls have a very restricted range of choice.

42. This necessarily leads to an intensified competition for limited vocational training places. Increasingly higher demands are being made on applicants, especially for the more attractive occupations. Because of the growing number of young people attending higher secondary schools and of the limited access to university there is in some countries an increasing interest amongst those leaving these schools in attractive apprenticeship opportunities (e.g. banking) or other kinds of training. This makes competition even tougher for young people with lower qualifications, who are often pushed towards less attractive jobs or jobs with no training opportunities at all, which in turn diminishes still further their chances for the future. Freedom of choice of careers is thus substantially limited and the training opportunities for the less gifted decrease more and more.

### Reasons for the main difficulties

43. Although the recent crisis has revealed—more clearly than in periods of boom—the risks and difficulties which the young have to face entering working life, reviews in various countries of the Community demonstrate that these difficulties are not entirely due to the crisis. In addition a significant number of structural and other influences diminish the chances of a young person finding a job and staying in it.

44. Long-term decline in some branches of the economy, increasing capital intensiveness, more sophisticated technical equipment on the factory floor, the fast changing demands of qualifications, all create qualitative and quantitative imbalances between the demands on, and the openings in, the labour market. This affects the employment chances of young people, the effects being particularly felt at a time when priority is being given to securing the jobs of elderly workers or those with family ties. In addition there is evidence from some Member States that both lack of ability and an unwillingness to move deter young people from applying for existing job vacancies outside the place where they live.

45. It is not only when entering employment that young people are exposed to particular risks but also sometimes if they start vocational training for an occupation. This is particularly the case in countries where vocational training is mainly organized within firms and the number of training places is inadequate for the demand. The reasons for such developments are manifold, and they are caused more by structural developments than by the present economic situation:

— increasing automation and technical developments which considerably limit the possibilities of teaching vocational skills within the production process;

— shrinkage and structural changes in branches of industry, which up to now have trained a significant proportion of all apprentices;

— in some countries a massive increase of the number of school-leavers looking for training opportunities.

46. Our present systems of education have not yet provided an adequate response to these problems and do not prepare young people sufficiently to meet the difficulties of transition. A more detailed analysis of these deficiencies is made in Part II of this report.

### Description of groups of young people particularly at risk

47. The analysis of the present situation shows clearly that some groups of young people seem to find more difficulties than others in the transition into working life. The most vulnerable groups are identified and described in the following paragraphs.

#### *The inadequately qualified*

48. There is a clear correlation between the risk of unemployment and the type and level of qualifications gained in education and training. Against this background it is particularly disturbing that in many countries the number of young people who enter unskilled occupations without training at the end of full-time compulsory education is not decreasing.

In Germany for instance, there was until 1973 a slight but steady decline in the number of young persons entering working life without vocational education or a training contract. Since that time, however, the situation has remained static. This does not mean that the number will not increase again in the future, as the result of a threatened shortage of training places. At present about 15% of young people under 18 who have left full-time education do not have a training contract.

In Great Britain more than one-third of young school-leavers enter unskilled occupations for which there is no training provided.

In France about 45% of unskilled jobs are occupied by young people as compared with only 30% in 1965.

49. At the same time, a decline in unskilled job opportunities is expected by many Member States and this underlines the difficult situation for less well qualified young people. Although reliable statistics are available only in a few cases, the experience of all Member States of the Community (with the exception perhaps of Italy) shows that young people without a completed vocational education constitute a substantial proportion or even the majority of the young unemployed. This is the case for instance in Luxembourg where almost all young unemployed have undergone no systematic vocational training at all and have only acquired a few general qualifications. This, however, has to be seen in the context of the generally low unemployment rate in a country which provides job opportunities even for those with low levels of training and where unemployment risks are at present limited to a category of nearly 'unemployable' young persons. In Germany two-thirds of young people registered as unemployed have not completed vocational training; more than one third of them left full-time compulsory education without a certificate. With differences of degree the situation is similar for the other Member States.

50. The experience of all Member States makes it evident that the lack of vocational education and training is of decisive significance in the process of transition into working life. However, fiercer competition, particularly in countries with a predominant apprenticeship system, makes it more and more difficult for young people with only a poor school record to apply successfully for the available training places. The less well qualified are increasingly at risk and have little chance of getting a job. In addition, they find fewer opportunities of, and often show less motivation for, vocational training and have few opportunities to improve their educational standard.

Yet not only the less well qualified find difficulties in the transition into working life; mention has to be made also of those with higher but unsuitable qualifications. It has frequently been emphasized in discussions with competent agencies that because of their higher aspirations school-leavers without vocational training but with high qualifications in general education have similar, or even greater, problems of transition into working life than young people with a lower level of general education. Even young people who have high vocational qualifications have difficulties in finding and keeping jobs if their qualifications are linked too specifically to particular occupations where job opportunities are scarce, and they above all are victims of lack of professional flexibility.

## Girls

51. In all countries girls are more vulnerable to problems of transition into working life than boys and in most Member States girls predominate among young unemployed, even though they form the smaller part of the young labour force.

Moreover, the figures probably understate the reality as many girls often stay at home after leaving school, and they register as unemployed more seldom than boys. In some countries (e.g. the United Kingdom and the Netherlands) male unemployment rates exceed those of females, probably—at least until recently—because of differences in wage levels. Even in these countries, whilst it may not be more difficult generally for girls to find a job, it is more difficult for them to enter certain types of employment, particularly at craft level. Their choice of occupation is restricted for all kinds of reasons in all Member States, and a large proportion are engaged in semi-skilled or unskilled occupations. From all countries there is evidence that girls often base curricular and occupational choice on traditional parent, teacher and social attitudes to the woman's role in society and to what are considered suitable 'girls' occupations'. Teacher and parent expectations of the use girls will make or not make of any subjects they study at school have a depressing effect on both aspirations and confidence. It is often taken for granted that girls will not use their studies as a basis for a career. Because of earlier subject choices girls often become ineligible later for some kinds of work or for entry to certain types of vocational training. In some countries a number of girls often remain at school beyond the statutory leaving age because they believe there is no vocational training available to them as an alternative, or high percentages of them leave school at the first opportunity and then stay at home or take unskilled work. Thus a majority of girls in many Member States become lost to the education system after the completion of initial full-time education.

There is no prospect of achieving a speedy change in this situation, as it is not so much a matter of making organizational changes as of changing attitudes.

## *Young people from disadvantaged regions*

52. Many Member States show regional differences in youth unemployment. In the present situation regions with a high but narrowly specialized industrialization may have serious employment problems for young people. Equally, the choice of career is narrower in such regions, particularly in countries with a predominantly apprenticeship system, because the types of vacancies reflect the regions' economic structure. Moreover, in times of recession young people (those hoping for first employment and those who become unemployed) have greatly reduced opportunities to move and look for training or employment in less threatened branches of the economy. In all States there are complaints about the inadequate mobility of young people as a contributory factor to these difficulties. The youth unemployment rate seems to be low in rural, thinly populated areas. It may be assumed however that young people in these areas rarely register as unemployed but quite frequently work instead as assistants in their family businesses or farms while they look for more permanent employment.

## *Migrants*

53. The experience of those Member States with a high proportion of foreign workers shows that young foreigners are more afflicted by employment problems than nationals of their peer-group. This is equally true for second generation young immigrants, for example in the United Kingdom. Lower educational standards and additional language and cultural difficulties limit their capacity to compete. The number of unemployed young foreigners is often underestimated in the general employment statistics because it is known that not all of them register with the employment services. Special courses which have been provided in some countries (e.g. Germany, Luxembourg) in order to prepare young unemployed migrants for work often seem not to be as successful as expected because:

- firstly, there has always been considerable difficulty in motivating these young people to attend special courses;
- of those who commence courses, a large number give up later on because of their language problems;
- many of those who do participate have very unrealistic aspirations and expectations concerning the employment opportunities open to them after having finished the preparatory programmes. When they are informed by the vocational guidance service during the courses about their real chances on the labour market, many of them drop out;
- after completing courses of vocational preparation many young migrants still find themselves without employment or vocational education opportunities. One reason may be that the preparatory courses do not lead to a level of qualification which enables them to compete for job opportunities or apprenticeships, because the entrance qualifications of the participants are uneven and the course curricula often are compiled in too short a time and not tested.

Good results, however, have been achieved in some cases (for instance in Germany), where courses of vocational preparation for young migrants are combined with part-time employment. Most of the participants have entered full-time employment after the end of the preparatory programme.

## *Handicapped*

54. Although there is little information available on the unemployment problems of handicapped young people, the experience of some Member States shows this group is often exposed to special difficulties in making the transition from education to working life.

In the United Kingdom for instance it would appear that there has been some increase in the amount of unemployment amongst young disabled people as a result of the general increase in unemployment. An earlier analysis found that a high proportion of disabled young people lacked educational qualifications and fared badly below the craft level when in

competition with other young people. The young disabled remained unemployed twice as long (on average) as other young people. Forecasts predict increases in the late 1970s in the numbers of young people reaching school leaving age, despite the growing tendency for more people to remain longer in full-time education. As there is keen competition expected for jobs in the future this could adversely affect the prospects of the disabled young person seeking employment.

Even if there is less clear evidence of these problems in some other States, the problems of handicapped school-leavers seem to be sufficiently distinct and sufficiently common to justify further study as a special category.

## Part II

# The implications for education and training in the problems of transition to working life

## Introduction

55. Preparation for working life is a part of education's responsibility to young people and in the broadest sense must inform the curriculum and the approaches to teaching and learning at all stages. The links of education with working life become more precise in the secondary stage of education, particularly from about the age of 13 onwards. As the point of transition from the education system is reached the introduction and adjustment of young people to working life become more important elements of education and training programmes, receding again later but still continuing to play an important part in continuing education.

56. The education system is only one of a number of partners engaged in preparing young people for working life. The degree to which each partner is involved varies at different stages, but as the point of entry to working life approaches links between the partners have to be made stronger and there is more need for discussion on curriculum content, structure of courses, mechanisms of guidance and dissemination of information. Coordination of effort is required in order to achieve really useful blends of work experience and part-time education which make the best possible use of personnel and other resources. Evaluation of schemes tried out involves further cooperative effort in the exchange and feedback of information essential as a base for future planning.

57. This part of the report discusses some of the factors involved in preparation and training for working life, the partnerships of the education system with other agencies also charged with responsibility for helping young people to adjust to the world of work, and some of the methods by which these responsibilities are successfully discharged so that as many young people as possible make a smooth transition from education to working life. We begin with a discussion of the period of general education from about the age of 13 which precedes vocational education, then go on to discuss vocational and continuing education, systems of guidance and counselling, teacher education and educational planning, and conclude this part of the report with a brief discussion of the coordination between education and other agencies concerned with the problems of transition into working life.

## Pre-vocational education

58. The first stage of secondary education has already been reorganized in Belgium, France; in the United Kingdom and in some parts of Ireland comprehensive schools have been established; and in Italy there has been an extensive reform of Middle Schools. Denmark is currently reorganizing Elementary Schools and in the Netherlands a reorganization of the education system as suggested in the published 'Contourplan' is now under discussion. Luxembourg is considering school reorganization and in Germany, where a number of large comprehensive schools have already been established, the question of further moves towards comprehensive education is a subject of current debate.

59. Reorganization of the second stage of secondary education has already been carried out in Germany and is proposed in Denmark. In all Member States the education of the age group between the end of compulsory full-time education and about 18 or 19 years of age is currently under review.

60. These changes are far-reaching in character and involve new aims and objectives which need to find expression in very different teaching methods and approaches. In most Member States schemes of reorganization which have already been implemented are sufficiently dramatic to go beyond the normal continuous change which is an essential characteristic of education, and there has not yet been time to see what the full effects of the changes will be on the young people who are at the centre of them. Therefore we need to remember, as we draw conclusions from looking at the secondary educational experience of the young people emerging from the education systems in 1974, 1975 or 1976, that this experience may in many cases be very different from that of their counterparts in a few years' time.

61. The first cycle or stage of secondary education in all Member States begins at the age of 11 or 12 and continues until the age of 14, 15 or 16 when young people enter the working life or proceed to another stage of education. In all Member States the first years of the first cycle of secondary education are devoted to general education and in some States general education continues to the end of this cycle, though the curriculum shows a more marked distinction between the academic and the vocational, and between the arts and the sciences, in the years immediately preceding the earliest legal school-leaving age.

62. The degree to which the vocational bias is introduced varies in the different States. In some States it is expressed in the characteristics of different courses in the same school, for example in France and the United Kingdom, whilst in other States, for example Germany, Ireland, Lux-

embourg and the Netherlands, pupils spend part or all of this stage of their education in different types of school according to how far the education to be followed is vocational in its bias. Most schemes of reorganization show a marked trend towards prolonging the period of general education, usually to the end of compulsory full-time education.

63. Whatever the system of organization, it is during these years between 11 and 16, when young people are passing from childhood through adolescence, and are at a psychologically delicate stage of trying to reconcile awakening aspirations with realistic expectations, that they must make some of their first important educational choices. If they are in an already reorganized system they are probably required at about the age of 13 to choose between certain subjects or courses: in other systems and perhaps at an even earlier age, together with their parents and teachers, they may have to choose between different schools. The knowledge on which the choices are based is sometimes inadequate, and the implications for future educational opportunities and choices of occupation are only vaguely understood. It is significant that an unduly large proportion of the groups defined as the most vulnerable in this report are also from the most socially disadvantaged sections of society, and there is evidence that choices made at this stage are sometimes based on reasons other than sound educational ones. Girls for example tend to choose subjects for reasons of personal preference rather than take account of future career or higher education requirements, because many parents and teachers as well as girls themselves give secondary importance to careers outside the home. The guidance and counselling services available in most Member States to assist in making choices at this stage are uneven both in quantity and quality.<sup>1</sup>

64. At the end of the first cycle of secondary education, other important choices have to be made between entering occupations or proceeding to another stage of education, within which further choices must be made between general and vocational education and training.

65. It is interesting that in all the countries of the Community, as a result of the phenomenon of unemployment among young people, criticisms are being levelled at the sector of general, theoretical or academic education, which in all the European school systems traditionally has prepared students for university. Criticism is levelled not only at the subject matter but also at the increase in the number of young people staying on in the general education system with a consequently increased risk of not finding work. Many of those who continue in this type of general education may do so as the result of poor guidance.

66. For various reasons connected with the type of educational organization a growing number of students arrive on the labour market without vocational training and with

a general education which is unsuitable or inadequate to enable them to pursue an occupation at the level to which they aspire.

67. A large number of students interrupt their studies before obtaining the final leaving certificate, often as a result of having chosen a type of general education which is unsuited to their ability. Young people who are badly advised in the preceding period often enrol for this type of school or course without having any real aptitude for it.

68. Not all students who obtain a leaving certificate subsequently succeed in obtaining a degree or a higher diploma, either as a result of the increasingly restrictive conditions of entry being introduced (for example in Belgium and Germany and possibly in the future in Denmark) or as a result of the voluntary abandonment of university studies, as is the case in the high percentage of 'drop-outs' from university studies in Italy and France.

### *Curriculum, motivation and relevance*

69. In all Member States teachers are meeting serious problems of motivation in some pupils at the secondary stage of education. This lack of motivation shows itself at about the age of 13 onwards in a lack of interest in the content of the curriculum, a lack of response to the teaching methods used, disruptive behaviour and truancy. The usual results are poor examination performances and the consequent final disenchantment of discovering that the passage from school to work is a rough one, because there are no suitable occupational openings available for the unqualified with insufficient educational achievements. Shortages of employment opportunities are obviously making matters worse, as the need for and likelihood of quickly finding a job have often in the past provided motivation to young people at the secondary stage of education. When the need for employment is not matched by the immediate likelihood of finding any, the last shreds of motivation are apt to disappear, and problems increase for the teacher.

70. The young people mainly affected seem to be those from the most socially disadvantaged sections of society and those who learn at a slower pace than most of their peers. There are others who for various reasons become seriously disenchanted with the values, not only of their education community, but also of the whole society in which they live. More girls than boys seem to lose their confidence and their impetus for learning during the first stage of secondary education with the result that many of them leave the education system at the first possible opportunity. Reasons still have to be found for widespread disillusion and lack of motivation. Many of the causes will undoubtedly be social, economic and circumstantial rather

<sup>1</sup> Points 110 to 123.

than educational, but a contributory factor to the malaise lies in some weaknesses in the secondary school curriculum and the examination systems with which it is linked.

71. At the first stage of secondary education one of the weaknesses mentioned in the evidence from Member States is lack of relevance stemming from weak links between schools and the wider community of the working world. All States agree that education for working life is only part of the wider educational objective of education of the whole person for the whole of life. Nevertheless working life has increasing interest and relevance for young people from about the age of 13, and they need to be introduced to the way it is organized and to the demands it is going to make on them, particularly as more participatory methods of industrial organization are being introduced in most Member States.

72. Few examples of school curricula have been found which sufficiently reflect these developments, or show up-to-date knowledge of the actual situation in modern business and industry. Both employers and unions complain of out-of-date information being transmitted by teachers with no understanding or first hand experience of the work situation their pupils will actually meet on leaving school.

73. Employers also often complain that imperfect mastery of the mother tongue and basic numeracy, a lack of social skills, and an inability to adjust to the disciplines of the normal working day make it impossible for them to employ some young people. Such complaints seem to be exaggerated in all countries, but some justification can be made for them. In most countries there seem to be too few remedial opportunities at the level of secondary education to help those who, for any reason, have failed to acquire the skills of reading, writing and simple computation at the same age as the rest of their peer group. This kind of remedial help is particularly needed by young migrants.

74. The need for additional help to be made available too for the socially unskilled is also acknowledged, and researchers examining reasons why some young people cannot succeed in retaining employment put high on the list inability to relate to fellow workers and employers.

75. Several Member States acknowledge that there is an imbalance in the curriculum, which usually includes too little up-to-date applied science related to design and creativity, too little appreciation of the nature of technology and its implications for society, and too little practical craft training to help develop manual dexterity and inventiveness. There is still widespread respect for academic theory, which is assumed to impart prestige to most subjects. Education about the conditions, demands and responsibilities of working life is given very little place, if any, in the timetable and, where it does exist, often begins too late to be really useful in helping young people assess their oppor-

tunities and educational needs at the time when they must make their first crucial educational choices. In some countries there is little or no opportunity provided until late in the final year of the first stage of secondary education for discussion about work or for related works visits giving an opportunity for observation of conditions and recruitment policies.

76. Girls have additional problems as the curricular organization in schools still sometimes reflects traditional attitudes towards girls' subject choices and makes it difficult for untraditional choices to be made. More often not enough account is taken of the changing role of women in society or of the implications of the more complex career opportunities now open to girls. Often they are allowed to make subject choices which have serious repercussions for them later when they find themselves barred from certain forms of vocational education and training and from some courses in higher education because they lack the necessary entry qualifications. (For example they may have been allowed at the age of 13 or 14 to reduce the mathematics and science elements in their study programmes only to find these are essential entry requirements for courses of vocational training which they wish to enter at 16 or later). Equality of occupational and educational opportunity is a mockery unless girls as well as boys are helped to see the implication of their subject and course options from about the age of 13 onwards.

77. At the second stage of secondary education the curriculum content of courses of general education also comes in for similar criticism. There is at present insufficient emphasis laid not only on those key qualifications which are the basis of knowledge, but also on practical matters (the solution of practical problems, methods of decision-making, aptitude for manual work). Education must be a two-dimensional exercise in modern living, and this at present is neglected by general education: for example there is too little integration into social life, too little mastery of the complex organization of social institutions, and not enough familiarity with the impact of technology on daily life. In particular pupils are not given a direct insight into the working life.

78. The answer to these needs depends on the opportunities for translating objectives into effective programmes through the work of teachers, and at present there is a shortage of such suitably trained teachers. However, the education system is accused of not taking a sufficient interest in what should be learned in order to carry out many types of work which do not require long and specialized vocational training. General education is reproached for not having provided the more basic practical skills, such as knowing how to draft a report in an orderly manner and without spelling mistakes. It is essential that merely because this type of education is regarded as a period of transition and preparation for university, it should not

therefore be excused from taking an interest in developing basic practical skills.

### *Examinations*

79. Even in countries where curriculum content is changing this is not usually reflected in the examinations at the end of the first stage of secondary education. These examinations are normally theoretical and written, take little account of those who are not academically inclined, and have little relevance for those who will enter craft and manual work. Indeed there is evidence from Member States that although it is becoming more difficult for the completely unqualified to find work, the acquisition of general academic qualifications does not necessarily make finding work any easier. The more that people acquire qualifications, the more employers tend to raise their requirements whether the qualifications are actually relevant or not, and the more reluctant young people become to take certain types of work for which they feel they have become too well qualified.

80. Young people also experience disappointment when they find that the academic work they have done in order to pass their examination provides no relevant base from which to develop the practical skills they need in their occupation.

81. Examination systems in some countries which require a whole year to be repeated if one or two subjects are failed (as for example France, Germany, the Netherlands) produce serious boredom problems and may act as a powerful disincentive to any later educational experience.

82. Where an examination system, such as that in the United Kingdom, allows freedom of choice, in principle, in the number and types of subjects to be attempted, the choice is frequently determined to a large extent by the objective of securing particular qualifications for employment or for further and higher education courses. However, where choice is clearly not conditioned in this way, the young people concerned need to be made aware that certificates in one or two general but not basic subjects may prove relatively worthless as passports to work and to further education.

### **Vocational education**

83. The method and degree of integration of vocational education into the whole educational system are of decisive importance for the analysis and the understanding of problems of transition into working life, as has already been shown in Part I of this report. There are two basic types of organization:

— vocational education mainly taking place within the firm (i.e. the apprenticeship system, employment with planned training, etc.). This is the system in Germany, the United Kingdom and Ireland, where the majority of young people undergoing vocational education are given practical training in firms;

— vocational education being predominantly part of the school system, as is the case in Belgium, France, Italy and the Netherlands.

84. In all countries of the Community both forms are known, that is full time vocational education and training by apprenticeship exist side by side, and in Denmark and Luxembourg there seems to be no predominance at present for one system of vocational education and training or the other; the number of young people trained in both types of organization appears almost similar.

85. However, a continuous shrinking process in the apprenticeship systems has been noted by some countries (e.g. Germany, Denmark) for several years, accompanied by an increasing number of pupils remaining beyond the legal school-leaving age in institutions of full time general or vocational education.

### *Apprenticeship system*

86. The more job-centred vocational education within the firm is generally regarded as the main advantage of the apprenticeship system.

87. This system can often react faster to changes in the economy, modifications of the production processes etc. than any educational institution can. Because of the close links with practical work the curricula and methods are quite often better suited to those youngsters who are less gifted or are bored with subjects of general or theoretical education and this makes it easier for them to complete their vocational educations. At the end of such training the apprentices reach a high degree of professional competence; that is, they are familiar with most practical demands of their job without the need for additional adaptation. Most of them can be employed as skilled personnel from the start.

88. There are undeniable advantages of this vocational education system. But it also has been criticized over the years, and this has resulted in continuing discussion of the need for reforms. In countries in which it is one of the principal forms of vocational education there are great similarities in the analysis of its shortcomings and of the reforms which should be made.

89. The following seem to be the most outstanding weaknesses:

— Job-orientation in apprenticeship brings about the danger of an over-emphasis on practical work as compared with training. Analyses of the apprenticeship system in the past have repeatedly shown that practical and theoretical training outside the normal production process often comes off badly, which means that the scheduled element of non-profit making instruction is frequently neglected. Particularly in small- and medium-sized firms, where the apprentice is to a great extent part of the production staff, the scheduled training sometimes only takes place when the usual production process allows it.

In many cases interviews with apprentices have shown that the lack of an established instruction schedule and the strong ties with the needs of the normal production process are their central points of criticism.

In addition, subjects of general education are not normally provided within the training programmes administered by firms.

— A lack in the quality of the vocational education provided in a factory or an office is frequently caused by inadequate equipment for instruction purposes. The majority of apprentices are trained in small- or medium-sized firms which cannot easily afford the costs of special training equipment (e.g. special instruction workshops, simulated offices). Cooperation among firms in order to establish common vocational training centres (as has already been tried for instance in Germany and the United Kingdom), demands a high degree of training commitment and a significant amount of organization which often exceed the possibilities for initiative by individual firms.

— Furthermore, the number and the qualifications of vocational instructors in industry and business are sometimes below the standards set for the vocational training of young people, especially as regards pedagogical competence.

— In order to extend theoretical professional knowledge and general education, sometimes even to fill deficiencies in practical training left by the individual training firms, training of apprentices is normally supplemented by instruction in special centres or schools alternating with periods of practical work within the firm. This instruction is given in various forms, for example day or block-release, and generally controlled and financed by the responsible public bodies. In Germany the attendance at these schools is compulsory during the first period for every young person leaving compulsory full-time education, even for those not undergoing apprenticeship training, until the age of 18. Other countries (e.g. France, Italy, Luxembourg, United Kingdom) make it an obligatory part of the apprentices' contract but there are in most cases no legal regulations for young employees outside apprenticeship training. In the Netherlands all young people who leave full-time education at the statutory age are obliged to attend part-time courses of general education and/or training for two days a week

during the first year after the end of the compulsory school; apprentices must attend these courses throughout their training, which on average lasts two or three years.

Irrespective of the organization and legal regulation of attendance at these special centres or schools, there often is too little satisfactory coordination between the training given by the firm and the education received outside the firm. Teachers and instructors in the centres or educational institutions have little contact with the practical instructors in the firms, and training in the centres and the firms are not tuned to each other. There are serious defects with respect to material as well as to quality and quantity of staff in many centres and educational institutions, which make them sometimes unable to supplement the vocational training given by firms.

— This background helps the understanding of arguments that although instruction in the 'factory' provides a job-oriented and immediately useful training it may also lead to a narrow specialization and inadequate professional flexibility and mobility, owing to a lack of regular instruction, little foundation of professional theory and a lack of general education.

— The high degree of specialization in vocational training is reflected in the number of occupations acknowledged as skilled. In Germany for instance there were in July 1975 still 465 occupations which conclude vocational training with recognized diplomas. Even in countries such as France with predominantly vocational education in full-time institutions there are still 270 different apprentice training diplomas.

— The number and kind of openings for vocational education in private firms are dependent on regional economic structure and on general economic development. Employers need to be encouraged through a system of public measures to increase the number of apprenticeships. Lack of apprenticeships is in fact one of the difficulties connected with integrating young people into work.

— All efforts to reform the apprenticeship system have found it extremely difficult to solve the questions of financing and of cost-sharing. Together with the responsibility for training, private firms in the past have taken over the major burden of training costs (equipment for teaching and learning, the apprentice's wage). They were reimbursed by the productive capacity of the apprentice. Higher qualifications for their instructors, enforced by law, more stringent minimum standards for equipment, and increased attendance time at special centres and educational institutions are now regarded by the employers as measures for which they can no longer bear the financial consequences alone. In Great Britain the Government and the Manpower Services Commission (MSC) have recently jointly published a consultative document, 'Training for Vital Skills', which contains a possible approach to the problems of variations in levels of training opportunities which are associated with

the economic cycle. The document proposes a system of 'collective funding' by Government and industry each year of an agreed number of places for apprentice and similar training in occupations of key economic significance.

If, following consultation, the Government and the MSC agree to implement the proposal, it might prove possible to launch a limited scheme in autumn 1977. In Germany, a new law is being put into effect which provides financial support for employers who maintain or extend training opportunities, funded by a particular 'training levy'.

90. It is mainly from these weaknesses that problems of transition from vocational education into adult working life may derive. This analysis is not intended to imply that the apprenticeship system generally fails to prepare young people adequately. However, it clearly does fail to a certain extent and it is the business of this report to indicate the areas in which future initiatives for improvement should be concentrated.

### *Full-time vocational and technical education*

91. Many of the criticisms outlined above do not apply when vocational training is given by institutions of full-time vocational education, and most countries of the Community—even those with a predominantly apprenticeship system of training—are now tending to increase full time vocational education. These are the main advantages:

— The commonly higher social esteem reserved for general education in contrast to apprenticeship is also accorded to full-time vocational education. Full-time vocational education often enables easier access to higher education (sometimes up to university level) and this makes it an attractive alternative to advanced general education.

— The qualifications of the teaching staff in institutions of full-time vocational education are generally higher than those of instructors in the apprenticeship system.

— The over-emphasis on practical instruction in the training of apprentices may more easily be overcome in full-time vocational education through a better balanced structure of the curriculum.

— Premature professional specialization may be avoided in favour of a widened basis of knowledge, resulting in increased professional flexibility. Many institutions of full-time vocational education prepare for an activity within a certain area of professional skills rather than for a particular occupation. The number of alternative final diplomas is therefore substantially smaller than in the apprenticeship system, but each of them normally gives access to a wider range of specific occupations.

— Provision of a sufficient supply of places in vocational education is not affected by restrictions on the employers'

side, for instance in periods of recession, and may be made independently of the local economic structure.

92. The short-comings of full-time vocational education often derive from the high degree of integration into, or the structural similarity to, the process of general education. Frequently the consequence is delay in the necessary interaction between vocational education and the working world:

— The educational system often lags behind the development of the socio-economic environment. Thus economic and technical progress and changes in the structure of labour are sometimes slow to find their way into the curricula at institutions of full-time vocational education; on the other hand, in some cases (data processing, for instance) these institutions contribute to the dissemination of innovations in the working world.

— In many States the period devoted to practical work is too short and is not sufficiently well planned. In other words, there is a certain imbalance between theoretical knowledge and practical application, which enforces a prolonged period of adaptation and specialization at the beginning of a job. This is further heightened by the more academic and theoretical training of the teachers, which diminishes manually gifted young people's chances of qualifying.

The training in adaptation given to young people as soon as they start work is not sufficiently developed and supported by *ad hoc* measures.

— Pupils leaving institutions of full-time vocational education often enter the production system with unrealistic expectations and demands because of their higher and general qualifications. In many countries a considerable percentage of the young people provided with a professional qualification have to start work in an occupation which does not entirely conform with their aspirations, or in an occupation which is different from the one for which they had been preparing. The present and future situations of the labour market imply that the current imbalance between supply and demand will become permanent to a certain degree, as in a system of free choice the products of education and training cannot be matched completely to manpower requirements. Institutions of full-time vocational education, as an integrated part of the public education system, have only a limited ability to adapt the opportunities for acquiring qualifications to fluctuating trends.

In several countries such as Belgium, the Netherlands and Italy it is difficult to close down courses which are obviously not geared to labour market needs, so that young people continue to attend these courses, with serious consequences. On the other hand the education system's increasing financial difficulties often limit opportunities for setting up new courses in sectors where there is greater labour market demand.

93. Problems of transition which derive from deficiencies in full-time vocational education are due less to too low a level of qualification than to a lack of practical experience and to difficulties in tuning the output of the education system to the quantitative requirements of the labour market. Thus these difficulties arise mostly during the period of looking for first employment. Once integrated into working life, young people with a completed full-time vocational education mostly seem to have a greater adaptability and flexibility, enabling them to react more effectively to developing requirements, such as structural change in their occupational field, than those who have received vocational training in a form of traditional apprenticeship.

94. In most Member States, however, there are trends towards convergence or integration, at least in the planning stage, of some positive elements of the two alternative systems of vocational education and training.

95. There are several pilot schemes, for instance in Denmark and Germany, which provide broadly based vocational preparation and general education on a full-time basis as an integrated whole in the first stage of the apprenticeship, to be followed by stages of vocational specialization through practical experience within firms. In some cases (as for example in Germany) courses in several types of institutions of full-time vocational education do not lead directly to recognized professional qualifications. These institutions provide courses of vocational preparation which are attended after completion of full-time compulsory education and which precede and may be taken into account for apprenticeship or other vocational education. These provisions for vocational preparation postpone and widen the individual's choice of career and may contribute to a greater professional flexibility.

96. With regard to full-time vocational education a greater emphasis on a more practical training and work experience is favoured in some countries. In some cases practical experience in the curriculum can amount to 25% of the total duration of the course. In other cases (for instance in Germany) practical work experience forms part of the conditions of entry for some types of institutions of full-time vocational education.

97. A definitive evaluation of such trends cannot yet be made from the present set of data. A major problem, however, particularly affecting some of the most vulnerable young people has not yet been adequately reflected in reform plans in vocational education. Most vocational education and training schemes have until now made insufficient provisions for those young people who for whatever reasons are not admissible to the formal and traditional systems of vocational education and training. Opportunities for systematic remedial and compensatory courses have been established only to a limited extent, often based on local or regional initiatives.

## Continuing education

98. The education system has a third type of responsibility to those seeking first jobs apart from those covered in the two preceding sections. This concerns what is being done and what could and should be done within the education system for the group of young people who have already left school and who are formally outside the education system's statutory area of responsibility. Although the opportunities offered vary from one country to another in general it is true to say that the education systems in some countries still do not provide sufficient educational guidance and training opportunities for the most at risk of those who have already passed the age of compulsory education and initial training.

99. Compensatory, remedial and further education schemes set in the context of continuing education are considered as major instruments to give young people, who are or have already been at work, appropriate opportunities to adapt, by means of further study or training, to changing requirements within their occupation and to respond to structural changes in the economy, thus reducing the dangers of unemployment. In the present situation, however, the existing opportunities are mostly taken up by those with high motivation, already well accustomed to the educational and vocational process. The majority of those young people who are most at risk in working life, whatever the reasons, do not take up existing opportunities. High priority, therefore, has to be given to the establishment of appropriate schemes of compensatory, remedial and further education for those young people who are disadvantaged by their low educational achievements or a lack of appropriate qualifications, by low motivation or by their social situation.

100. The problems of the occupational integration of this category vary considerably. We may list the following situations:

— The group requiring the greatest attention in all countries is composed of those young people who have the lowest scholastic standard, have no vocational training and have a psychological difficulty in adapting to school and to work. Their need is not to be integrated into a normal course of vocational training or to go back to school which they do not like, because their experiences at school were negative. They need a receptive atmosphere which will help them to find themselves, reawaken their motivation, familiarize them with work and thus enable them to acquire a social role and perhaps rediscover an interest in studying.

— In addition there are young people who have made a false departure from the scholastic system but who are prepared to take further education of a more practical and more technical type in a non-school-like environment (this is the case of some young people in the United Kingdom who find they respond to further education although they were frustrated during their general schooling).

— There are young people who have completed their general education and are looking for a job but first have to find where their aptitudes lie: they need a period of six months to a year to adapt and to train for a job.

— In some countries there are young people with a higher technical or educational diploma who because of graduate unemployment have no chance of a job; what seems necessary for them is a programme of retraining so that their capacities may be used in other fields.

— Finally, there are those young workers who for various reasons are exposed to the danger of unemployment and who need to be helped to acquire a different and/or better vocational qualification.

101. The education systems of the Member States are known to be dealing with these problems. One can see the birth of forms of education and training which are not end-on to the period of full-time compulsory education; in a broad sense one can talk of recurrent or continuing education. All these measures are not of one kind, but take many forms: remedial education, vocational improvement, professional re-adaptation, and so on. This sort of education is devoted to adults, particularly young adults.

102. In these sectors of activity two innovations are being implemented *offering* (in contrast to what has happened in the past) concrete opportunities of continuing education.

103. The first measure is the introduction in all the Member States (still in a limited form in some cases) of paid leave or grants to follow a course. Nearly everywhere these are courses of vocational education, except in Italy and Belgium, where leave is granted for general education and training. Thanks to this measure, the chance of being educated does not stop on leaving school.

104. The second measure concerns the realization in the traditional educational system of a 'second chance' education as worthwhile as the traditional one, for young people who have earlier abandoned full time education.

105. Although some measures have been taken which increase the amount of continuing education provided within the education systems, it is nevertheless still necessary to examine in a more detailed manner those problems which affect the groups listed in point 100.

106. The experiences so far reported have generally had special organizational features as compared with the traditional systems of continuing education in Europe. In France, Germany, the Netherlands and the United Kingdom it has been noted that the opportunities offered by these systems are used more by people having already achieved a good level of vo-

ational training and a good general education rather than by those who are disadvantaged from a social and cultural point of view. So, if the main goal pursued is that of giving a continuing education to those people who most need it, it becomes necessary to make an additional effort to focus on their real needs. It is not enough to offer theoretical facilities at institutional level for 'second chance' education. Young people who are most in difficulty are not always capable of using these facilities profitably and the first and possibly most important objective is to obtain the support and participation of people who are disillusioned and unmotivated.

107. In addition, there is another anomaly: the duration of vocational training measures devoted to the most vulnerable young people is very often longer than that covered by paid leave, even though the period concerned is still too short to satisfy fully the educational needs of disadvantaged young people.

108. In order to help the most disadvantaged young people it is often necessary to go beyond the limits of the existing regulations on the grant of financial aid in the form of paid educational leave. Appropriate incentives, including legal and financial provisions, should help to motivate and encourage the vulnerable groups to participate in schemes of continuing education. In the long term, the aim should be to provide the right to be further educated to adults who withdrew from the formal educational and vocational training system for one reason or another without proceeding to higher education.

109. The effective implementation of these measures requires a deliberate compensatory strategy for full or part-time second chance education and training, which provides a flexible selection of alternative options for further education and training, capable of combination or alternation with employment, and using all possible systems of teaching and learning. The concentration of such compensatory strategies on the 19 to 25 age group as a priority objective is an essential prerequisite to the achievement of a policy of life-long learning and requires the closest coordination with education, youth and training services.

## Vocational guidance and educational counselling

110. Guidance services, to be effective, have to be continuous and comprehensive, and specially trained staff to operate them must be available in sufficient numbers. At every stage when educational and occupational choices have to be made, and particularly from the age of about 13 onwards, young people and their parents need guidance which takes account of personality, potential, and special circumstances as well as of the young people's educational characteristics and of the implications of the choices before them.

111. All teachers need to learn during their normal training how to provide some degree of guidance as part of the personal care they offer to their pupils; some teachers need sufficient special training to be able to offer specialist advice and information, to organize education about working life and its requirements, and to act as consultants not only for young people and their parents but also for their colleagues. These specialist teachers should also know how to organize observation visits to business and industry for pupils and how to organize periods of work experience in the later stages of secondary education.

112. Outside the school or college but working closely with the teachers, it is desirable that highly trained specialist personnel should be available to provide a placement service and also to give psychological, medical, educational and vocational information and guidance services for use by all young people, parents and teachers. These services should enlist the assistance wherever possible of people from working life to act as consultants to young people and to provide accurate information about their occupations.

113. These services should ensure a constant two-way flow of information between education and the labour market, extending beyond the years of compulsory education into the early years of employment and linking with guidance and placement services available to everyone throughout their working life.

114. In nearly all Member States guidance services tend to be Cinderellas, especially at the first cycle of secondary education. A good deal of free choice is left to the schools, so that the quality as well as the quantity of guidance offered before a young person enters working life very much depends on the attitudes to guidance and counselling within the particular school attended, on the involvement of its staff, and on the closeness and continuity of its relations with outside agencies and the working world. From the evidence received from many Member States services are in many cases offered too late, are superficial and limited, and do not extend far enough into working life. Teachers are often expected to advise when they have little knowledge of any working life other than the scholastic one. Guidance is not always extended to parents, and yet the influence of parents over their children's educational and occupational choices is universally acknowledged to be one of the most powerful influences of all.

#### *Guidance situation within the Member States*

115. Belgium has socio-psychological and medical guidance services and a careers information service available if young people wish to use them in the final year before they leave

116. Denmark and Ireland have similar systems and are providing a guidance system in all secondary schools, for which teachers are being especially trained. France has an educational counselling service as part of the education service which must be used by all young people and their parents and teachers at regular intervals throughout a school career.<sup>1</sup>

117. Germany has plans for a comprehensive counselling service within schools and at centres outside schools, both at local and regional levels, to provide young people and their parents with psychological and educational services. At present, however, lack of sufficient trained personnel often means a long waiting time for those who wish to use these services and in many cases these services are not available at all. On the other hand, vocational guidance, often combined with psychological services, is already provided by a well established system of specialized units within employment offices, to all young people and their parents who wish to use them. Vocational guidance is usually given during or after the last year of full-time education and also extends into adult life.

118. Italy regards all middle schools as providing a period of general education during which educational and vocational potentialities may be identified; no special training in guidance is given to teachers in these schools.

119. Since 1975 Luxembourg has provided counsellors and psychologists in all secondary schools; their work also extends into about a quarter of the primary schools. They work closely with the guidance services of the Employment Ministry.

120. In the Netherlands vocational guidance services are provided in the final year of compulsory education as part of the placement and guidance services. Further improvements to the system of guidance within and outside schools are seen as an essential part of the 'Contourplan' for the reorganization of the educational system.

121. In the United Kingdom the Careers Service, which provides guidance and placement services for young people and works with staff of educational institutions to provide education about working life, is organized by local education authorities under the guidance of the Secretary of State for Employment. All secondary schools in Scotland and many in other parts of the United Kingdom now have teachers in schools with special responsibilities for giving educational, vocational and personal guidance, and for organizing education about careers and working life.

122. In all Member States responsibilities for guidance and counselling are shared between Education, Employment and Social Affairs Ministries. The services sharing responsibilities for guidance are not always mutually supportive nor do they necessarily work closely together.

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<sup>1</sup> Part III.

## *Weakness in systems of guidance*

123. The main criticisms levelled at existing guidance systems are:

— The use of the systems is optional in most cases so that too often they are by-passed, particularly by more able pupils and their parents, and by those young people (for example, migrants) who have become alienated from the society in which they live and who mistakenly regard guidance services as another expression of the established institutions of the society which they reject;

— there are too few personnel, and many have either been inadequately trained or have received training which has not been kept up to date, so that clients have to wait too long and receive advice that is sometimes unrealistic and inaccurate;

— services are provided too late in the young person's career, given that educational choices have often to be made at about the age of 13 which have long-term consequences for later occupational choices. Evidence from most Member States makes it clear that the possibility of repairing the results of mistaken choices later is better on paper than in fact. It is not easy to transfer from one course to another and it is even more difficult when, as in Germany and the Netherlands for instance, the transfer may entail a change from one kind of school to another. When the mistake is discovered at the point of entry into working life it is often far too late to rectify it at all;

— guidance and counselling services provided within the schools depend on the supply of specially trained teachers who not only develop skills of counselling, but who establish close links with the local labour market and are given opportunities to become well informed and up to date in their knowledge of working conditions. Shortages of resources increase the difficulties of providing such supplementary training for teachers and up-dating it often enough;

— the involvement of parents in consultations about their children's education and career choices is minimal in some Member States and little or no guidance service is offered to them. The choice of whether or not to involve parents in guidance procedures is often left to individual schools, and only in France is there a complete and formal system of parent involvement. The lack of information and guidance for parents who are often influenced by traditional social attitudes and popular beliefs about occupational opportunities contributes to some young people's mistaken educational and occupational choices, and accounts for some of their difficulties of transition from school to work;

— guidance services offered to girls do not take account of the new situation created by equalization of occupational opportunities and are not sensitive to the unaccustomed complexities of choice facing girls and their parents when, as now, the role of women in society is being reassessed. Too many parents and teachers, as well as girls themselves, still take it for granted that girls may never take work outside the home

when their period of education is completed, and so they never use guidance services at all or if they do they are not always made aware sufficiently early in their school life of the later educational and occupational implications of failure to persevere in the study of key subjects like mathematics and science;

— guidance services are not always sufficiently linked with placement services and the labour market and there is too little feed-back of information to the education service on which to evaluate past work or on which to plan for the future.

## **Teacher education and training**

124. Changes in the curriculum and in the organization of education in most Member States in recent years seem to have outpaced developments in teacher education. For example, curricular expression of the encouragement of technological literacy, of new definitions of the roles of men and women in society, and of an increased interest in the way the labour market works have to be fully understood and interpreted by all teachers in their treatment of the subjects in the curriculum if effective change is to be achieved in the classroom.

### *Initial training and education of teachers*

125. It takes time to influence the initial education of teachers. Personnel involved in teacher education have themselves constantly to be relearning so that they appreciate the implications of new reforms. In most Member States there is evidence that the initial education of many teachers in recent years has not sufficiently reflected the changes in the schools: for example the preparation of teachers for the Italian middle schools has not changed in type though the schools have changed considerably.

126. Most teachers have little opportunity to get to know much about any working conditions other than those of academic and scholastic professions. Most Member States quote examples of many teachers' lack of knowledge of modern technology, and of some teachers' attitudes to industry which are outmoded and often indicative of the traditional prestige reserved for academic success. Those teachers recruited from industry to service in secondary education have frequently been persuaded to change occupations because they have become disenchanted with work in industry, and as a result they do not always help to improve the image of the industrial world in the eyes of their pupils. Opportunities to make industrial visits and to become acquainted with modern working conditions and recruitment policies are usually limited to teachers engaged in specialist guidance work. Little seems to be done to give similar knowledge to other teachers in the secondary education system, though all teachers at this stage need to understand the problems likely to face their pupils when they enter working life, and to understand the effects

of technology on the society in which they live. Education for working life as part of education for life must become the shared responsibility of all teachers.

### *Education of teachers engaged in technical training*

127. In many Member States those teachers who enter the profession late after periods of work in industry, having previously received no teacher training, and who work in vocational teaching at the second cycle of secondary education or later are given no pedagogical training but have to discover by trial and error effective ways of teaching young people. Once they have entered teaching it is difficult for them to return to industry regularly enough to up-date their knowledge, with the result that employers complain that they receive employees who have been taught out-of-date knowledge by out-of-date methods, while employees complain that what they have learned while in school is of no use to them when they start work.

### *In-service training and opportunities for paid educational leave*

128. Opportunities for paid educational leave to up-date knowledge, improve methods, stimulate change and assist adaptation to reform are fewer than desirable in all Member States. The economic recession has made it difficult for most Member States to provide the full-scale programmes of in-service training which organizational, curricular and methodological reforms demand, and there are indications that some reforms have been less effective than expected because some teachers have not understood how to work in a changed system. Cutbacks in expenditure threaten to reduce opportunities for in-service training of teachers still further. The situation is not helped in some Member States by the existence of precise regulations governing paid leave which recognize study as a suitable use of such leave but not industrial experience.

129. Even where systems of vocational guidance and educational counselling are being developed in schools and other educational institutions, there is under-provision of in-service training courses for teachers to help them do this work; elsewhere, there are no training courses at all. The problem for some Member States is to get enough teachers and other personnel sufficiently well trained to help the education system develop its counselling and guidance services quickly enough.

130. In spite of efforts to increase the number of teachers trained to undertake remedial work, no Member State seems to have enough skilled teachers to help adequately those young people who are slower learners than their peers. The provision of remedial help lags behind the young person's need for it, and as the gap widens between the initial failure to master basic skills and assistance being given to remedy

the defect the situation worsens. Learning becomes increasingly difficult and failure is added to failure. Many teachers in all Member States are baffled by those of their pupils who stubbornly resist any efforts to motivate them, but there is not enough experimental work being undertaken at present in any Member State to ensure speedy improvement in the future.

### *Exchanges of personnel and information*

131. There are few examples in any of the Member States of interchange between teachers in different types of institution, for example between teachers in the first and second cycles of secondary education. Different conditions of employment, different status and different regulations governing training and pay operate against such exchanges, and unfortunately make it difficult to experiment with imaginative joint use of institutions and teachers to provide combined courses of general and vocational education which could be stimulating to young people as they approach the point of entry into working life.

132. In a number of Member States interesting work has been done in recent years in the fields of continuing education and youth services, for example in providing compensatory education for the illiterate, but again there is not much evidence of changes affecting workers in one field also affecting workers in other fields of education. There is not enough exchange of information and ideas, though the need to provide emergency short training courses of new kinds in order to meet the present crisis of youth unemployment has at least cracked the dividing barriers in some countries.

### *Redeployment of unemployed teachers*

133. All Member States have unemployed teachers amongst their group of more highly qualified unemployed, and the number of teachers unable to find employment in the education service is likely to increase for a time in many Member States because of the sudden decline in the birth rates. Not many Member States have found ways of using these unemployed teachers to help improve the present employment problems, nor has the situation been turned to advantage by positively encouraging young teachers to use the intervening period between training and teaching to gain work experience of a kind which would later increase their value to their pupils.

134. Clearly lack of money reduces the opportunities to employ more newly qualified teachers to cover periods of paid educational leave for experienced teachers. There are however a few instances of employing young teachers for this purpose, and one or two cases of employing them to assist with courses of continuing education to help other young unemployed, as for example in some Danish localities and in some

proposed job creation programmes in the United Kingdom. Unexploited opportunities may exist elsewhere for teachers to help answer each other's educational needs.

### Some problems concerning educational planning

135. Difficulties encountered with regard to finding a first job everywhere give rise to new problems concerning the planning of educational systems. However, the reaction of most education authorities seems so far to have been largely limited to dealing with the situation by means of short-term economic measures and studying the reform of the laws governing education. Although the aims and limitations of this report preclude discussion of general guidelines of educational planning, a few observations may be made concerning those aspects directly connected with the problems under review.

136. In all the Member States the education authorities have found, in spite of various attempts in recent years, that long term forecasts on the needs of the labour market do not provide precise and reliable indications. Therefore educational planning conceived as a State budget matching supply and demand cannot be based on this system. Nevertheless such an exercise is necessary and useful, above all in those sectors for which it is possible to gain some clear indications as to the trends and in particular where one can foresee that there will be some imbalances if a trend is not changed. For these reasons, the analysis of the market's trends should not be abandoned, but improved sector by sector.

137. In addition, whatever the difficulties of forecasting, it is still the case that a better awareness of the present can provide useful indications for the future. One weakness emerges clearly in all countries: the need to reach a much deeper and systematic awareness of the relationship which exists between the labour market, training and the educational system. Whilst a certain awareness has been reached in recent years in some countries (for example Denmark, France and Germany) and is beginning to have beneficial effects on educational policy it is clear that in others the educational system is not sufficiently aware of the critical reception which society gives to education's 'products'. Various initiatives are lacking in this field:

— There are no systematic surveys of the occupational careers of the various school leavers. These systematic surveys should not be confined to their first job on the labour market, but should also follow later career developments.

— There are no full surveys of the real content of the largest possible number of occupational and trade activities and of the relationship between this content and education and training.

— There are no full psycho-sociological surveys on the attitude of young persons to the opportunities offered by the labour market. (In the compilation of this report it has been observed that little is known of certain important aspects, such

as readiness or otherwise to accept a job at a lower level than the education received.)

138. One of the more delicate problems which has not yet been faced in planning is how many education and training places should be offered to young persons in the various sectors. Where these places are limited, either as a result of criteria based on the needs of the economy, or as a result of a lack of apprenticeship places, it is observed that a certain percentage of young persons leave school without occupational qualifications; where the places are made available on the basis of social demand it is often observed that there is an over-production of trained persons. At this stage no way out of this dilemma has been found. However, the observance of two criteria could improve the situation:

— The criterion of the right of everyone to receive training for work must be respected, whilst avoiding a situation in which this right takes the form of an over-specialized training—hence the growing importance of research in multi-skill training courses.

— In many countries, and particularly those which have a vocational education system primarily located in educational institutions, an excessive inertia on the part of the education system is observed, even with regard to the need to change the type of courses in keeping with obvious trends of the economic system. The old type of course does not die easily; new ones emerge slowly, even when the need is immediate. In fact, there is a problem of adaptability and relevance which could be resolved if the understandable reticence on the part of the education system were subordinated to a greater extent to the interests of the students.

139. As regards the use of resources, it should be pointed out that in all countries there are ever tighter limits to the expansion of expenditure. On the other hand, the need for new measures at the present time is more than ever apparent. It could be claimed that the education services do not yet seem to have sufficiently studied what could be gained from a redistribution of existing resources.

140. Mention should be made of measures to reduce the waste of resources which may exist in some sectors of the educational system. Often the young people remain in it as in a 'parking' area because of a lack of measures available to facilitate their entering working life. Furthermore, there are some very expensive courses of technical training which clearly produce more technicians than needed. In the light of this consideration it would be opportune to take some measures to regulate the enrolment of students into these courses. Such a trend is emerging in some Member States.

### Coordination and cooperation between the education service and other agencies

141. The education service has only partial responsibility for helping young people, particularly those who enter apprentice-

ships, to pass from school to working life as smoothly as possible. Other agencies are also involved, and shared responsibilities can only be carried out efficiently if activities and policies are carefully coordinated. The agencies involved and the degree to which their activities are coordinated with those of the education service vary in the different Member States.

142. Ministries other than Education which have an interest in the period of transition to work are those of Employment, Economic Affairs, Social Affairs, Health, Agriculture and Fisheries, Defence, Youth, and in Belgium the 'Ministère des Classes Moyennes' and in Ireland the Department of Justice. Employers' associations, trade unions, institutes of management, and youth services outside the public sector also have interests and assume some responsibilities, particularly for young workers and young unemployed, during the period of transition into working life. Responsibilities are differently divided but they may involve more than one ministry bearing responsibility for similar activities. For example in Ireland the Minister of Education and the Minister of Labour are both specifically charged with the provision of general and practical training to prepare young people for work or to give retraining and refresher training as necessary, and the limits of their separate responsibilities have never been clearly defined.

143. When guidance services are provided, personal and educational counselling is often given by teachers in schools and therefore the Minister of Education is responsible for this part of the service, while vocational guidance is given by personnel of the Ministry of Employment. In the United Kingdom, the Careers Service is part of the local education service, though run with the advice of the Department of Employment, and provides vocational guidance and a placement service for young people when they leave school and in the early years of their employment. While in employment young people's training may be provided partly by the employer, partly by the education service and partly by the Training Services Agency of the Manpower Services Commission on behalf of the Department of Employment.

144. On the whole, coordinating mechanisms between the different responsible agencies are more efficient in all Member States at regional and local level than they are at national level. It is not difficult to see why this is so: at local level the staff of the different agencies are likely to know each other personally, and therefore it is natural to establish local committees and information systems when there are joint problems to which to find answers. A small State like Luxembourg has the advantage that it is possible there to use at national level methods of personal cooperation which are only feasible at local level elsewhere in the Community.

145. At every level cooperation between agencies varies between Member States and within Member States. It is sometimes formal, sometimes informal, sometimes real, and sometimes merely a paper provision. It is in some cases no more than arrangements of the printed word but in other instances is

expressed in frequent, full and frank exchanges of view resulting in joint planning of some of the education and training offered to young people as a preparation for working life. Links formed on paper in some countries may look good but are often in fact far less effective than the informal but very friendly links found elsewhere in the Community in countries where there are no formal structures at all for the coordination of activities.

146. The consequences of poor coordination are alarming and can be expensive in both time and money. All Member States are facing financial stringencies and education services are finding it difficult to make ends meet. Gaps in provision in the service and the need to increase action in some areas are hardly likely to be met by large injections of extra money. The various agencies involved are not always doing all they can to help whether by considering problems jointly or by pooling resources. There is some duplication of effort and some evidence that schemes which are good in themselves could be better if more cooperative effort were put into them, and if information services were cooperatively devised so that young people always knew what was available to them.

147. Experience in the compilation of this report has shown in miniature some of the consequences now being felt throughout the Community of weak links between education and other agencies. It has proved impossible, for instance, to establish a really satisfactory data base on which to build evidence because statistics which are vital for accurate planning either are not available at all, or have been collected for purposes other than those for which they are being used, and are lacking in small but important details.

Understanding of each other's statistical requirements could help agencies to establish data bases which could reliably be used by all concerned. Sometimes information we received from one agency during our visits to Member States was clearly not known to other agencies and yet would have been very useful to them. It was difficult at times to understand different functions because the agencies admitted that they were unsure themselves and had never worked together to try and clarify their responsibilities. In such cases there is a frightening impression that everyone's problem becomes nobody's problem and the search for solutions therefore becomes perfunctory.

148. For young people the confused situation of so much separate and overlapping activity must be both bewildering and disheartening. Lack of continuity and consistency of advice and help can be damaging to the weak confidence of those who have failed to transfer smoothly from education to working life. It must be infinitely difficult and discouraging for many members of the risk groups we have described in this report to find their way through the present maze of blurred responsibilities.

## Part III

### Measures directed and supported by education services to improve preparation and training for working life

#### Introduction

149. Part III of the analysis is devoted to the measures which have already been adopted or are envisaged by Member States to facilitate, directly or indirectly, integration of young people into working life.

The aims of this part of the report are:

- to permit a comparison of trends in the educational policies of the various Member States relating to preparation for working life, and to determine whether these policies share common objectives and include measures which merit support and encouragement at Community level;
- to review the measures, including experimental ones, taken to provide new answers to the problems under consideration;
- to promote the dissemination of information within the Community.

150. This review does not extend to measures taken to cope specifically with the problem of unemployment among young people (e.g. creation of new jobs) and is concerned only with measures taken directly by the education authorities and any measures adopted by other bodies with which these authorities cooperate. However, it is now clear that both from a planning and from an operational point of view, educational and employment policies and training programmes relating to the transition from education to work are all closely related. There is a major opportunity to integrate these approaches at Community level.

151. The following are some of the considerations which have been taken into account in the preparation of Part III:

— As emerged from the analysis in Part II, the response of the educational systems to the problem of unemployment among young people has consisted mainly of long-term measures, for example changes in organization and curricula; it is, however, both necessary and possible to take short-term measures to help those affected by the present employment situation. The report therefore takes both categories into consideration. It has become evident that a clear distinction between the two is not always possible nor even useful.

— It is interesting to note that in many cases the emergency measures taken during the economic crisis have come to be considered worth maintaining on a permanent basis. In gen-

eral, the emergency measures show how the education system succeeded in discarding its traditional methods and in adopting unconventional measures in response to real needs. For that reason, such measures were generally well received in the various countries. Nevertheless, the educational value of the results of the emergency measures should be carefully assessed before saying that they would be effective in the long-term.

— The review of these measures is not intended to be a systematic account of all that has been done in each country. The aim has been to consider the many difficulties and requirements<sup>1</sup> and to show what solutions were provided. The measures referred to are mainly examples of those solutions. Further details are provided in the national statements prepared by each Ministry of Education.

— Although the report deals with the reform of organization and curricula, training systems for teachers, guidance programmes etc., it is not meant to be a systematic analysis of these vast areas. It seeks only to highlight the relation between the measures taken in these fields and the problems connected with the transition to working life.

— The necessary information in some fields was not available. This was the case, for example, as regards measures taken to solve the problems of the vocational integration of girls; the lack of information here is perhaps explained by the absence of measures. Other measures which have not been adequately investigated are those in respect of the handicapped and of migrants. Given the special nature of the vocational standards and educational measures concerning these groups, satisfactory conclusions could only be reached through separate studies, which are beyond the scope of this report.

#### Curriculum development in the first cycle of secondary education

152. Most measures taken at the level of secondary education to ease the transition from education to working life have not been devised in response to the current problems of youth unemployment and are long-term measures involving curricular changes which cannot be achieved quickly.

153. In all Member States young people are being encouraged to remain longer in the education system, so that they have more opportunity to become qualified and are more mature when they have to face the problems of working life. Some Member States have raised the age for leaving the compulsory school system in the recent past. Others plan to raise it, and in several States high percentages of pupils voluntarily extend their period of full-time education. The number of young people acquiring higher qualifications is rising in most Member States. This means that more young people are improving their chances in the competition for available employment, although the improvement is slight if the qualifications

<sup>1</sup> Parts I and II.

acquired are not marketable and are not accompanied by realistic expectations and a readiness to reappraise attitudes to certain types of work. Denmark has introduced a short-term measure to improve the general educational level of young unemployed and prevent them from becoming idle by giving them the chance to return temporarily to the school system to continue their studies, but this measure has not received a very favourable response.

154. The longer period at school is used in most Member States to extend the period of general education and to delay as long as possible the necessity of making irrevocable educational choices. Option systems of subjects have been introduced in schools in a number of Member States so that pupils' programmes may be varied to suit their needs, and some vocational bias may be introduced into programmes in the later years of the first cycle of secondary education. Greater ease of transfer from one type of course to another is a feature of systems such as those existing in France and the United Kingdom and the proposed new system of education in the Netherlands. All these reforms help to avoid early mistakes in educational choices which produce employment problems later.

155. Skills which help young people to develop as thinking, well-balanced adults, accepting their social responsibilities and living life as fully as possible include many of the skills they most need in the working part of their lives. The acquisition of such skills is emphasized in some of the new approaches to learning and teaching which are being developed in Member States. The emphasis is less on subject matter than on training in decision-making, processes of logical thought and problem-solving, participatory and consultative methods of organization and programme construction, adaptability to change, interactive skills of group and team work, and receptivity to new ideas.

156. In some Member States curriculum changes have been made or are planned which are more precisely linked with training for working life. Necessarily all are long-term measures.

The following are examples of these changes:

— France has redefined curricular aims as the mastery of the processes of abstract thought and the development to the full of manipulative skills and technical capabilities;

— Belgium, France and Italy have increased the technology content in the secondary school curriculum, and England and Wales have encouraged a similar move towards technological literacy by means of a special Schools Council technology programme; the work of the National Centre for School Technology;

— a number of Member States have made special studies in the teaching of the mother tongue and are encouraging to give more attention to the teaching of basic skills and numeracy;

— for older pupils courses in social education which introduce them to the organization of industry and working life are now being included in the curriculum. Examples of this are a course in 'Arbeitslehre' in Germany and a new course to be introduced in Denmark in the next school year, called 'Indførelse i arbejdslivet' (introduction to working life), jointly planned by teachers, employers and unions, all of whom are preparing some of the teaching materials to be used. A weakness of such innovation is that they seem mainly to be offered to the less able pupils and not to all pupils, and this makes them less effective than they might otherwise be. However, from August 1976 Denmark is updating the subject matter in the curricula for all pupils of elementary schools to make it more relevant to life in society and the working world;

— many Member States are encouraging industrial visits for observation as an introduction to later periods of work experience. Denmark is making a special allocation of time within the school day for all pupils in their last three years of first cycle secondary education to make works visits. Scotland has developed programmes of careers education and works visits in all secondary schools and this has been accompanied by adjustments to the balance of the curriculum and an enquiry into the cause of poor motivation and truancy of some pupils;

— in some States there have been experiments in giving pupils in their final year of first cycle secondary education some experience of broadly based vocational education by alternating periods in school with short periods in institutions of vocational education and short periods of work experience, as for example in the 'linked courses' developed by some local authorities in the United Kingdom;

— more practical, creative, and craft work has been included in the curriculum (for example in France and in some schools in the Netherlands) and serious attempts are being made to up-grade craft subjects so that they become more attractive to pupils;

— elements of service to the Community as an introduction to the needs of society are included in the curriculum in some countries. Ireland's 'Transition Year Project' involving 15 schools of different types, includes community service, and so does the United Kingdom's 'Project Trident' which is designed for pupils in their final year of compulsory education. Both schemes have components of adventure training, social service and work experience.

157. Education for leisure is an acknowledged aim of the secondary school curriculum in all Member States, which when pursued effectively imparts skills which are equally valuable in working life and is thus an important part of the preparation for continuing personal education. In time people may work shorter hours and weeks and retire earlier, which will leave more time for recreation than was available to previous generations of workers. In recent years attempts have been made in a number of Member States to relate the activities included in leisure education more closely to the pu-

pils' own recreational and cultural tastes, and to include elements of adventure training and courses designed to develop creative abilities.

158. Problem groups are being helped by special schemes. Action at Community as well as national level has been taken to help migrants, for whom language schemes have been introduced in Germany, the Netherlands and the United Kingdom, where these problems are particularly pressing. In some places language centres have been opened to prepare teaching materials and to give additional help to those most in need.

### **Trends in the second cycle of secondary education**

159. There is a distinction to be made between:

- reforms modifying the organization of the education system (including possible experimental initiatives) and
- measures designed to increase the number of opportunities in vocational education and training and to make them an attractive alternative to general education.

The following paragraphs refer both to reform which have been recently passed and to reform plans still under discussion without distinguishing between them every time.

160. It should also be pointed out that:

- reforms in general were initiated when youth unemployment had not reached present levels; it is thus possible that new measures may be introduced to meet in more suitable ways the changed conditions of the labour market;
- none of the reforms to which reference is made can yet be evaluated in terms of the results which have been achieved.

### ***Trends in policies of integration and differentiation***

161. The difficulty of entering working life depends to a certain extent on the collective educational features of the young people who leave the educational system every year. Such characteristics depend in turn on the organization of the educational system.

162. In nearly all Member States over specialization in technical and vocational education institutions is tending to be reduced in favour of a broader curriculum content as an appropriate basis for further specialization and further education as well as in favour of the introduction of common programmes which attempt to ease entry into working society. In several Member States (for example Denmark, Ireland, the Netherlands, Germany) basic education during apprenticeship also tends to be improving. The possibilities of both vertical and

horizontal interchange within and between different schemes of training are increasing.

All these measures, which reflect the tendency towards integration, can contribute to a better entry into working life, because they make the new schemes of technical and vocational education attractive in comparison with courses of general education, which will attract, as a consequence, smaller numbers of students. In various States there are increasing facilities for young people to complete general education and to acquire vocational qualifications at the same time. This will reduce the risk of entering working life with only general qualifications.

163. Besides these tendencies the increasingly evident lack of balance between the demand for and supply of manpower of some types and levels of qualifications has strengthened the concern for education to take account of the needs of the labour market.

This implies the possible weakening of the tendency of many young people in several countries to stay as long as possible in general education preparing for higher education without acquiring any vocational qualification, and points at the same time to the limits of the trend to integration.

164. It may be noted that the reforms (except the Italian proposals) continue to maintain the distinction between short vocational training (skilled worker level), and long vocational training (technician level). Such lines are quite characteristic of the Dutch model, which is one of the most integrated. The introduction of optional practical and technological elements (in France, Italy, Belgium) in some courses of general education, which generally lead to advanced or higher education, could spur a larger number of young people to start work or to enter training courses at the end of their second cycle, instead of continuing their studies at university.

165. As far as the limits of admission to certain kinds of education are concerned, it is noticeable that in those States which have very liberal systems there is a general tendency to establish conditions which will achieve a better harmony between students' preparation and potential, and the kind of training they intend to undertake.

In Denmark new rules on entry to universities and places of higher education are expected to be introduced from 1977. The total number of places will correspond to the number of young people who are expected to want further training but there will be no certainty that they will be accepted for a certain type of training. At the same time it is being considered whether to extend a series of courses of further education (lasting between 1 to 3 years) which could be an alternative to courses at universities or institutes of further education. Meanwhile, a law has been passed in 1976 on admission limits.

In Italy there are reform plans for the introduction of a system whereby the choice of studies at University level must correspond to those already undertaken in the second cycle.

In France this link, which already exists, will be emphasized further by the reform concerning the last year of the second cycle.

The Belgian evaluation system, as far as the second cycle is concerned, requires that those students who do not want to follow the advice of the class council to change their educational discipline will have to repeat the year.

166. The principle of optional topics and differentiation in the second cycle of secondary education seems to meet with growing favour, either because it corresponds better to the needs of the labour market, or because it can answer in a more suitable way to the variety of individual needs. An important example may be found in the programmes for reforms of general education introduced in the Member States:

- an increase of the teaching time devoted to optional topics can be generally noticed;
- in some States various courses of general education are conceived in such a way as to relate better to wide vocational areas.

167. However, the use of alternative educational methods, such as alternating more general courses with shorter practical training spells, are not yet very widespread in full-time secondary education. Nevertheless such possibilities are provided by the French and Dutch reforms known as 'participation education' and a clear proposal in this direction has been formulated by the representatives of the Irish education authorities.

### *Changes in the curricula and the need preparation for working life*

168. Some further information and observations may be noted on the change of organization and contents of the second cycle's curricula, particularly referring to courses of general education.

169. In the Dutch proposal contained in a document issued by the Minister of Education for public debate, the main concern is that of securing a strong link with the reality of the working world. In order to make such a connection more effective every course (not only the vocational and technical, but the theoretical and general courses as well) will be directed towards at least one of the following:

- a social service sector;
- a science and technology sector;
- a commerce, economics and administration sector;
- an agriculture sector;
- a literature and communications sector;
- an arts sector.

Education for each sector will be provided in three streams:

— an academic stream which, depending on the nature and level of the final result, will give admission to higher education courses of various types;

— a relatively long vocational stream which will prepare students for occupations at middle level and, depending on the final result achieved, will also give admission to certain higher education courses; and

— a short vocational stream which prepares students for occupations of a lower level and, depending on the final result achieved, will also give admission to certain courses in the longer vocational stream.

In order to improve equality of opportunities and to avoid social selectivity, every school will have three, or in case of practical difficulties at least two, streams. Every stream includes studies for a certain number of qualifications based on a common programme and on optional topics. At the end the pupil will receive a 'diploma-file'. The link with social reality will be achieved through an intensive programme of visits, talks and practical training spells.

Given the practical difficulties which are generally to be met in the realization of these initiatives, each region will be provided with a special agency which will take care of the relations with local industries and trades in order to carry out the programme of activities in every school.

170. In France the reform passed by the law of July 1975 has offered the possibility of completing general education by a course of vocational education within the secondary schools. The possibility of obtaining a vocational qualification, either at the intermediate level or jointly with the baccalaureat, is at the pupil's free choice, by a system of options. The aim is not to provide pupils with vocational qualifications for a specific occupation, but with basic experience and knowledge in a vocational area, thus easing the entry into actual working life. This qualification will be attested by certificates issued by boards of examiners including representatives of the occupations in question.

This integration between the aims of academic education and those of vocational specialization is based on the emphasis placed on technology, seen as an integrating part of human activity, which cannot any longer be separated from science and contemporary culture.

171. As far as Belgium is concerned, the 'Enseignement secondaire rénové' has already been widely brought into operation in most of the State schools, but it is still too early to evaluate the results thoroughly. This new structure in secondary education, divided into general, vocational and technical streams, has in it features of flexibility so that it can guarantee to the pupils a wider and better possibility of making their choices.

As to its effectiveness in the preparation for working life, the education services assert that including technology in the courses of general education which lead to higher education

stages would also be of great help. At present such subjects are optional.

172. The plans for reform introduced in Italy propose that the whole secondary cycle should give bilateral preparation. It should have pre-vocational characteristics and it should be a transitional stage towards higher education. It would be composed of 10-15 streams relating to certain groups of different disciplines and/or particular areas of the social system.

More intensive and specialized vocational and technical training would then be given outside school in special courses or in post-secondary courses. It may be inferred that the proposal to organize education in this way arises from the need to avoid the over-production of graduates, given that only a small proportion of them can actually find a job which is suitable to the specialized training they have been pursuing.

173. The Technical Education Council and the Business Education Council in England and Wales are currently making proposals for the reorganization of courses of technical and business education. Many of these proposals are based on the principle of re-designing education and training courses starting from an analysis of the objectives revised according to present day needs of industry and business. These changes are already affecting some courses in schools and colleges of further education in England and Wales, though the initiative of the schools must depend on the response of individual teachers to these developments.

174. The following observations may be made on the changes in curricula mentioned in the preceding paragraphs:

— There is a common trend to introduce more general education into the vocational courses. In some countries this trend leads to the replacement of vocational training by 'vocational preparation' (i.e. pre-vocational training); this change implies the creation of a system of supplementary and continuous training schemes for young people entering employment. In this way, training will be better adapted to the job or task actually to be carried out.

— There is also a widespread tendency to change the features of general education courses. This means they will not only be the path to the university, but will also be a preparation for working life, deeply involved in social realities and at the same time treating technology as a fundamental aspect of the social and cultural context of education.

— All these aims have not yet achieved the stage of being translated into satisfactory teaching programmes. The preparation for social reality and technological awareness are subjects still poor in theoretical content and methodological treatment. Hence the risk arises of them becoming notional and encyclopaedic in approach rather than being analytical and having the necessary cultural and educational effectiveness. This is one of the most important fields of teaching research.

— There is an impression that the aims of this reform (participation of young people in working life and social realities)

cannot be achieved through activity in educational institutions only. It may be necessary therefore to encourage more direct experience in work situations and in other social environments.

### *Measures taken or to be taken in the sector of apprenticeship*

175. In systems of apprenticeship, above all in those States where this is the main way to acquire vocational training, a second important series of changes is taking place. Two types of measures are being taken:

— improvement of the organization and structure of the apprenticeship period;

— actions directed to cope with the lack of vacancies for apprenticeship training within the firms.

176. Measures of the first kind are mainly being taken in the Netherlands, Denmark, Ireland and Germany. There is a definite tendency to try to raise the level of general education and to broaden vocational education within apprenticeship schemes. Such ends are generally pursued with very similar methods; above all the intention is to transform the first period of apprenticeship into a period of full-time education and training.

177. In Germany, the 'Berufsgrundbildungsjahr' has been introduced as a new alternative to the first year in traditional apprenticeship. It provides for young people who have left full-time compulsory education a one year full-time course of broadly based vocational education directed towards a set of occupations rather than to a specific one. The aim is to avoid early vocational specialization, to complete young people's general education and to enable them to make the best possible choice of further training and career. These courses may be provided entirely within public institutions of vocational education, or on a cooperative basis by both industry and public institutions. These courses are considered to be equivalent to the first year of apprenticeship, which normally lasts three years; so that they permit apprentices to enter directly into the second year of firms' training schemes. However, it must be said that many employers are not satisfied with these regulations and tend to recruit apprentices at the level of the first year.

178. Denmark has mounted a pilot scheme involving about 6 000 students in 1975/1976. This scheme is known as EFG<sup>1</sup> and is designed to reorganize basic vocational training for young people who at 15/16 wish to obtain qualifications in industry, craft, commerce and business studies.

The first year, which is spent in vocational training or community schools, gives a basic training in general subjects and

<sup>1</sup> 'Erhvervsfaglige grunduddannelser' (basic vocational training).

in a chosen vocational area (for instance commerce, the iron and steel industry). In the second and third year periods in school alternate with periods in places of employment. The training is designed on a modular pattern so that the students may leave it at various points at which they become qualified for industry, or advanced training. Considerable benefits have already been recognized, particularly the introduction to a group of crafts rather than to a single skill and the improvement of opportunities that the scheme seems to give to girls who are encouraged by it to train for some occupations traditionally not considered to be attractive to them. Drawbacks to the scheme are that it is proving expensive and that one condition of entry to an EFG course is that the individual must obtain a two or three year contract with an employer. After some initial difficulties, enough contracts were secured in the first year, but there is concern that it may be more difficult to find enough firms willing to conclude contracts when the scheme is expanded, as is intended, to cover 30 000 students a year by 1979.

However, so far as the scheme can be evaluated at present, the advantages of the EFG scheme, like those of the part-time schemes in Germany and the Netherlands, seem to outweigh the disadvantages.

179. In some local areas in Ireland vocational schools are working together to revise the curriculum for the second cycle of vocational education. The main features of the scheme in the Ballyfermot area of Dublin are similar to those of the EFG courses in Denmark:

- the courses are full time, in the first year at least;
- the curriculum is closely related to work and includes periods of work experience as well as study of working conditions and the background to industry;
- a strong guidance service is provided;
- new examinations and qualifications, possibly similar to the ones recently proposed in the United Kingdom by the Technical Education Council, are being discussed;
- general education for life e.g. home-making, budgeting, marriage, etc. is included;
- community service is included;
- education for leisure-time pursuits is close to the students' own interests e.g. pigeon racing, pop music, motorcycle racing, outdoor adventure, sports, etc;
- student participation is invited in planning and organizing courses;
- there are six integrated areas of curriculum content with the possibility of choosing subjects across the boundaries of the areas;
- team teaching and group methods of discussion, not lectures, are the teaching methods used.

180. As indicated in Part I, in some States there are particular groups of young people who are doubly damaged by the

economic crisis. They are those young people who, after leaving school, remain unemployed and, in addition, have only little chance to acquire vocational qualifications because there are not sufficient apprenticeship places available. The reduction in the number of places, in fact, is linked with the reduction in production. Such a phenomenon has been confirmed particularly in Germany and Denmark. In face of this problem the authorities have initiated an active policy, taking special measures to stimulate the creation of new places in firms.

181. In Germany, the Federal Government has recently proposed a new bill to Parliament concerning new ways of funding training. A main feature of the bill breaks with tradition in that it emphasizes in some cases a communal, rather than the individual firm's, responsibility for providing vocational training. The bill provides for firms over a certain size to pay a levy of 0.25 % of the firm's total wage bill, the levy being chargeable when the supply of training places gets out of line with the demand for them. Proceeds from the levy would be paid into a public fund which would be used to assist firms which created additional training places.

In order to increase the number of apprenticeships and to help small- and medium-sized firms solve their training problems the Federal Government is also promoting the establishment and maintenance of training centres to serve several firms, while individual Länder have also set up their own programmes to promote vocational education and training in institutions of full time vocational education, and in apprenticeships.

At the present moment it is not yet possible, at the Federal level, to evaluate the results and the effectiveness of all the abovementioned measures. Germany, in any case, seems to be the furthest advanced in introducing this kind of intervention.

182. In Denmark the problems have been dealt with at three levels:

- measures taken at local level by various organizations to convince firms to accept a bigger number of trainees, including some on practical training spells;
- in June 1975 a law exempted craft trades and firms from paying the apprenticeship tax, as a result of which they have saved about DKr 4 000 per year for each trainee. This measure has led to some good results, but the number of vacancies made available has not been as high as expected;
- the State has received special appropriations in order to employ apprentices or trainees from EFG courses within the public sector. However, no subsidy is granted by the State for the employment of trainees or apprentices.

183. In Ireland, an interesting connection has been established between the policy of industrial development and the measures which are aimed at increasing the number of vacancies.

The Industrial Development Authority (IDA) and the Industrial Training Authority (An Comhairle Oiliúna, ANCO) encourage, through financial concessions, firms with good reputations for training to create a larger number of vacancies for trainees. When these are trained they are employed in new firms, established through the industrial development promoted by the IDA.

184. During 1975-1976 the United Kingdom Government introduced special measures aimed primarily at building up the supply of skills in the economy by stimulating training which, because of the recession, would not otherwise have taken place.

### **Educational measures relating to the period of transition from school to work**

185. In nearly all the States measures have been introduced relating to the period of transition between school and work. They are short-term activities which are often of an experimental character. These interventions have often been the result of the deteriorating youth employment situation. People are now realizing that it is not enough for education to provide students with qualifications but it must also take care of their educational needs during the period of their induction into active working life. This is particularly important for those young people who do not proceed to any form of systematic vocational education and training after leaving general education.

186. The period of transition between school and work, particularly for the most disadvantaged pupils, is becoming a period to be organized by both education and other authorities. Examining some of the numerous measures introduced by the various States, it is possible to distinguish between those activities relating to the period immediately following full-time compulsory education, and those which mainly tend to help people who have either been unemployed for a long time, or dropped out of the education system. By a somewhat arbitrary system of selection the following paragraphs give some examples of the two kinds of measures mentioned above.

187. Beginning in September 1976 the United Kingdom intends to introduce a development programme, lasting for at least two or three years, under which a variety of pilot schemes of unified further education and training, termed 'vocational preparation', will be tested and evaluated. This programme is aimed at improving current provisions for the 16 to 19 age-group, particularly those who enter employment for which little or no training is provided. It is intended that at least 20 schemes will be set up. The duration of courses within the schemes may vary but an average of 12 weeks full-time or its part-time equivalent is envisaged. It is expected that the number of young people for whom provision will be made will rise to about 6 000 per annum. Decisions on the nature

and location of schemes will take account of the levels of youth unemployment, current rates of participation in post-school education, the need to ensure a geographical spread and to cover a range of industries and occupations, and local interest, facilities and other circumstances. In addition to the education and training authorities, other interested bodies such as employers' organizations, trade unions and youth organizations will be invited to participate in the planning and development of pilot schemes. The main aims of these courses of vocational preparation will be to assist young people:

- to assess their potential and think realistically about jobs and careers;
- to develop the basic skills which will be needed in adult life generally;
- to understand their society and how it works;
- to strengthen the foundation of skill and knowledge on which further training and education can be built.

The recurring costs of the pilot schemes will be met from central government funds. Support arrangements are still under discussion but it is likely that young participants not in employment will be eligible for training allowances at the rates currently applicable to courses run by the training agency of the Manpower Services Commission. Those in employment should suffer no loss of wages.

188. The work done by the Irish Council for the Education, Recruitment and Training for the Tourism Industry (CERT) is by definition limited in scope, but contains within it a combination of elements of recruitment, training, placement and consultancy which may be useful to note when other schemes of training are being planned, particularly for industries which are not popular or highly esteemed.

The main features of the scheme are:

- regular programmes of career talks are given to pupils in the last two years in secondary and vocational schools;
- the setting up of 120 recruitment centres each summer to give information and to advise young people and their parents;
- training courses at craft and management levels are planned and provided in consultation with the education service through the Vocational Education Committees; they are held in regional technical colleges. Students are paid while in training;
- placement and consultancy services are provided at the end of the courses and extended as long as the employees and employers wish to use them. These services seem to have contributed to the improvement of the image of, and condition in, some sectors of the tourist industry.

In 1975 the work of CERT was expanded to include areas of the tourist trade other than hotels and restaurants; and there are further plans for expansion, including the building of a

small experimental training unit to be attached to the new headquarters of the organization.

189. In France, besides several measures introduced to help the most disadvantaged groups to become part of the working world<sup>1</sup> a new kind of contract, called 'emploi-formation' (employment-education), was created in June 1975 as an emergency measure against unemployment. This contract is considered by employers as well as educationists as a measure which must become permanent, in order to provide young people with definite occupations. The contract is mainly designed for young people from 16 to 25 years old who do not have any professional qualification or who have one which does not fit the needs of the labour market.

The firm guarantees employment for at least six months and undertakes to provide professional training of at least 120 hours. The Government shares the education expenses and the payment of the trainees. Evaluating the experience which has been acquired to date, opinion in France is that the scheme has been applied mainly to jobs at the lowest level. However, to be useful as a normal way of beginning working life after school, it should be extended mostly to activities at middle and higher levels. Furthermore, it is believed that the period should be extended from six to twelve months.

190. The problem of young people who complete their general secondary education but do not continue their studies with a practical preparation for work is being tackled in the Netherlands. It has been decided to organize a transition course based on training for work with a view to a specific occupation. The course takes a year at the most and consists of practical technical work, information on occupations and familiarization of trainees with working conditions and situations. To make this measure more effective, courses are differentiated after careful study to adapt them closely to the characteristics of the local employment market. Here too, the main problem is the lack of jobs available in which to carry out this type of apprenticeship.

191. Among the measures taken or still under discussion in the other States, in Denmark the local communities, with modest financial concessions from the Government, have achieved good results from some initiatives intended to make the period of transition easier.

In Belgium, where the innovation of a period of training in firms immediately after leaving school is greatly approved both by the Government authorities and the employers, spells of practical training have been prepared similar to those developed in France. Furthermore, there are experimental programmes, conceived with the cooperation of the professional trades of metallurgy and building, and designed to complete a person's education later in working life.

In Italy, the regional authorities, who are responsible for the courses of vocational education outside school (which are full-time courses now), are preparing an educational plan, accord-

ing to which students will have a six months training period in work situations.

### **Use of continuing education measures for more vulnerable groups**

192. Part II examined the need to provide a second chance for those young people who have come out of education systems without sufficient preparation to begin their social and working life. The deterioration in the youth employment situation and in certain kinds of social compatibility have caused most Member States to provide opportunities for compensatory and remedial education and training in the context of continuing education.

The context of this type of measure has already been introduced in Part II: namely the categories of young people, their educational needs, and the conditions necessary for effectiveness of the activities. In this Part we discuss the experiences which have been already tried out, pointing out some meaningful initiatives among those about which we have enough information. In addition, we make a short summary of what is happening in the various States, in so far as our incomplete information permits.

193. Examining the measures taken or planned, it seems impossible to classify them in a clear and distinct way. This is because of the diverse aims the measures try to achieve and also because of the many means that have to be used. One feature is generally constant, and this is the fact that measures are based on cooperation between different authorities and agencies. In each of them one or more of the following categories stands out:

- measures intended for groups of young people who are socially disadvantaged, and who have problems of compatibility at school and at work;
- measures to educate and prepare for working life those young people not provided with a professional qualification;
- measures, often connected with the creation of vacancies, designed to help young unemployed to make the best possible use of their time and to assist them in the search for a job;
- measures of short-term vocational education to help the trainees to compete for available jobs;
- measures intended to offer remedial education to those young workers who have not received sufficient education and training previously.

194. France has carried into effect a programme of measures which is worthy of brief examination.

The beneficiaries of the measures are young people from 16 to 20 years old, who have left school with no qualification at

<sup>1</sup> Point 194.

the end of the academic year 1973/74 and who are still without a job contract, among them especially those who are socially disadvantaged and who have found both school and work uncongenial.

The practical aim is to achieve one of the following results: a chance of returning to the education system; securing a job contract; attendance at vocational courses in the French system of continuing education.

The operators are:

- a team of organizers who have direct and constant responsibility for the operation;
- school teachers;
- employers and workers of the firms in which the practical training spells are being carried out.

Administration of this measure is unusual because it goes beyond the normal mechanisms of management, has maximum decentralization, makes use of the most varied public services existing locally, integrates the different administrations, utilizes the staff of various agencies, and includes voluntary service.

Financial concessions are provided from the 'Fonds de la Formation Professionnelle' which pays the complementary expenses of the administrations involved.

Remuneration of the young people is at the rate of FF 370 per month for six months.

The period is six months, and the timetable is usually divided into three parts:

- special courses in school;
- spells of practical training in firms;
- remotivating activity at the official centres (above all the 'maisons des jeunes') which are the points of reference for the whole operation and the meeting-places for the young people.

The scope of the operation is that in mid-1975, 150 activities accounted for 17 000 young people training in 560 groups.

From the analysis of experience to date some important conclusions may be drawn: many of these young people are in the position of having little or no education, because the usual school mechanisms have practically excluded them. Many of them are immigrants. Entering working life is only one of the problems. Their fundamental need is often for psychological and social recovery, hence the necessity for a pre-vocational motivating activity. The milieu in which they work and the methods which are used cannot be school ones as the young people reject schools with which they associate feelings of failure. At the beginning of every activity organizers need great patience and a capacity for watching the slow growth of particular interests in some young people. The training spell in the firm is the most important and delicate moment as at first there may be dissatisfaction and absenteeism. An essential condition is that the team must be led by someone who

is convinced of his mission, is able to understand the particular climate of the operation and has the kind of personality to inspire trust and confidence.

The teachers must be chosen with great care and must be volunteers, even if they are paid for the additional hours they work. One thing has proved to be indispensable, and that is the cooperation between teachers and employers (these and the individual workers to whom the trainees are assigned are actively involved). The operation's final results show that taking into account the sociological features of the beneficiaries, the investment is a positive one.

195. As for the measures taken in favour of young people who are unemployed because of the economic crisis, an example is the measures introduced in Denmark by the local authorities, such as the one implemented by the municipality of Copenhagen. This programme is of 24 weeks, and is divided between practical work and technical, general and social education including an introduction to the conditions of working life. In the later stages the time devoted to work experience is increased and, to ensure that jobs are not taken away from other members of the work force, public utility projects have been initiated such as the construction of community centres using materials mostly salvaged from buildings due for demolition. The last 8 weeks of the course are spent entirely at a centre for semi-skilled labour courses. Teachers taking part in the scheme are particularly interested and committed and are usually connected with the youth services. The offices used for recruitment and the buildings used for training are unconventional, converted premises unlike the buildings of the official services, which young people for whom such schemes are designed sometimes find forbidding. The young people taking part are mainly in the 18 to 22 age group. They are paid for the work they carry out by the municipality and during training they receive social welfare payments. The unions have approved the scheme and although it is expensive there is evidence that it, and others like it, succeed in reawakening motivation in young people previously lacking a real will to work.

196. Other initiatives which should be mentioned are:

— In Great Britain the scheme called 'Community Industry' is giving positive results. It is a permanent scheme aimed at assisting disadvantaged young people who have difficulty in finding or keeping jobs. The scheme helps them not only to settle into stable employment but also to cope effectively with life in society, both in terms of overcoming personal problems and by making a positive contribution to the community in which they live. This is achieved by engaging them in projects of social or environmental value which would not otherwise be carried out.

— Also in the United Kingdom, other initiatives are those relating to vocational preparation training, that is to say the 'Occupational Selection Courses' (OSCs) and those intended to help young people to focus their own work bends, called

'Wider Opportunities Courses' (WOCs) and based on the 'Discovery Learning' method.

— In Italy paid leave has been mainly used to provide training in the basic skills for workers with no education. Large numbers of workers are involved and the programme is an extensive one.

— In Denmark unemployed young people have gone back to school without losing their unemployment pay, in order to undertake study programmes which they have freely chosen (languages and mathematics have generally been the preferred subjects). But the young people have not responded well to this initiative: they seem to prefer to get a quick vocational training in training centres.

197. Most of the measures mentioned are special short-term measures. There is no doubt, however, that the needs they are intended to meet are to a large extent permanent in character and tending to expand. It is, therefore, important to consider whether Member States' education and training systems are evolving accordingly. Considering the present situation, it can be stated that prospects are favourable.

As regards adult education, Member States are one after the other introducing educational-leave systems. A summary of these measures is to be found in the recent OECD study on educational-leave in Europe.<sup>1</sup> Part II reviewed the measures of this type which remain to be taken to provide more satisfactory solutions to present problems: extension to more young people on finishing compulsory schooling; use of methods better suited to culturally, economically and socially underprivileged groups.<sup>2</sup>

At the level of education beyond the age of compulsory full-time schooling, the reforms being applied show a marked trend towards the introduction of what is now called the 'second chance' system.

This concerns educational opportunities going beyond the system of full-time uninterrupted education. In general the 'second chance' consists in providing those now outside the educational system with opportunities for retraining or returning to continue studies so that they can obtain the same qualifications as those still within the system. Examples can be found in Belgium (social advancement education) and in Italy where, in addition to measures in respect of worker-students, it is planned to introduce an examination system which takes into account qualifications acquired as a result of on-the-job experience and extra-scholastic training.

### Vocational guidance and educational counselling

198. The increased need for educational counselling and vocational guidance has already been recognized in some Member States and personal counselling is increasingly regarded as an essential part of the guidance process. For example, the Belgian Minister of National Education and French Culture is

establishing a research and information centre to coordinate the activities of all those agencies responsible for producing information on careers and training.

199. In Denmark a new elementary schools law, which came into effect in August 1976, provides for all pupils to receive a minimum of 48 hours guidance on training and careers, and in the Danish EFG scheme an essential feature is that each student has an educational counsellor to provide advice throughout the course. A working party has been set up to consider the possible introduction of guidance on training and careers in higher secondary schools and in vocational training and education other than EFG. Denmark has also designated teachers in all schools to act as guidance counsellors, to coordinate programmes of preparation for work and to act as consultants to their colleagues in the preparation of courses.

200. The French reorganization of education has been accompanied in most areas by the development of an educational counselling system as part of the education service, and it is hoped in the future to develop closer ties than exist at present between this educational counselling system and the guidance and placement systems of the employment service. Officers of the educational counselling system are specially trained and are given some practical experience before taking up their appointments in CIOs (Centres d'information et d'orientation).

At the end of the second year of the first cycle of secondary education, the pupil, advised by the educational counsellor and teachers, makes a choice of optional subjects and courses. Two years later, at the end of the first cycle of secondary education, the educational counsellors and the teachers decide which types of education, if any, will best suit the pupil at the next stage, taking into account the pupil's school performance, carefully observed by the educational counsellor as well as the teachers over the previous two years, and the wishes of the parents. There is a built-in appeal system for those parents who wish to question the decision of the educational counsellors and teachers. The appeal is first considered by a committee which may confirm or revise the decision. If objections are still raised, the decision is then finally made by means of an examination.

The local educational counselling centre also provides an educational and careers information service, working with ONISEP (Office National d'Information sur les Enseignements et les Professions) which is the main agency for the compilation of careers information and is organized on a regional basis.

201. Germany plans to introduce a comprehensive guidance system for pupils, parents and teachers to be provided by trained specialists outside the schools and by guidance teachers within the schools and featuring a feed-back information service to help schools and educational planners.

<sup>1</sup> *Developments in educational leave of absence*, published by OECD, 1976.

<sup>2</sup> Points 98 to 109.

202. Second level schools in Ireland with 250 or more pupils may now appoint a teacher ex-quota to act as counsellor, and careers advice is developing as part of the work. Very large schools have counselling teams. Schools with fewer than 250 pupils will in future be able to share a counsellor with another school. All teachers appointed as counsellors are seconded for one year to follow special training courses.

The Irish Council for Education, Recruitment, and Training for the Tourism Industry claims that part of its acknowledged success in achieving its objectives is a result of offering a guidance service to students and parents which is linked with the training and placement services offered.

203. In Denmark and Ireland experimental schemes are being tried out with some local schools where teachers are being asked to keep in touch with early school-leavers and their families. In the Danish 'Herlev project' teachers are offering continuing guidance to pupils by letter, telephone, and personal contact for two years after they leave school.

In Ireland, the information collected is to be fed back to the National Manpower Services so that they can get some idea of the early leaver's difficulties of transition from school to work. Most towns in Ireland are small and so are the schools which serve them, so it is fairly easy for teachers to do the kind of follow-up work required. Belgium hopes to receive assistance from the European Social Fund to launch a national scheme for collecting follow-up information about school leavers who have received only general education.

204. Italy is developing an educational counselling system to be organized on a regional basis.

205. Luxembourg announced in July 1975 measures which aim to develop and coordinate vocational guidance services for young people and an improved placement system. A national office of educational counselling and vocational guidance and information is to be established.

206. The scheme for reorganization of education in the Netherlands, which is now under discussion and is the subject of a special OECD study, includes a complete counselling system to be provided for parents at each stage of education and for all secondary school pupils. Some schools are already developing their own counselling systems and the University of Utrecht is experimenting with schemes of training for teacher-counsellors.

207. In the United Kingdom, most local authorities have in recent years reorganized their secondary schools on comprehensive lines. In England and Wales educational and pastoral guidance by teachers is organized in various ways, e.g. through 'heads of house' or 'leaders of year group'; in addition nearly all schools have nominated teachers for careers work who cooperate closely with the specialist Careers Officers of the local education authority's Careers Service. In Scotland every school has a special team of guidance teachers who, again working closely with Careers Officers, undertake

all guidance functions. The Schools Council is running a major project on Careers Education and Guidance involving 200 schools in England and Wales; the project, which aims to produce advice and teaching materials, began in 1971 and will run through to 1977.

208. Features of most of these systems are the close ties formed locally between the schools, the employment services, workers and employers, and the provision of information, seminars, and discussion groups for teachers and parents.

### Teacher training

209. Changes in teacher training in most Member States have been made or proposed mainly in programmes or in-service training. Nearly all Member States recognize the need for on-going programmes of in-service training for teachers to keep them abreast of changes in teaching methods and curriculum development. Some countries like France and the United Kingdom have already proposed regular periods of paid educational leave for teachers when improved economic circumstances allow this. Most measures to extend opportunities for in-service training give scope for helping teachers to adapt to the new demands made on them by schemes to provide improved forms of training and education during the periods of transition to work. The crisis in youth employment has clearly influenced the speed of developments in some teacher-training programmes, particularly those designed to help experienced teachers to assist in the work of counselling and in courses of training to introduce pupils and students to working life.

210. Countries which have reorganized their educational systems have mounted special programmes of short courses of in-service training for teachers to help them adjust to the new demands made on them when faced with different kinds of teaching groups, more team teaching, and approaches which are adaptable to the individual pupil's needs and which involve more active pupil participation. Many of the special curriculum projects described earlier in this report involve a good deal of teacher training and this mainly seems to be provided in the form of short courses.

211. In-service training of teachers engaged in counselling activities and education about working life is increasing in some Member States. Ireland has an on-going programme of one year courses to train teachers appointed as counsellors in schools. Denmark is planning a programme of training, linked with local seminars for teachers appointed to do vocational work in school, and has a special training college to train vocational teachers. Consideration is also being given to developing courses at universities in the next academic year. Scotland has an on-going programme of basic introductory courses for careers teachers and is planning to extend this in future. In the Netherlands, the University of Utrecht is providing counselling courses for teachers, while in Great Britain several universities and colleges provide one-term or one-year

courses for teacher-counsellors. Local authorities in the United Kingdom provide programmes of short courses for 'careers teachers' involving officers of the Careers Service, and some neighbouring local authorities form consortia using their Careers Services and teachers to arrange sophisticated programmes of short courses extending over a period of time linked by periods of active careers work in schools and involving cooperation with local industries and business organizations.

212. Schemes to give teachers periods of work experience are usually mainly provided for teachers engaged in vocational education. There are a number of such schemes in the Member States. For example Belgium has an exchange scheme in the Province of Liège for teachers and personnel in industry. In the United Kingdom the Confederation of British Industry (the main employers' federation) and the Schools Council arrange exchanges of teachers and industrial personnel. There are some similar schemes at local level, and there is also a project to 'twin' head-teachers of large secondary schools with members of the Institute of Management.

213. Some measures of improvement in the initial training of teachers have consisted in the introduction of pedagogical training to assist and qualify teachers who enter the profession from industry not previously having received any teacher training, particularly those who engage in teaching in the field of vocational education and training. Many of these courses are part time and most are shortened intensive courses designed to give basic training, though more advanced courses are now being developed in some countries, notably Denmark and Germany.

214. In England and Wales new forms of degree for the initial training of teachers are being introduced. Some colleges of education have amalgamated with polytechnics or other institutions of higher education and others are diversifying their courses of study. The trend is to train teachers less in isolation from other students and more with students following other courses.

### **Coordination and cooperation between the education service and other agencies**

215. The recent problems of youth employment have in most cases prompted agencies at least to seek each other's points of view, and in some cases have led to the establishment of committees and working groups which could form a useful base on which to build more permanent structures of coordination for the future.

In Denmark, for example, a Central Committee of Education and Labour has been formed. It is representative of both ministries at about middle management level, meets about once a month, is informal in its procedures, has already produced two reports, and is now making recommendations for action to relieve the long-term problems of transition from education to working life. This Central Committee is encouraging the

formation of local committees representative of labour, social services, and education. At regional level there are labour market boards which keep track of the local labour situation, suggest local measures and report to the Central Committee. There are also mechanisms enabling schools to work with the labour market boards, especially when planning courses to help the unemployed for which financial grants are available. Not all these mechanisms work perfectly yet and Denmark still has problems of coordination between services.

However, a number of successful training courses for young people and other adults have been jointly planned and mounted in upper secondary schools, one such course at Helsingør (Elsinore) Gymnasium using unemployed graduates to boost the normal teaching strength. The Employers' Associations and the Unions also work closely with the joint committees at every level, have good access to schools, assist in the preparation of teaching materials and help plan courses of vocational education. They are also helping to plan the new 'Introduction to Working Life' course for secondary school pupils.

216. Ireland can quote longer experience of cooperative action. Agencies which have been working together for several years have merely stepped up their activities to meet the needs of the present situation. For example, the education service and the employment service have been working together for a number of years, particularly since the establishment of the Industrial Training Authority (ANCO) in 1967. The education service works mainly through its local Vocational Educational Committees (VECs) established in 1930, which assess local needs and work very closely with ANCO so that the best possible use is made of available resources. There are vocational educational representatives on the Council of ANCO and on all its statutory committees and there is a non-statutory ANCO-VEC liaison group. ANCO, which is solely responsible for providing training for semi-skilled occupations, often mounts training courses using buildings, equipment, and personnel loaned by VECs.

Another similar example of cooperation in Ireland is the Council for Education, Recruitment and Training for the Tourism Industry (CERT).<sup>1</sup>

217. One of the measures introduced in Luxembourg in July 1975 was the establishment of an interdepartmental committee of the Ministries of Employment, Economy and Education to study and monitor labour market developments. This committee, which is a permanent one, has planned and guided the measures to relieve youth unemployment.

218. In Great Britain the Training Services Agency of the Manpower Services Commission, the employers and the unions are working with the education service especially at local level to plan some of the new training courses for school leavers.<sup>2</sup>

<sup>1</sup> Points 188 and 202.

<sup>2</sup> Point 187.