

No 1/1986

A new impulse for
vocational training
in Europe

Spain

Greece

Portugal



Vocational training

CEDEFOP



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Dear Readers,

In common with the members of the European Community family, Cedefop welcomes the arrival of two new countries, Spain and Portugal. With their historic traditions, culture and languages, these countries have left their mark on the history of Europe. They bring us not just 50 million new consumers, a few million farmers and three million unemployed but, more important, the accumulated achievements of the several hundred million people on five continents who have been influenced by their languages and culture.

We felt it would be fitting to mark this occasion by describing the experience of another Mediterranean country, Greece, five years after it joined the European Community, although in many ways it is still a 'new' member.

It has been our aim that this issue should serve three ends:

- It should serve as a reference on the problems of vocational training in these three countries, contributing to a better understanding of those problems.
- The emphasis should be on the importance of both sides of industry in vocational training, even in countries without a tradition of bipartite involvement.
- It should demonstrate the Centre's concern to include these three countries in its overall working programme.

Cedefop's guidelines for 1986-88 recognize the far-reaching implications of Communi-

ty enlargement, which will broaden its approach to vocational training, the training infrastructure and current reforms.

In taking this approach, the Centre will:

- conduct a searching analysis of training systems in the three countries concerned. This analysis should promote effective cooperation with the Commission on the planning of specific projects that will meet the need for information and advice, something that will be of special value to training centres in Portugal and Greece;
- extend its documentation network. The potential for cooperation afforded by the national bodies which are members of Cedefop's documentation network, working closely with Commission departments such as Eurydice, should help to speed up the interchange of information, a prerequisite for sound collaboration;
- arrange working meetings with people concerned with vocational training who speak for their governments, employers' associations, unions and research institutes, thus finding out more about current research and reinforcing training strategies;
- plan study visits for people in charge of vocational training and experts in the subject.

Several studies and research reports will be produced and published in Spanish, Portuguese and Greek.

The problems of Mediterranean countries and the specific nature of their labour markets call for innovative methods of analysing needs and designing pilot schemes. New employment strategies that will help to meet the specific needs arising in areas of industrial redevelopment may be backed by efforts to locate, update and make good use of existing studies and research on vocational training in the Community and its new Member States.

Over the medium term we shall thus add to our background information on, and experience with, pilot schemes. Those schemes can then be used to promote a process of industrial change in sectors that face the problem of retraining manpower for other work within the same company or for work in other sectors.

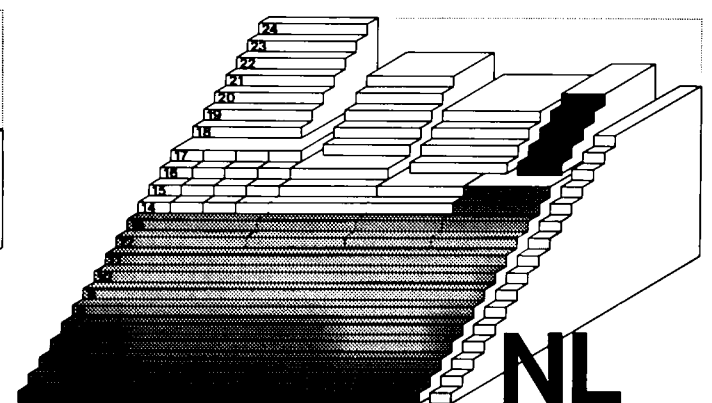
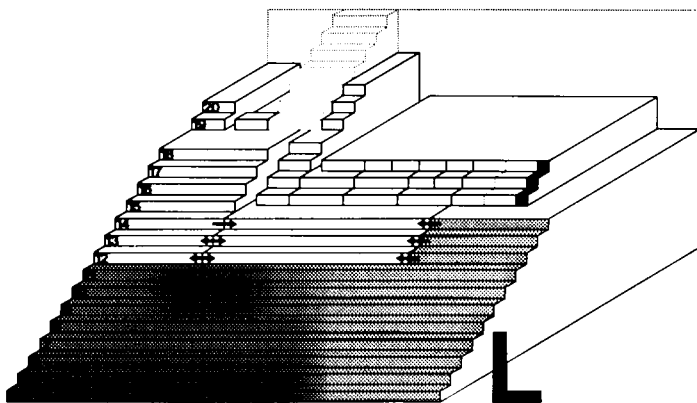
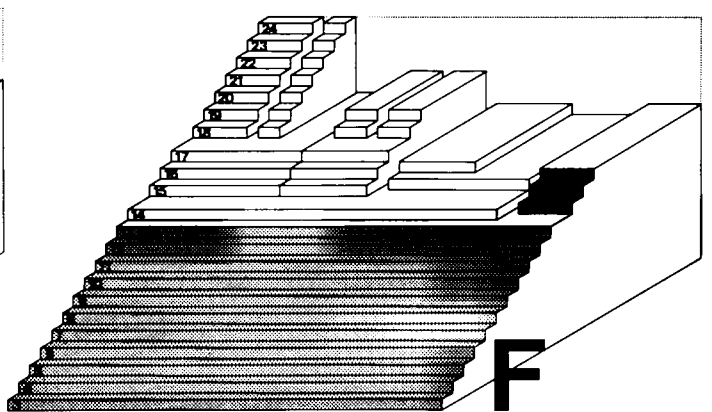
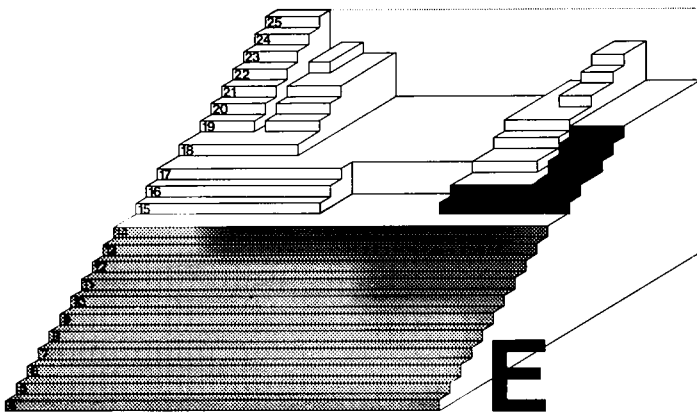
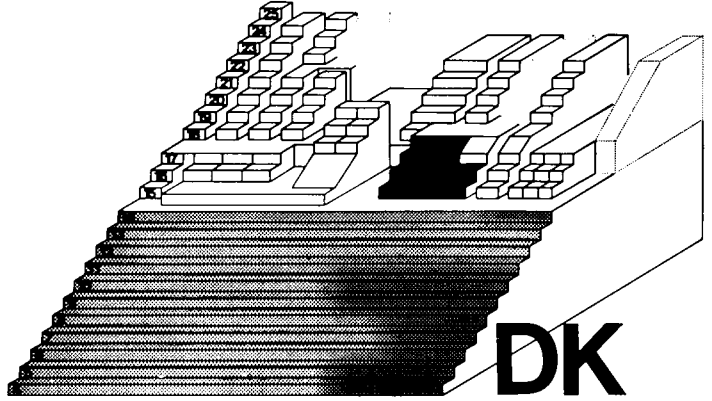
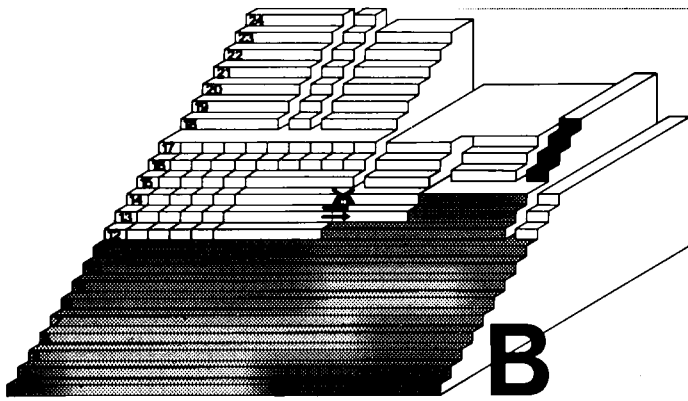
The fact that this issue is entirely devoted to the three countries and is published in nine languages is living testimony to Cedefop's concern with the new demands with which it is faced.

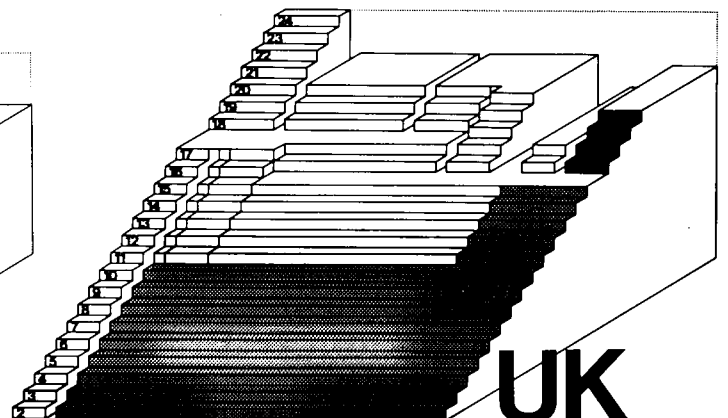
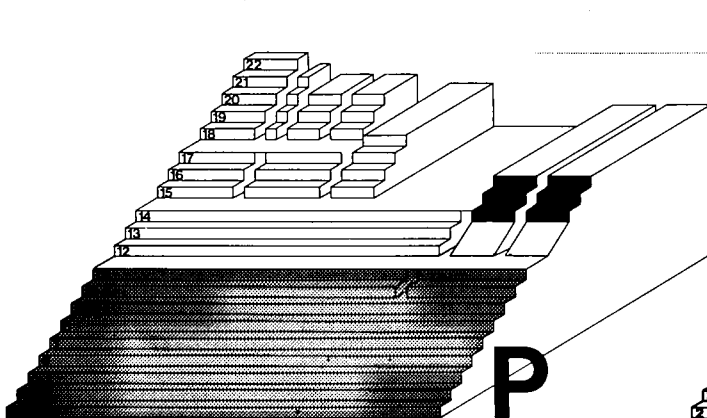
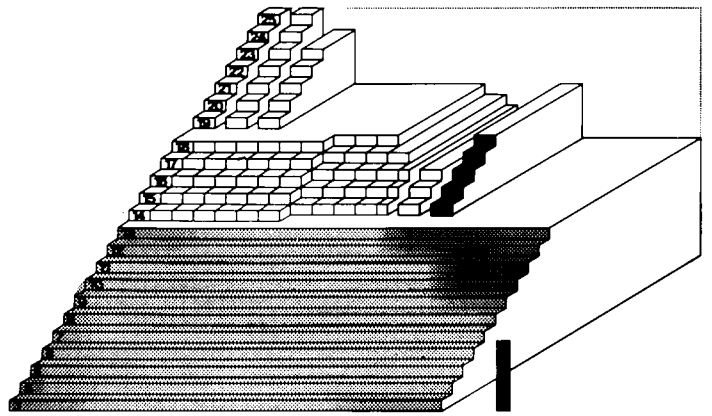
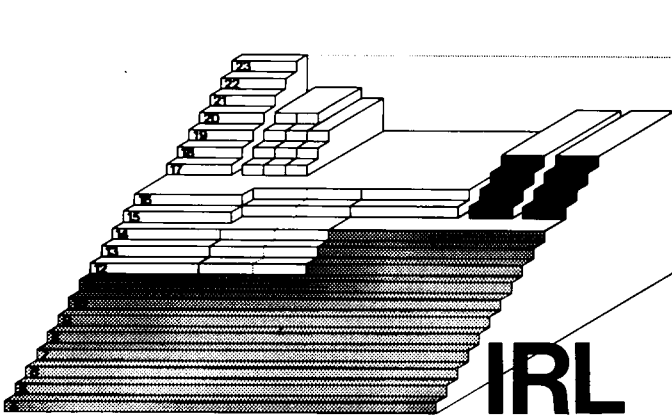
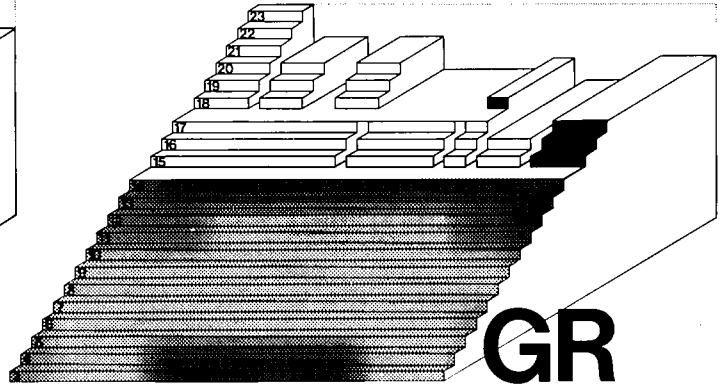
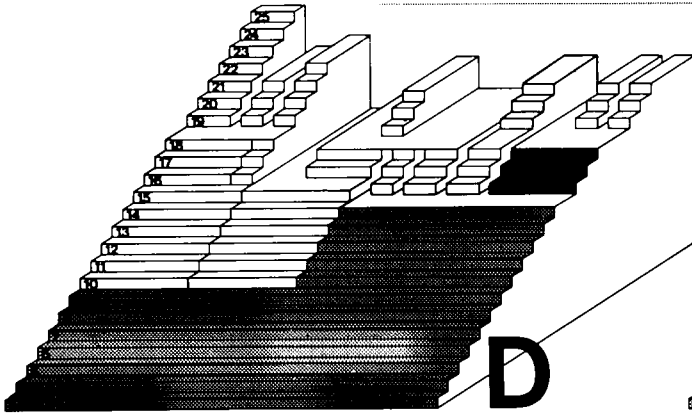
We should like to thank all those who have agreed to be interviewed, the authors who have had the courage to give their personal views on some of the problems arising in the field of vocational training and all the people outside and inside Cedefop who have devoted so much documentary, technical and administrative effort to this special issue on 'Enlargement', No 20, 1/1986.



Ernst Piehl
Director

These **diagrams of the educational structures** in the 12 Member States of the European Community highlight the differences in the individual educational paths. The wide choice of schools which provide vocational training are shown in between the universities (left) and the apprentice training (top right).





CEDEFOP (editor): Vocational training systems in the Member States of the European Community – Comparative study – CEDEFOP guide, Luxembourg, 1984.

Greece



General structure

Stavros Stavrou

Secondary education

(1) *Initial vocational training* in Greece is largely provided by schools. This is, for example, the case with the most important organizer of vocational training, the *Education Ministry*, which offers most training programmes at upper secondary level and so caters for the vast majority (about 86 %) of vocational school pupils. After the nine years of compulsory education (six years of primary school and three years of grammar school) there are three types of school providing vocational training:

- (a) 'technical vocational schools' (TES), where the course lasts two years;
- (b) 'technical vocational lyceums' (TEL), where the course lasts three years;
- (c) 'integrated multisectoral lyceums' (EPL), a new and experimental institute of education similar to a comprehensive school, which *also* awards vocational training certificates.

Since 1982/83 pupils successfully completing their grammar school education have been free to choose the type of school they then wish to attend. Provision has recently been made (under Law 1566/85) for the graduates of these schools to take a period of practical training (varying in length depending on subject area) to equip them better for the current requirements of the labour market. Apart from immediately finding employment, the graduates of the above-mentioned types of school may then

proceed directly (Case (a)) or indirectly (Cases (b) and (c)) to a more or less specialized course of study at university level.

(2) The second most important form of training in this area is the '*apprenticeship*' scheme offered by the *OAED*, which accounts for about 10 % of all young people undergoing vocational training. This is an *alternance form of training*, which is very similar in structure to the 'dual system' in the Federal Republic of Germany and has been organized along the following lines since its reform some two years ago: in the first of the three years of training the 'apprentice' receives all his training at an *OAED 'apprenticeship centre'*. He then alternates between a firm and the centre at a ratio of 3:2 or 4:1 weekdays, practical/in-company training being progressively increased from 50 % in the third semester to 100 % in the sixth (and final) semester. Under Law 1566/85 the previously informal 'apprenticeship' has been converted into formal training, the final certificates awarded now being considered equivalent to those of the TES.

(3) There is also a small number of higher technical vocational lyceums which are the *responsibility of other ministries* (of the merchant navy; agriculture; health, welfare and social insurance) or the Prime Minister himself and provide specialized training in the field concerned, at upper secondary level in each case.

Tertiary education

Leaving aside university and college education, by far the most important role in tertiary education is played by the '*technological institutes of education*' (TEI, formerly KATEE), which are all State-owned and supervised by the Education Ministry.

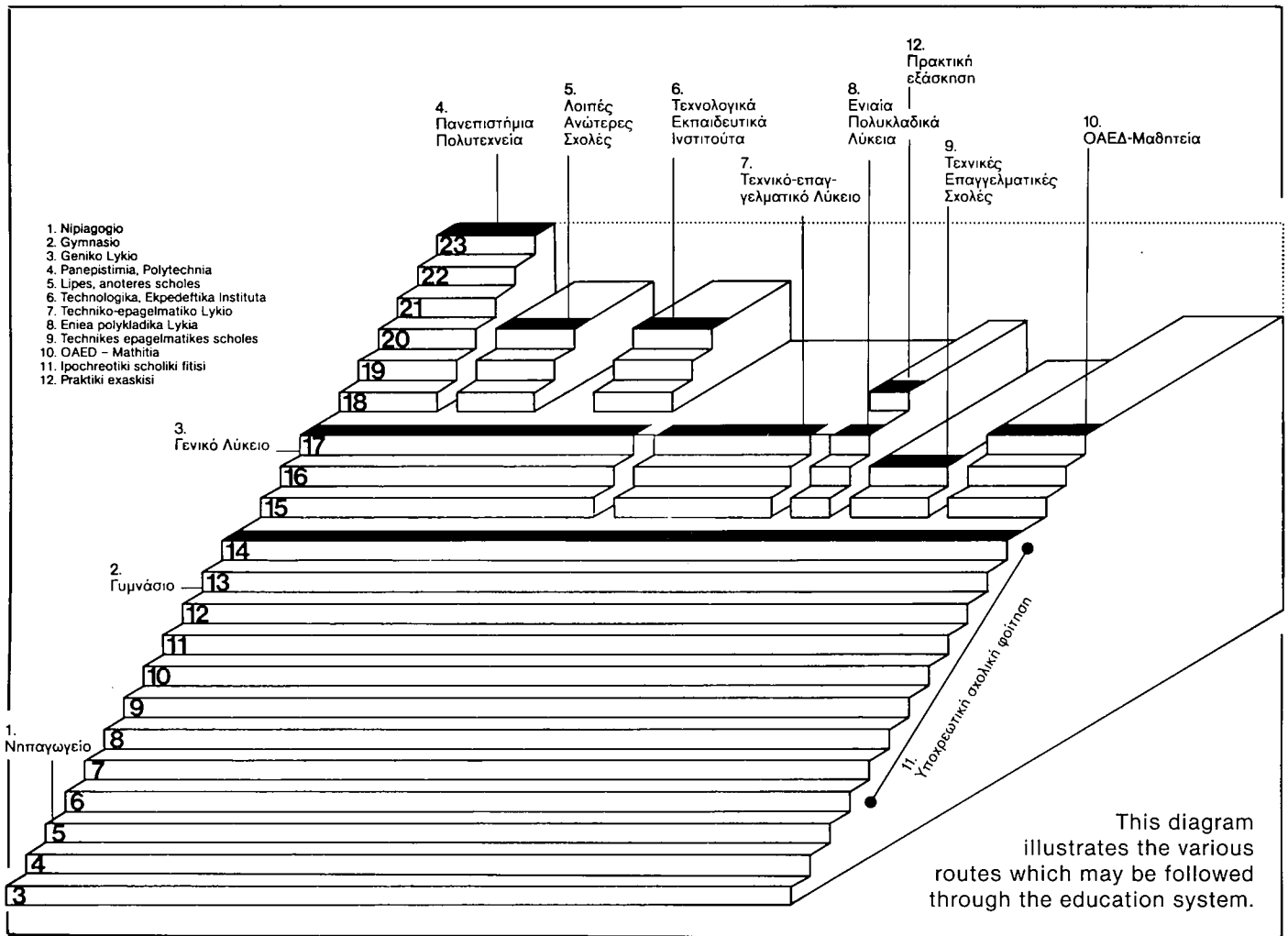
Greece has a total of 11 TEIs with six external units, all divided into six faculties with a total of 53 departments. Particularly worthy of mention here is the specialization of the various TEIs to reflect the regional socio-economic features and needs of their respective catchment areas. A major component of the courses is a period of practical training which TEI students are required to undergo in their particular field, usually after completing their studies.

Law 1404/83 reforming the system not only resulted in the KATEEs changing their name to TEI: above all else it marked the beginning of an attempt at a wide-ranging process of improving the quality of the training provided. Major aspects of this project are, for example, the structural and organizational 'academization' of these institutes of education (administrative autonomy, a say for all concerned in their activities, the establishment of the ITE research institute, etc.) and the redesign of the content of training and curricula in the light of national and especially regional development prospects. In the medium to

Greece

Population	9.7 m	Industrial production (1983 = 100)	122
Population density	74/km ²	Growth rate in GNP	2.0 %
Unemployment in 1985 (estimated)	8.8 %		

Source: OECD, Commission of the European Communities.



RUDOLF J. SCHMITT, Berlin

long term, when they are operating at full capacity, the TEIs are to play a major role in the tertiary sector as centres of applied research and development, thus complementing the universities and colleges.

In addition to the TEIs, which provide

vocational training for the vast majority — over 80 % — of young people at this level, mention should be made of higher schools which are the responsibility of the Ministries of the Merchant Navy (officer training) and Health and Social Affairs (occupations in medical technology and nursing) and of

the Prime Minister (occupations in the tourist industry).

Interested readers are recommended to consult the recently published Cedefop monograph on the Greek education system for more detailed information.

Addresses of institutions and individuals with responsibility for vocational training in Greece (at May 1985)

Ministry of Education

15 Mitropoleos Street
10185 Athens

Secondary level

Ignatios Hadjiefstratiou
(Director)
Tel. 322 60 28/322 58 66

Tertiary level

Institute for Technological Vocational Training
(ITE)
56 Syngrou Street
11742 Athens
Tel. 921 45 02
Scientific Council
Prof. Dr. Th. Papatheodossiou
Tel. 923 02 22

Ministry of Employment

40 Pireos Street
10182 Athens
Mr Valassis
Tel. 524 64 80
Mr Bougas
Tel. 523 09 06

OAED

8 Thrakis Street/Trachones
17456 Athens
'Apprenticeship' Directorate
A. Patoucha
Tel. 992 70 14

Ministry of the Merchant Navy

92 Notara Street
18518 Piräus
Directorate for the Organization and Operation of
Schools for Merchant Navy Officers
(Mr Psarras; Mr Arkadis)
Tel. 417 08 19

Ministry of Agriculture

22 Menandrou Street
10176 Athens
Directorate for Training and Information
und Information
(Mr D. Vrongistinos)
Tel. 524 08 60

Ministry attached to the Prime Minister

Tourist industry schools
4 Dragatsaniou Street
10559 Athens
(Mr V. Michos)
Tel. 322 69 45

Confederation of Greek Trade Unions

(GSEE/KEMETE)
2 Ferron Street
10434 Athens
Mr L. Apostolidis
Tel. 883 46 11

Centre for Planning and Economic Studies (KEPE)

22 Ippokratou Street
10680 Athens
Mr K. Karmas
Tel. 362 73 21

Training (KEME)

396 Messoghion Avenue
15341 Athens
(Agia Paraskevi)
Mr S. Paleokrassas
Tel. 656 73 63

EOMMEH

16 Xenias Street/Evroi
11528 Athens
Mr Potiriadis
Tel. 770 26 36

ELKEPA

28 Kapodistriou Street
10682 Athens
Mr Laios
Tel. 806 99 03

Periodicals

New education.
Articles on problems in education - published
quarterly -
Solonos 77,
106 79 Athens,
Tel. (01) 363 60 07

Training.

Quarterly periodical on problems in
training.
Didotou 55-57,
106 81 - Athens,
Tel. (01) 361 87 36, 362 94 02

Contemporary training.

Bi-monthly review of
training questions.
POB 25 085,
100 26 - Athens,
Tel. (01) 882 37 62, 822 46 35

Training documentation periodical.

Published at six-monthly intervals.
POB 18 176,
540 07 - Thessaloniki,
Tel. (031) 842 767, 914 791

Science and technology. Scientific Bulletin of the
Union of Professors in Technological Establish-
ments. Editor: Ch. Tsiltiklis, Zaimi 28,
106 83 Athens,
Tel. (01) 823 45 43, 822 38 46.

Note: It is not claimed that this is a complete list, but it is, nevertheless, sufficiently representative. Greece does not have a periodical dealing with vocational training/instruction issues in depth. The periodicals listed cover the subject in a fragmentary manner as issues arise. The last of the periodicals listed is a scientific publication of the Union of Professors in Technological Training Establishments (TEI).

Bodies which conduct research into training

University of Thessaloniki
Department of Philosophy, Pedagogy and Psychology - Pedagogy Section
Professor P. Xochellis
Tel. (031) 99 29 67
Panepistimioupoli,
540 06 Thessaloniki

University of Athens
Department of Philosophy, Pedagogy and Psychology - Pedagogy Section
Professor Antonis Damassis-Afentakis
Solonos 71,
106 79 Athens
Tel. (01) 361 07 27

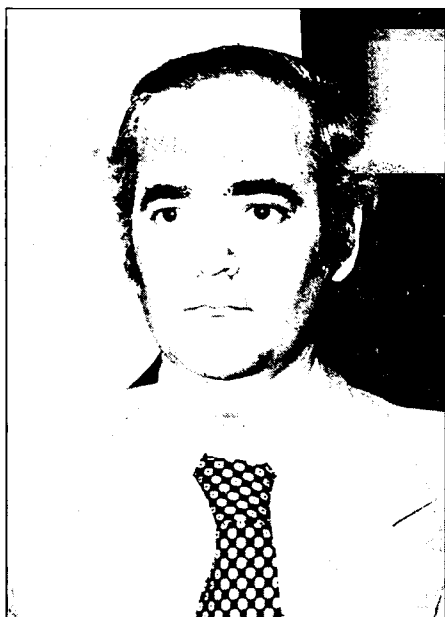
University of Crete
Department of Philosophy and Social Studies - Pedagogy Section
Professor Andreas Kazamias
University of Crete,
74 100 Rethymno
Tel. (0831) 24 070

University of Ioannina
Department of Philosophy, Pedagogy and Psychology - Pedagogy Section
Professor Anna Frangoudaki
University of Ioannina,
45 332 Ioannina
Tel. (0651) 25 923

KEME (Centre for Training Studies and Further Education)
Mesogeion 396,
153 41 Athens (Aghia Paraskevi),
Tel. (01) 656 73 63

ITE (Technological Training Institute)
Professor Theodosia Papatheodossiou, national coordinator of the model/experimental programmes carried out in collaboration with the European Community.

Note: Greece does not have a research body specifically for vocational training. The bodies listed above conduct research into the subject in a fragmented and occasional manner. It is expected that the ITE, which was founded recently and is at the first stage of its development, will deal chiefly with the problems of tertiary vocational training.



Interview with Mr A. Kaklamanis,

Minister for Education and Ecclesiastical Affairs

The Ministry provides secondary-level technical and vocational training at the technical-vocational *lykeions* and technical-vocational schools.

Would you like to tell us briefly about these training units and the main specializations requested?

In addition to the general education they provide for their pupils the technical-vocational *lykeions* seek to give them the required technical or other vocational expertise and to develop their skills in order that after their graduation they are equipped to work successfully in a technical or vocational branch. The tuition lasts for three years, and if pupils so wish they may take part in the selection procedure for tertiary-level training (AEI-TEI).

The technical-vocational schools seek to impart specialist technical and vocational expertise and skills to their pupils so that after graduation they are able to practise a vocation successfully and contribute to the qualitative and quantitative development of the production process. Tuition at the technical-vocational schools lasts for two years.

The technical-vocational *lykeions* and schools operate both during the daytime and in the evening in order to cater for pupils who are in employment.

At present in Greece there are 220 technical-vocational *lykeions* and 110 technical-vocational schools, and these are distributed through all the prefectures of the

country. At the technical-vocational *lykeions* all pupils take a common course in their first year. The second-year class is divided into sections among which pupils may choose freely. These sections are:

(1) engineering, (2) electrics and electronics, (3) building, (4) chemistry and metallurgy, (5) textiles, (6) applied arts, (7) informatics, (8) economy and administration, (9) agriculture and animal husbandry, (10) social services, (11) seaman, (12) maritime-orientated alternate training.

In the third year the pupils follow specialization courses according to section. There are approximately 35 of these courses.

The technical-vocational schools operate specialization courses among which pupils may choose freely. There are approximately 30 of these courses.

What technical and vocational training is provided at the TEI? What is their institutional status and which are the main specializations they provide?

The TEI (Technological Training Establishments) belong to the tertiary level of education together with the universities and polytechnics.

On the new institution of the TEI I will say that the role and orientation of these establishments, and of their graduates likewise, the content of their courses and the titles they confer clearly distinguish them from the universities, and this, moreover, is explicit in Law 1404/83 by which they were

founded. The TEI are charged with providing their students with adequate theoretical and practical training for the application of the scientific, technological, fine arts or other knowledge and skills requisite in the professions they will enter, and to play a part in the making of responsible citizens equipped to contribute, within the framework of democratic planning, to the economic, social and cultural development of the country. Along with this the TEI are required to uphold the entitlement of every Greek citizen to free education according to his or her natural bent and subject, of course, to the provisions of the relevant laws.

The TEI operate with up to six internal schools, depending on the establishment:

- (a) Schools of Graphic Arts and Fine Arts Studies,
- (b) Schools of Administration and Economy,
- (c) Schools of the Health and Caring Professions,
- (d) Schools of Technological Applications,
- (e) Schools of Agricultural Technology,
- (f) Schools of Food Technology.

In turn the schools are made up of departments of which there are currently 53 in all.

The specializations available within these departments are as follows:

TABLE
Schools and departments (specializations) at the TEI and their distribution by TEI and TEI branch

Schools Departments (Specializations)	Technological Training Establishments										TEI branches						
	Athens	Piraeus	Thess/Niki	Patras	Larisa*	Heraclion**	Kavala	Kozani***	Chalkida	Serres	Heraclion****	Ioannina	Lamia*	Karditsa*	Chania**	Florina***	Karpenision
A. School of Graphic Arts and Fine Arts Studies																	
1. Drawing	•																
2. Decorative arts	•																
3. Graphic arts technology	•																
4. Preservation of ancient relics and works of art* ^x	•																
5. Photography* ^x	•																
B. School of Administration and Economy																	
1. Business administration	•	•	■	•	•	■	•	•	•	•							
2. Marketing and advertising (Marketing)	•	•		•	•	•	•	•	•	•							
3. Accounting with two orientations (a) Tax accounting (b) Cost accounting	■	•		•	•	•	•	•	•	•	•						
4. Tourism with two orientations (a) Tourism offices (b) Hotel management	•		•	•	•	•											
5. Librarianship with two orientations (a) General librarianship (b) Library documentation and automation	•		•														
6. Cooperative organizations and holdings* ^x						•					•						
7. Administration of health and care services* ^x	•																
C. School of the Health and Caring Professions																	
1. Public health	•											•	•				
2. Nursing	•		•	•	•	•											
3. Midwifery	•		•														
4. Optics	•																
5. Dental mechanics	•																
6. Medical laboratory work	•		•		•												
7. Radiology	•		•														
8. Eurythmics	•		•														
9. Physiotherapy	•		•														
10. Infant care	•		•									•					
11. Social work	•			•		•											
12. Health visiting	•																
13. Occupational therapy	•																
14. Hospital administration	•																
D. School of Technological Applications																	
1. Civil construction with two orientations (a) Clerk of works (b) Site agent		•				•				•							
2. Informatics	•																
3. Computer systems	•	•															
4. Electrolgy	■	•	•	•	•	•	•	•	•	•							
5. Electronics	•	•	•	•	•	•	•	•	•	•							
6. Topography	•																
7. Engineering	•	•	•	•	•	•	•	•	•	•							
8. Shipbuilding	•																
9. Vehicles	•																
10. Petroleum technology							•										
11. Textiles		•															
12. Medical service technology* ^x	•																
13. Civil infrastructure works* ^x	•		•	•	•												
14. Automation																	
15. Energy technology in two orientations (a) Energy (b) Air conditioning	•																
16. Installation and production engineering*	•																
E. School of Food Technology and Nutrition																	
1. Food technology (vegetable and animal products)	•		•														
2. Oenology and beverage technology* ^x	•																
3. Nutrition* ^x			•														
F. School of Agricultural Technology																	
1. Crop production			•		•	•											
2. Animal production			•		•	•											
3. Farm management			•		•	•											
4. Forestry			•		•	•											
5. Game production* ^x							•						•				
6. Farm machinery and irrigation				■	■												
7. Fish farming-fishery					•												
8. Glasshouse growing and floriculture* ^x						•					•						

* New departments. x These departments will operate from the 1985-86 academic year. ■ To be closed from the spring semester of the 1986-87 academic year.

What proportions of the overall student and pupil populations are at the TEI or in secondary-level technical-vocational training?

Whereas, in 1983-84, there were 27 421 students at the KATEE (Centres of Higher Technical and Vocational Training), 22.48 % of all those in tertiary education, there are at present 65 124 students at the TEI (which are clearly a step up from the KATEE).

Here I must emphasize the strength of the new TEI set-up in relation both to the university establishments and the other tertiary schools.

Thus we have an increase in the importance of the TEI which is expressed in the total of those in education right across this level and which shows also in the figures for entrants to tertiary training. Out of the total of secondary education pupils who have completed their nine years of compulsory education 25.6 % have continued on to the secondary-level technical-vocational training units operated by the Ministry of National Education and Religions, with the figure breaking down as follows: 20.6 % at the technical-vocational *lykeions* and 5 % at the technical-vocational schools.

We should point out here that a very large percentage of pupils continue with their studies after completing their nine years of compulsory education.

Most of them attend the school units run by the Ministry of Education, but a significant number attend school units operated by other ministries or organizations such as, for instance, the Ministry of Health and the Manpower Employment Organization, etc.

What percentage role does the private education sector play in technical-vocational training? What, in general terms, do the existing schools offer, and what percentage of pupils attend them?

Only a small percentage of the overall number of pupils in secondary-level education attend private technical-vocational school establishments. In precise terms this amounts to 8.6 % of the total number of pupils in secondary-level technical-vocational training, or 2.2 % of the overall number of pupils in non-compulsory secondary education.

The specializations provided at the private secondary-level technical-vocational establishments are the same as those taught in the State-sector schools.

Tertiary-level technical-vocational training, which comes under the supervision of the Ministry of Education, is provided exclusively by public-sector establishments. This was deemed essential because of the role this level of training plays in the assimilation of incoming technology and in producing new technology.

This policy became fact in 1982 with the incorporation of the then privately-run higher electronics and shipbuilding schools.

To what extent does the recent reform of secondary education affect the technical-vocational training provided by the Ministry of Education?

We expect the recent reform of secondary education completed with Law 1566/85 to contribute decisively to the solving of long-standing educational and social problems such as the disproportionate distribution of pupils in the two branches of post-gymnasium education (general and technical-vocational), the logjam of thousands of tertiary-education candidates, the entry into the labour market of thousands of young people without any vocational training, the need for the renewal of pedagogical methods and of school life, the need for courses to be adequately updated, etc.

Measures which contribute in this direction are the setting-up of the Pedagogical Insti-

tute, the operation of comprehensive-system *lykeions*, the establishment of a fourth year of studies for the vocational training of *lykeion* graduates, the unification of the administrations of technical-vocational and general education schools, etc.

In this way, we believe, technical-vocational training is being upgraded and brought into the modern technological framework of the achievements of the scientific and technical revolution in the perspective of a development strategy for the move to the post-industrial era on the basis of the transformation of production and social relations.

In recent years there has been a continuing effort to achieve decentralization and development of the regions based, for example, on the five-year economic and social development plans.

In what way, do you think, can vocational training contribute in this area, and how is this given concrete effect in the Ministry's planning and provision of training?

It is a fact that one of our objectives is the development of appropriate structures in the regions to facilitate the decentralization which we consider to be a precondition both for development on the national level and in the particular sense, namely in the provision of training which will accommodate the special characteristics of each region.



For this reason the new law on secondary education (1566/85) and the earlier laws on the AEI and the TEI establish regional bodies to which the responsibilities for the planning of training formerly borne by the central administration are being transferred. It is possible now, therefore, through the prefectural and provincial education committees, on which the social bodies are represented, for the objectives of the economic, social and cultural development of each area, as defined in the five-year plans, to be linked in immediately with proposals that the social bodies may make for the setting-up of new sectors and specialization orientations so that those finishing training are able to cover labour needs as these arise.

It seems that one feature of the Greek labour market is an over-supply of TEI and AEI graduates.

What is your view on this if it is true? What are the reasons and repercussions, and where does the solution lie?

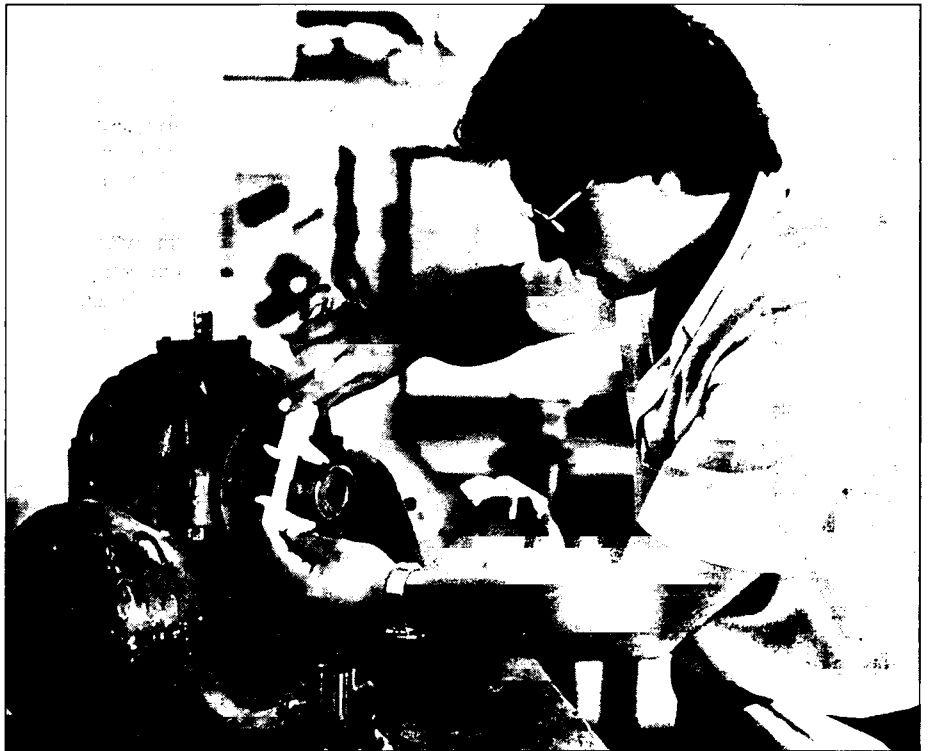
It is true that there is an over-supply of tertiary graduates, from university and non-university establishments, in some specializations. But this is not just a Greek phenomenon. Other member countries of the European Community are also confronted with it. The causes of this over-supply lie not only in the recent past but in the distant past as well. I will venture to say that this phenomenon is chiefly a consequence of the perception, pertaining in Europe as a whole perhaps, that intellectual effort in the shape of a university education carries special weight and confers social prestige on the individual.

This is the reason why more and more young people are seeking places in tertiary training schools.

For us the solution to this problem lies in the creation and operation of an upgraded secondary-level technical and vocational training system which will carry social prestige as well as offering proper vocational expertise.

What role does vocational guidance have and how is it operated?

The role of vocational guidance, both for pupils and older people, is to give them the help they need in order to get to know themselves and make their own choice of the vocation which suits them. It provides them with correct information about the current state of the labour market, about



jobs available and about job prospects in the future. The vocational guidance mechanism is not yet able to provide our young people with the fullest of information, but there have already been many studies and pieces of research in connection with the labour market and burgeoning, declining and static professions, and the findings of this research are passed on to young people.

The subject of school vocational guidance is operated in the schools by teachers who have received suitable in-service training.

Four seminars of six months' duration have already been conducted, and these have been attended by 420 teachers. This programme of seminars is operated by the TEI in conjunction with the Pedagogical Institute, and it has been ratified as a SEP I pilot scheme in the framework of the European Community's second action programme on the progression of young people from school to the labour market. Vocational guidance is given for one hour per week to all the gymnasium classes (1, 2, 3) and to the first-year class at the *lykeions*.

The Pedagogical Institute operates a working party in support of this subject. This working party is responsible for producing and promoting material for the subject and

has already done much in the way of issuing books and guidance for the teachers involved.

On the basis of a study which has already been completed, a system using computers and telecommunications for gathering information and conveying it to those interested, will be set up in every Greek city during 1986.

One of our immediate objectives is to introduce technological subjects into the gymnasium curriculum for the main purpose, in conjunction with the vocational guidance teaching, of helping the pupils to develop self-knowledge with regard to their abilities and interests.

In 1983 the proportion of the workforce in agriculture was 28.4 %, the highest percentage employment in this sector in the Europe of 10, or even of 12.

What vocational training does the Ministry provide in this area? Which are the sections and what percentage of the total number of pupils in training attends them?

It is a fact that Greece is primarily an agricultural country with a high proportion of people on the land.

However, with the implementation of new development programmes in the country-

side and the gradual growth of industry the percentages of workers in each sector of production are changing all the time.

To provide for the agricultural vocations in secondary-level training the technical-vocational *lykeions* operate an 'Agriculture and Animal Husbandry' section, with courses in floriculture, farm machinery, crop production, animal production, agro-industrial and farm holdings.

Approximately 8 % of the total number of pupils in State-sector secondary-level technical-vocational training attend these courses.

In addition to the courses listed above there are other courses dealing with the maintenance and repair of farm machinery, and these serve to promote the mechanization of our agriculture.

At the TEI there are Schools of Agricultural Technology in Thessaloniki, Larisa, Patras, Heraklion, Kozani and Messolongi. These schools offer courses in the following: crop production, farm machinery and irrigation, animal production, farm management, forestry, fish farming — fishery, glasshouse growing and floriculture, etc. 8.15 % of the total number of students at the TEI attend these schools. In addition to the courses given by these schools the TEI are operating a pilot scheme, AGRO I, for the training of agricultural cooperative management staff. Already 50 seminars have been held in Thessaloniki, Larisa, Kavala, Patras and, latterly, Heraklion in Crete. The seminars are accompanied by a five-month period of practical experience.

How is the further training of the Ministry of Education's teaching staff carried out?

In-service training — Further training. In-service training of teachers takes three forms: foundation, annual and occasional.

(a) The purpose of the foundation training is to update and complete the teachers' theoretical and practical training, to harmonize knowledge and teaching methods with educational reality and to acquaint teachers with service, scientific and pedagogical matters. It is compulsory.

(b) The purpose of annual in-service training is to acquaint teachers with developments in science and with educational policy, to update methods of teaching and assessment, and, more generally, to provide fuller training so that teachers can become more efficient in their work.

(c) Occasional in-service training takes place during the school year and is given to cover changes in school programmes and the introduction of new subjects, new teaching methods and new textbooks.

Further training takes the form of post-graduate studies at the AEI and special courses operated by the TEI.

In addition teachers are sent abroad to study specific educational subjects and to follow special in-service training courses and seminars.

How is the monitoring of training courses carried out?

At the secondary level the responsibility for examining and monitoring training courses lies with the Pedagogical Institute which was founded by the recent Law 1566/85. The Pedagogical Institute, which is composed of selected experts specially trained in the study of educational problems, also has responsibilities as follows:

(a) for conducting scientific research into and studying topics associated with primary and secondary education;

(b) for drafting and submitting recommendations, for formulating subject orientations, for planning and programming educational policy, for meeting primary and secondary education targets in line with the country's economic, social and cultural development plan;

(c) for studying developments in educational technology, for examining ways of utilizing this technology in education and for monitoring the results of its application;

(d) for drafting and implementing in-service training courses for teachers.

The Pedagogical Institute is the agency, therefore, which, in collaboration with the wider section of scientific and cultural bodies, compiles courses and, ensuingly, monitors the extent of their success.

With regard, specifically, to the monitoring of the new type of *lykeions* recently introduced in secondary education, a working party, made up of experts, has been formed with the task of monitoring timetables and syllabuses, textbooks, the organization and equipment of laboratories/workshops, the acceptance of the new system by the pupils and the community and, generally, all the problems and issues arising out of their operation.

Responsibility for the monitoring of the training courses operated by the TEI lies with the Institute for Technological Training which was founded recently by Law 1404/83. Formerly the monitoring of training was done through the commissioning of special studies. I will mention here the pilot study — and the main study as well — into the effectiveness of the KATEE courses which we commissioned from a group of experts via the Athens TEI. These studies have been completed and, with a view to avoiding the mistakes of the past as much as possible, taken into account in the formulation of the new courses now in operation at the TEI.

What part do the social partners play in the shaping of your vocational training policy?

In the past there has been collaboration with the social partners in the shaping of the vocational training policy. But most of the time this collaboration was perfunctory and not an ongoing process.

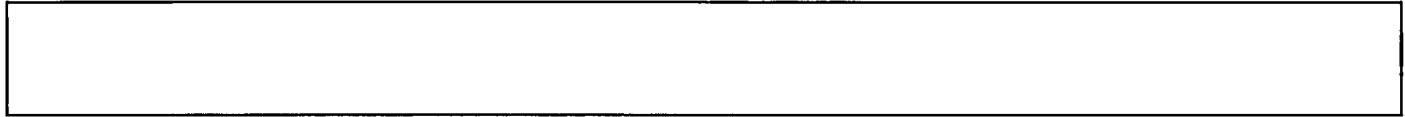
I do wish to emphasize the great importance which the Ministry of Education attaches to the participation of the social partners in the planning of education generally.

Hence with the recent law dealing with primary and secondary education (1566/85) and the earlier laws dealing with the Highest Educational Establishments (AEI) (1268/82) and the Technological Training Establishments (TEI) (1404/83) a number of collective bodies were instituted for the formulation of educational policy.

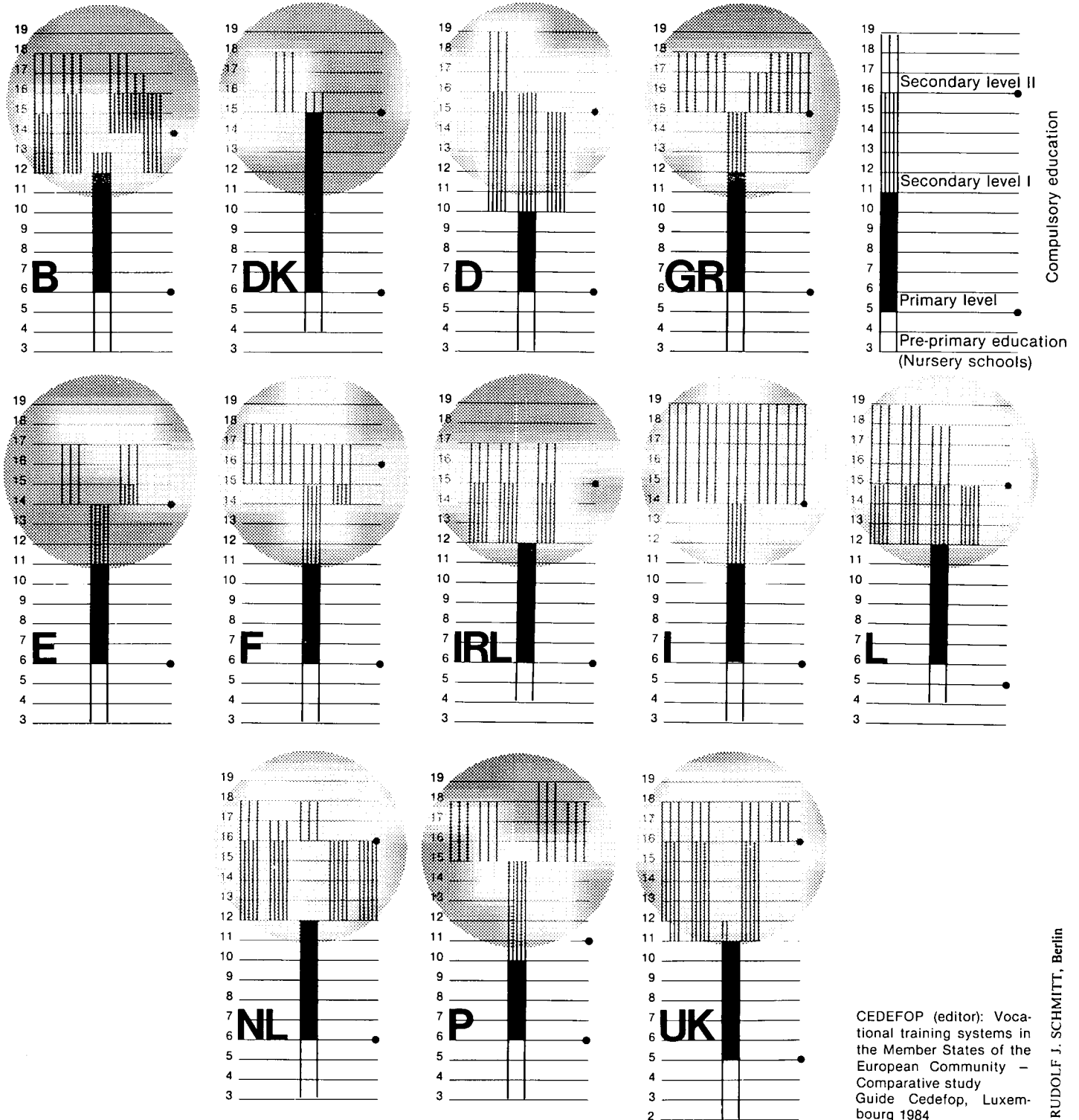
Such bodies are: the National Education Board, the Board for Highest Education, the Technological Training Board, the Secondary Education Board, the Primary Education Board, the Special Education Board, the Prefectural and Provincial Education Committees.

All the above bodies have significant numbers of representatives from scientific, productive, trade union, cooperative and cultural organizations, and from local government and the student body.

After more than four years of Greek membership of the EEC what implementation has there been at the Ministry of Education level of Article 18 of the Treaty of Rome which provides for close cooperation between Member States in the social sector and especially in matters concerned with the vocational and in-service training of employees?



The **survey of the educational paths** shows what different ways within the general educational systems in the twelve countries of the European Community are available up to the commencement of vocational training. The diagrams allow comparisons to be made about the commencement, length and possibilities of choice related to the age in each case.



CEDEFOP (editor): Vocational training systems in the Member States of the European Community - Comparative study Guide Cedefop, Luxembourg 1984

RUDOLF J. SCHMITT, Berlin

Four years has not been a long time, but nor has it been nothing. It has not been much time in which to develop close cooperation between the Member States and Greece on account of the differences which exist in the various training systems of the Member States, differences which must be gradually broken down, and this is what the Community is striving to achieve. But it has not been nothing either, because it has allowed some beginnings to be made towards the cooperation provided for in Article 18 of the Treaty of Rome.

To be more precise, the Ministry of Education has been active at both the Community and the inter-State level with the aim of establishing close cooperation.

Here I should mention the efforts being made to integrate the children of returning

migrants into the Greek educational system.

Article 123 of the Treaty of Rome provides for the setting-up of the Social Fund for the improvement of job opportunity for the workers of the EC countries, and, by virtue of this, for the raising of their living standards. Which, in your view, are the priorities of your Ministry as regards the Social Fund?

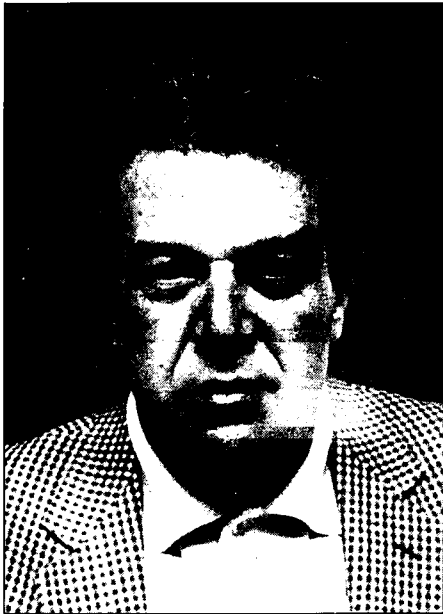
How do you see your participation in the programmes of the Social Fund evolving?

In Greece, as in all the other countries of the European Community, priority is being given to combating unemployment, especially youth unemployment.

Towards this end the new law on secondary education provides for an additional year of study for pupils who have completed the third year at technical-vocational and comprehensive-system *lykeions*. This makes it possible to operate special training courses to provide these young people with better preparation for the labour market and greater employment prospects.

The Ministry of Education is gradually increasing its participation.

Much has been done in the area of training and further training programmes, but there is still a lot more to do. I believe that the experience we have gained in four years of membership will enable us to use the opportunities offered by the Social Fund to good effect.



Interview with Mr Tasos Amallos

Director of OAED

After the Ministry of Education the OAED is the largest provider of technical-vocational training in Greece.

Would you like to tell us about its aims and objectives at national, regional, prefectural and local levels?

The Manpower Employment Organization (OAED), which is run by the Ministry of Labour, carries the main responsibility for the planning and implementation of government policy on unemployment and the tackling of unemployment.

The OAED is administered by a Board of Management and a Director. The Board of Management is made up of representatives of the State (the Director, Grade 'B' personnel from the Ministry for the National Economy, Grade 'B' personnel from the Ministry of Labour), workers' representatives (First Vice-Chairman, Second Vice-Chairman and one other member), employers' representatives (three members), a representative of the Federation of Civil Servants (one member), special experts (two members) and the Government Commissioner who is a Grade 'B' employee of the Ministry of Labour.

The Directorate of the OAED, at its Athens headquarters (Thrakis 8 — Ano Klimaki), is made up as follows: (1) the Inspection Directorate, (2) the Legal Service, (3) the Special Requirement Policy Planning Service and the Director's Secretariat. The Services and Directorates listed above are under the immediate control of the Director.

The headquarters Directorate also supervises the following Directorates and Services:

A1 Vocational Guidance Directorate, A2-A3 Apprenticeship and Rapid Vocational Training D/ate, A4 Teaching Planning and Facilities D/ate, A5 Employment D/ate, A6 Insurance D/ate, International Relations Service, B1 Research and Organization D/ate, B2 Administrative D/ate, B3 Financial Services D/ate, B4 Supply D/ate, B5 Technical Services D/ate, B6 Documentation D/ate, the Health Service, the Statistical Service.

The Directorates and Services listed above operate at national level.

There are seven regional Directorates (Attica, Macedonia, Eastern Macedonia and Thrace, Epirus, Thessaly, Peloponnese and Crete). These have responsibility for supervising the Organization's operations (local services, schools) within their respective regions.

At the local (prefecture) level there are Prefecture Services, each one of which controls its own prefecture, as well as 16 newly-established employment offices.

Which apprenticeship schools does it operate, and which are the main specializations provided?

What is the duration of the courses?

What is the percentage of female participation in these courses?

One of the chief activities of the Organization, in combating unemployment and boosting job opportunity, is the provision of tech/voc. training for unemployed young people and adults with a view to giving them a profession with the immediate prospect of employment.

The training provided by the OAED is divided into two categories: alternate training (apprenticeships), and rapid vocational training.

The OAED has 42 centres and apprenticeship schools at the following locations: Athens (New Heraklion, Aigaleo, Votankos, Imitos, Ag. Anargyri, Kalamaki) Piraeus, Drapetsona, Elefsina, Thessaloniki, Oraiokastros Thess/iki, Salamina, Chios, Rodos, Mytilene, Livadia, Verria, Kozani, Ptolemaida, Florina, Kavala, Drama, Serres, Larisa, Karditsa, Volos, Ioannina, Kerkyra, Patras, Nafplion, Kalamata, Pyrgos, Amaliada, Agrinion, Heraklion, Larimna, Stratoni, Halkidiki, Katerini, Alexandroupolis, Kastoria, Lamia.

The main specializations offered at the above-listed schools are: engineering technician, electronics technician, car mechanic, auto-electrician, panel beater, refrigeration technician, goldsmith and silversmith, watchmaker, welder, heating technician, shipbuilding technician, tailor, hairdresser, carpenter/cabinet maker, potter, electrical appliance technician, agricultural cooperative staff member, construction machinery repairer, agricultural machinery technician, mechanical/electri-

cal/electronic draughtsman, metal assaying and quality control technician, fur technician, fur technician, commercial practice.

The duration of attendance at the above schools is as a rule, six semesters. The figure for female participation is 20—25 %.

The difference between the schools of the OAED and those of the Ministry of Education is that at OAED schools courses last for three years with the first year being taken up by theoretical instruction and workshop training within the school and the second and third years involving a combination of one or two days of theoretical instruction at the school and three or four days of practical training in the workplace (undertaking).

By contrast the schools run by the Ministry of Education offer two-year courses exclusively given over to theoretical instruction and workshop training within the school itself.

What percentage of the total number of students entering technical-vocational training over the last four years has enrolled at the apprenticeship schools?

Over the last four years there has been a large number of candidates for technical training. The ratio of applicants to actual trainees at all technical schools is about 5 to 1. The OAED has the capacity to absorb 15 000 trainees annually out of an overall technical training total of 30 000.

The OAED follows the system of alternate training which provides for part theoretical instruction and part practical training in the workplace (undertakings). What are the conclusions concerning this system?

Since 1984 the OAED has operated the alternate training system which involves trainees receiving theoretical and workshop instruction at its centres and practical training in undertakings (the workplace), as mentioned above (one year exclusively at the school, 35 hours per week, second and third years spent in one of the following ratios: either two days in school and three in the workplace or one day and one afternoon in school and four days in the workplace).

We believe that the implementation of this system puts an end to the anachronistic method of apprenticeship in which the trainee was obliged to spend his days working for his undertaking and his evenings at school. It achieves a more humane life-style for the trainee, and from the pedagogical

viewpoint ensures that the learning process is thorough.

There do exist minor difficulties of understanding with the undertakings concerning the new system, but as time goes on these are being surmounted. These difficulties can in no circumstances stand in the way of the move to the better and more substantial training provided by the Duales System.

How is the technical-vocational training/instruction offered by your Organization linked to the labour market?

In order to ensure that the specializations taught on its training courses are worthwhile and of immediate relevance to the labour market, the Organization conducts research which, as well as being based on the government's five-year plan, takes account of the following:

- reports sent in by the local services of the OAED concerning forecasts by employers about which specializations are likely to be in demand and which in decline;
- the employed staff statements submitted each six months by undertakings to the local labour inspectorates;

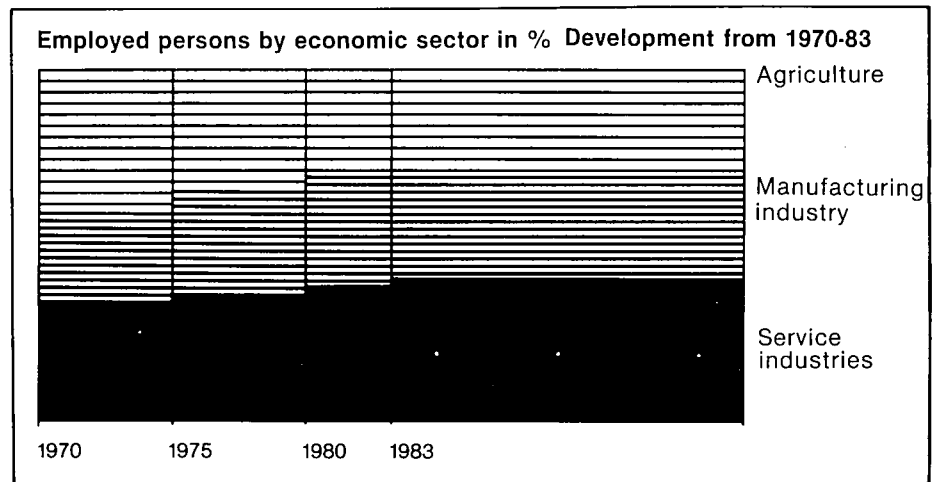
We regard our contacts with the prefects, local government and the representatives of employers and employees as essential to the process of forming a comprehensive picture of the needs of each area.

Of recent years ever more frequent recourse is being had to the introduction of technology into both production and the organization of work.

How do you take account of this in the planning of the instruction the OAED offers?

Faced with the introduction of new technology into most sectors of the country's economy and with the evergrowing demand by undertakings for technologically trained staff the OAED has not been inactive but has been planning its training in line with the new requirements.

In 1983 there began a process of cooperation with the state of Baden-Württemberg where we trained a number of our trainers. Following this we established courses in five advanced technology specializations in Athens (Centre for Technological Training and Applications) using the apprenticeship system.



■ the special characteristics of each prefecture and the prospects for growth in certain branches of the economy in accordance with the general guidelines of the government for self-sustaining economic growth based on the exploitation of our natural resources, the development of new technology and import substitution.

Account is also taken of growth in industries which process agricultural products with a view to assisting the development of rural areas.

These specializations are: tool systems engineer, tool machine maintenance and handling technician, metal assaying and quality control technician, mechanical/electrical/electronic draughtsman.

In 1985, in conjunction with ELKEPA, a training course in programming for 100 people has been provided, and in early 1986 a second section will open and give places for 100 more.

The training is of the rapid type. In addition, in the framework of the integrated

Mediterranean programmes, we are planning the purchase of computers for the training of our trainees in informatics-related subjects.

As is the case in other countries certain economic sectors, such as construction, clothmaking and shipbuilding, are in crisis.

What policy on training does your Organization recommend as a way of tackling this?

What contribution do you see the EC making to this?

It is true that in our country, as in many other European countries, certain sectors of the economy such as you have mentioned (construction, clothmaking, shipbuilding trades) are in crisis.

Fully cognizant of the situation of those formerly employed or still employed in these sectors the OAED has gone ahead with the organization of many training and further training courses.

With regard to construction specifically, in addition to the programmes it is running in conjunction with councils and parish communes for the employment of construction workers, it is operating training courses for construction workers in traditional building methods because in recent years there has been an upsurge in the renovation and maintenance of traditional-style housing in various parts of the country.

Furthermore, we are recommending unemployed construction workers to take up the option of architecture and building courses operated by various public agencies with which we cooperate.

In the clothmaking sector we have operated a knitting and sewing machine maintenance course for the unemployed and have had success in getting undertakings to take on people who have followed this course.

Regarding shipbuilding and ship repair we have given training to unemployed persons and also further training to shipyard employees whose qualifications did not match up to the heightened requirements of this sector and whose jobs were at risk.

The European Community is assisting with the funding of these courses via the Social Fund.

In overall terms the policy of the OAED as regards workers in sectors hit by unemployment is to provide retraining and guidance towards new occupations.

In what way is the monitoring of your training courses conducted?

Monitoring of our training courses takes the following forms:

The central criterion in course planning is the labour market requirement. The apprenticeship courses are selected according to the long-term requirements of the labour market and the rapid courses according to its immediate need.

The equipment at our training schools is always monitored to ensure that it is adequate for all training needs, and the schools are constantly updated on the latest textbooks necessary for the provision of a high standard of training.

The training staff at our schools, the directors and the training and inspection directorates always work closely together to ensure that the training is on good lines.

How is the further training of your training staff conducted?

The further training of our training staff is conducted as follows:

Via seminars, each year, in which all the training staff of the Organization participate. These seminars are of two types: pedagogical and specialization.

At the pedagogical seminars tuition is provided in contemporary teaching methods, pedagogical theory and didactics, and an effort is made to give those attending an acquaintance with new production methods and the incoming technologies with a series of visits to undertakings.

Specialization seminars have the function of enriching the knowledge members of the training staff have in their own specializations which are growing in complexity because of the introduction of new technologies.

Each year a number of the training staff are sent abroad to give them the opportunity to see the training systems and forms of school organization of other countries at first hand, and also to update their specialist knowledge in line, as always, with the new technologies.

Apart from the seminars and the visits abroad we are always seeking to equip our schools with books, periodicals and papers relevant to the specializations they teach so as to provide the fullest possible knowledge.

To which sectors of technical/vocational training and instruction is it considered that special emphasis should be given?

We believe that at this stage special emphasis should be given to vocational training in industrial specializations. Industry's needs for skilled personnel have risen sharply in recent years because of the brisk development of the country's industrial areas.

Up until now the staffs of undertakings have tended to be unskilled employees or employees who have picked up skills on the job, but this form of staffing cannot cover the more advanced needs of undertakings.

At this time, therefore, our training policy and operations are directed mainly towards industry and processing. For this reason close cooperation with industrialists and professional sources is essential in order that personnel requirements can be ascertained and people trained up properly via the rapid and apprenticeship systems with a view to filling existing gaps and catering for future demand.

After more than four years of Greek membership of the EEC what implementation has there been at the OAED level of Article 18 of the Treaty of Rome which provides for close cooperation between Member States in the social sector and especially in matters concerned with the vocational and in-service training of employees?

Up to now the OAED's cooperation with corresponding bodies in the EEC Member States, as provided for in Article 18 of the Treaty of Rome, has evolved with the assistance of the Directorate-General for Employment, Social Affairs and Education of the Commission and Community organizations such as Cedefop and Eurydice, etc.

Regarding training, specifically, there has been cooperation with the West German state of Baden-Württemberg with the formulation of a joint new technology training programme based on the apprenticeship system (this programme has been mentioned earlier). The programme is part of the Community network of demonstration training programmes in the new technologies.

Aside from training our Organization has cooperated with other countries of the Community in worker exchange programmes.

We know also that other public agencies (EOMMEX, the General Sec. of New Gen-

eration) have developed programmes in cooperation with other countries.

We would, certainly, be interested in developing cooperation with the countries of the Community because we believe that the exchange of views and experiences will be of constructive use in the field of training.

To which sectors of vocational instruction and training is it considered that special emphasis should be given in the immediate years ahead?

As we pointed out in reply to a previous question the introduction of new technology is now a fact in our country. We consider, therefore, that apart from the industrial sectors in which, because of their continuing growth, there will be a training need in the immediate years ahead, special emphasis must also be given to the new technology sectors. We have already outlined our endeavours and activities in this area in reply to the question on the new technologies.

Over recent years an effort has been made towards decentralization and the development of the regions with, for example, the five-year economic development plan. How is this given substance in the planning and provision of vocational training/instruction by the OAED?

How, do you think, could the vocational training provided through the OAED help towards maintaining the population level in the provinces and, indirectly, assist in their development?

The State is really making a great effort to achieve decentralization and with it the growth of economic activity in the regions.

Over the last three years the OAED, in accordance with this policy, has been offering incentives such as lump sum relocation allowances, rent defrayment and travel expenses to encourage the movement of people from Athens to the provinces.

We have also been building modern training units and modernizing those already in existence as well as improving our equipment, and in many Greek towns, taking into account their positions on the map, their commercial and industrial character, their traditions and cultural aspects, we have inaugurated relevant specialization courses

with a view to providing people living in the regions with skills which ensuingly allow them to play a part in the productive life of their towns.

What part do the social partners play in the formulation of your training policy?

The social partners play a substantial role in the formulation of our policy. We have contact with the representatives of employers and employees at all levels, national, regional and local, so as to acquire a better appreciation of the immediate specialization needs of the economy.

We coordinate their views with the recommendations we receive from our own services and local government, look at the training equipment we have available and at whether we can find the necessary accommodation and training personnel, and then, depending on our findings, proceed with the planning of the specialization courses required.

We should point out that the employers and employees have parity and equal representation on the Organization's Board of Management.

Are there any recognized needs with a view to improving the vocational training offered by the OAED, and if so which are these needs?

How would it be possible for the EC and, particularly, the Social Fund to contribute in this respect?

In recent years intensive and ceaseless efforts have been made to improve the vocational training we provide. We have already begun and are continuing our endeavour to modernize our training space and trainee accommodation, and we strive constantly to renew our equipment in line with technological developments.

We have updated the apprenticeship and rapid vocational training course syllabuses in line with technological change, and have improved our textbook material by offering incentives to stimulate the writing of books and the translation of foreign books, but we are having considerable problems in this latter area. Lastly, we have given further training to the training staff in new pedagogical methods. A problem that does exist is that our trainers have been away from industry for quite a number of years and there is a need to train them up in the new

technological developments affecting industry. We are already in touch with industry with a view to holding seminars to cover this.

We have fully established alternate training and achieved parity between the diplomas of our apprenticeship schools and those of the Ministry of Education.

Additionally we have achieved equal treatment for our trainers with those of the Ministry of Education.

We believe that the European Community could make a substantial contribution to our endeavour to improve and upgrade our training through exchange visits, training programme missions, organization of conferences on training matters and the sending of training staff to other countries to gain new experience of training methods. The Social Fund could help us with funding in this respect.

Which training courses are provided for adults?

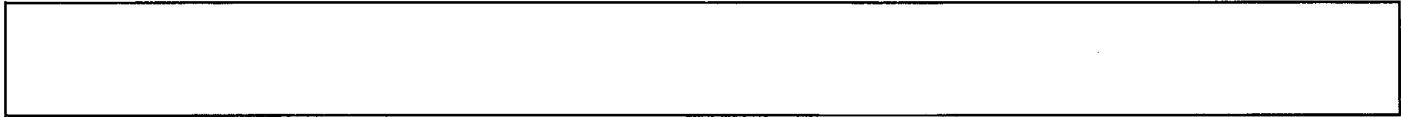
A large portion of the Rapid Vocational Training courses we provide are for unemployed adults or adults in work whose jobs are at risk because of technological innovation.

These courses are of short duration, lasting for between 2 and 10 months. In the main they provide technical specializations, but some service industry specializations are also offered as well as craft skills which further the Greek tradition and civilization.

The main objective is to provide adults in a short space of time with knowledge and skills which offer good prospects for getting a job in a trade for which there is labour market demand.

During their participation on these courses, which take place at our centres but also at state, private and social sector work sites, the adults are paid an allowance and are fully insured.

Article 123 of the Treaty of Rome provides for the setting-up of the Social Fund for the improvement of job opportunity for the workers of the EC countries, and, by virtue of this, for the raising of their living standards. Which, in your view, are the priorities of your Organization as regards the Social Fund? How do you see your participation evolving?



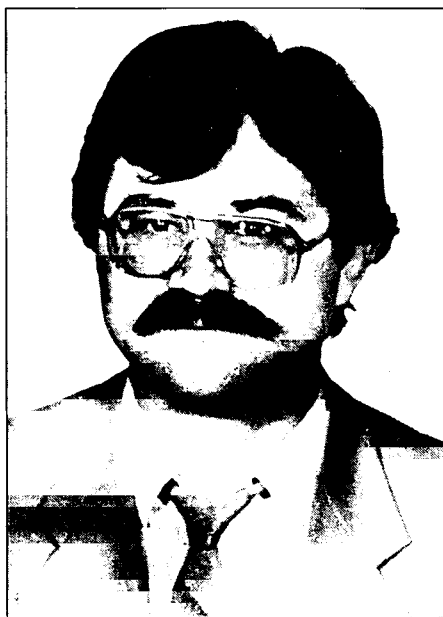
The OAED is the main body for the implementation of government policy on employment. In the framework of this policy it develops vocational training and manpower employment programmes.

It benefits from European Social Fund

assistance with these programmes if the national objectives comply with the policy directions dictated for the Social fund on each occasion by the socio-economic situation prevailing in the Community.

The five years of experience gained by the

OAED in the implementation of programmes funded by the ESF is of considerable value and can be put to good use, both for achieving the positive results referred to earlier and for reducing the weaknesses which usually crop up in every new endeavour.



Interview with Mr Loukas Apostolidis

**Counsellor with the Centre for
Research, Documentation and
Education**

A lot of people seem to agree that the quality of manpower is retarding the competitiveness and modernization of Greek industry.

Do you agree with this belief?

If so, how, in your view, could the situation be improved?

What contribution are the employees making in this area?

It is a fact that the quality of manpower is very often the determining factor in achieving efficiency, productivity and competitiveness in Greek industry. Anyone involved in the production system is familiar with this from experience, but in these days it is important that it be documented on a scientific basis.

In the period before the crisis the trade union movement condemned and fought against the consequences of the Tayloristic organization of work which alienated the worker against production, caused psychological distress and took the skill out of work making it monotonous and uninteresting. This despecialization of work was considered almost complete and the worker was a mere part of the machine whose movements were totally anticipatable and determined by the study offices.

With the crisis and the problem caused by the exhaustion of the Tayloristic and Fordistic methods of increasing productivity the same managements of undertakings began to bring up (in America and Japan, chiefly, there is research documenting it) the question of worker-participation in the rais-

ing of productivity, of the 'productivity reserves' at the command of employees by virtue of their first-hand knowledge of the production process which to an extent is outside the control of the organization and methods offices but of determining importance in the carrying through of the production programme.

So along with the crisis of Taylorism and the advent of the new innovative processes in the production technologies, the introduction of electronics and of automation, came recognition of the important part played by worker knowledge in the whole of the post-war period of industrialization that we are familiar with.

The situation in Greece cannot be any different. The motivated participation of the workforce in the production process is of determining importance in ensuring its smooth operation and the quality of the end product.

The scope for improving on the present situation and for speeding up the way out of the crisis through the motivation of manpower is considerable, and where relations at work are made better and more democratic and certain social innovations opted for the employees are responding.

In the view of the GSEE how could the link between training, the labour market and the economy in general be made more effective?

There is an acute problem here precisely because of the long-term backwardness of

technical and vocational training (TEE) in Greece. Only in 1959 were laws passed giving it a specific place in the Greek educational framework. But despite all the reforms made in 1973 and 1976-77 TEE, never reached the level of providing the knowledge and training demanded by the Greek production system. The planning of training never got to grips with the development of TEE on a steady and effective basis, but consisted, rather, of convenience half-measures every now and again. It is characteristic that immediately after 1976-77, in which years laws were enacted to modernize secondary and tertiary TEE with the objective of attracting to it young people who were showing a preference for general education, the outcome was totally opposite to that expected, with the percentage move away from technical and vocational training taking on a steeper dive than previously. Thus in Greece, as opposed to what was happening in Europe, the percentages, for example, in secondary level TEE were only 19.5 % in 1973-74 and 11.5 % in 1981-82, whereas in France the figure was 46 % in 1979 and in the Federal Republic of Germany 72 %.

Since 1981 intensive efforts have been made to upgrade TEE, with emphasis and social prestige being given to the basic tertiary level, i. e. to the TEI (Technological Training Establishments) (Law 1404/83), and already the figures are showing a reversal of the previous trend and the beginning of a period of improvement in the position of TEE within the education system.

Along with this, and apart from the educational system reforms, an in-service and retraining framework has rapidly begun to develop, separate from the basic training system. With regard to the labour market and the economy in general the content of Law 1404/83 dealing with the TEI must be implemented swiftly, and the in-service training framework which we have referred to, and which at present is the product of individual and uncoordinated initiatives, must be organized on a systematic basis.

In your opinion, which sectors should be given priority with regard to technical-vocational training/instruction in Greece?

Already, under the law on the TEI, there is five-year specialization in the TEE field, and in general terms we agree with this. The emphasis is on front-end technology, but traditional areas of real substance in Greek industry and the economy, such as weaving, are not being neglected.

What is the position of the GSEE on in-house training by undertakings in Greece, at the levels of both large and small and medium-sized undertakings?

The GSEE agrees with the expansion of in-house training so long as trainees are not treated as subsidized cheap labour. The training needs of Greek workers are such that it would be a great shame, we believe, if in-house training which, linking theory and practice as it does, has a tremendous lot to offer as a training method, were to be so devalued. The GSEE also believes that employees and trade unions should be able to participate in the formulation of courses and have a say in how in-house training is conducted.

What is the position of the GSEE on continuing training and how is it expressed?

The intensive and accelerating pace of technological change in today's world and the need for Greece to incorporate new technologies in its production processes so as not to miss the boat on the technological revolution yet again make the rapid development of continuing training imperative. But it will be impossible for this sector to expand and embrace an appreciable percentage of employees unless there is ratification of International Convention 140/1974 which deals with the question of paid training leave. It is worth noting the experience of countries in Western Europe in which continuing training systems are accompanied by the right to paid training leave.

What are the positions of the GSEE as regards the vocational training and retraining of workers, and how are these expressed at collective agreement level?

Even though Law 3239/55 on collective agreements did not restrict them only to pay matters there has not developed in Greece a tradition of negotiating over a wide range of matters as is the case in western European countries. In addition, there is a hierarchical multiplicity of collective agreement levels. Questions of vocational training and re-specialization are usually dealt with at the lowest level, i. e. within single undertakings, as with the DEH (Public Electricity Undertaking) and Aluminium of Greece, etc.

After more than four years of Greek membership of the EEC what implementation has there been at the GSEE level of Article 18 of the Treaty of Rome which provides for close cooperation between Member States in the social sector, especially in matters concerned with the vocational and in-service training of employees?

Cooperation between the Member States of the EEC in the social sector, and especially in matters concerned with the vocational and in-service training of employees, was stepped up round about the time Greece joined. The GSEE has developed cooperation (in the context of its training programmes for union members and other workers) with trade union organizations and various public sector training concerns in the European countries.

What part do the employees play in shaping vocational training policy?

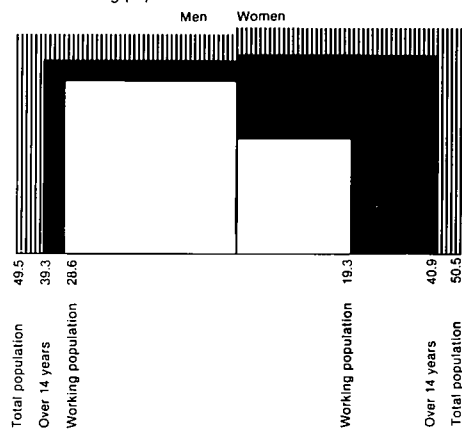
Apart from initiatives and demands the union movement makes on its own account, usually based on prepared research, an institutional framework exists for the participation of GSEE representatives on the central coordinating bodies responsible for vocational matters, such as, for instance, the 'Education Council'.

What is the KEMETE, what are its objectives and what training functions does it have?

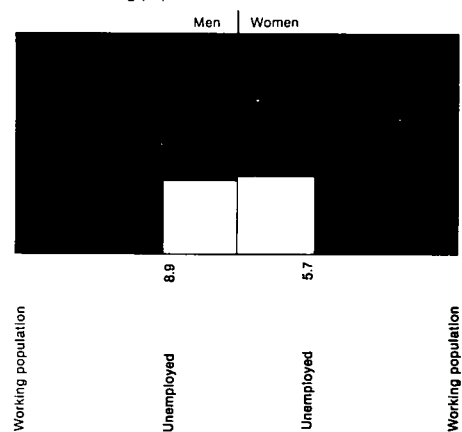
The Centre for Research, Documentation and Training (KEMETE) has three main objectives:

1. Research. It conducts research into the history of work, the history of the union movement, the economy of work, the sociology of work, and into various matters

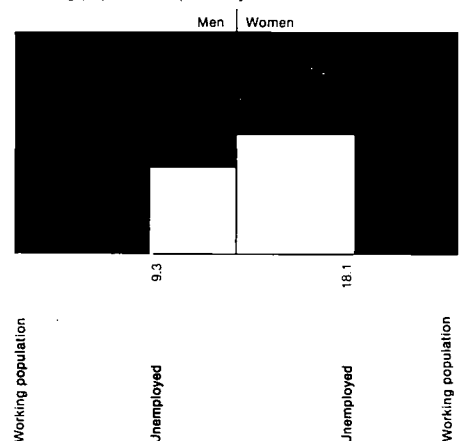
Total population subdivided into men and women with the proportion for each of those over 14 years as well as the total working population.



Proportion of male and female unemployed to the male and female working population



Proportion of the unemployed to the male and female working population up to 24 years



which are of direct interest to union activity.

2. Documentation and information. The KEMETE seeks to have a continuing and comprehensive information and documentation on everything to do with union movement tactics and strategy.

3. Union training, based on the following principles:

(a) the dialectical linkage of theory and practice;

(b) mass, untutored, education, to assist the interests of the worker movement and the needs of union activity;

(c) decentralization. The aim is to multiply the number of centres providing union training.

■ The training section of the KEMETE includes:

A set of courses organized on five levels: (a) labour relations at national level, (b) labour relations at regional level, (c) federate labour matters, (d) local labour relations, and (e) labour relations at undertaking or factory level.

■ The training section also ensures the functioning of union training schools in various parts of Greece which concentrate on the teaching of subjects helpful to union activity.

■ Of late it has begun a process of appointing trainers from within the ranks of the union movement and will shortly be organizing training-trainer seminars.

Of recent years ever more frequent recourse is being had to the introduction of technology into both production and the organization of work. What are the possible repercussions for employees and how can vocational training contribute to solving the problems which may arise?

The introduction of technology, manifested in electronification, automation and robotics, affects both production and the organization of work, and quite obviously has many repercussions for employees. The first and foremost is that it casts a shadow over jobs, because to the extent that the incorporation of new technologies into the productive process reduces manpower needs, unemployment becomes more of a threat. Then specializations change and there is general upheaval of the hierarchy of

specializations which has existed up till now, and this means that changes are brought about in the composition of the employee social class. As far as working conditions are concerned the new techniques could improve them, but they will get worse unless a systematic effort is made to ensure that this improvement comes about.

It is a certain fact, however, that today's new technologies require increased intervention (intellectual more than manual) by the employee and hence an increased capability which is acquired, incontrovertibly, through vocational training. If vocational training is not confined narrowly to learning by experience, but instead gives the worker the opportunity to improve and widen his intellectual criteria this will at the same time widen the potential for improvement that can stem from the new technologies and negate their adverse repercussions.



Interview with Mr T. Papalexopoulos

President of the Confederation of Greek Industry

A lot of people seem to agree that the quality of manpower is a significant factor retarding the competitiveness and modernization of Greek industry. Could you tell us what efforts employers are making in this respect, and about industry's contribution to the vocational training of employees, particularly since 1981 (e. g. relative percentage of private sector outlay, sectors, average duration of courses, etc.).

There is no doubt that suitably trained personnel contribute to the growth of productivity which, in turn, aids competitiveness and furthers the modernization of industry.

In our times, especially, when the technologies of professions are gradually being superseded by the new technologies that are coming in, and when our country, along with the rest of Europe, is in a situation of intense international competition, undertakings are obliged to improve their productivity with new processes (automation, informatics, etc.) and by producing goods of the highest quality.

That is why, over many years, the major industries (ADG, Titan Cement, Northern Greece Chemical Industries, Hellenic Steel, etc.) have developed in-house facilities for training their own personnel, with budgeting in excess of 1.5 % of total staff incomes and with courses of over 100 hours a year duration.

How, do you think, could in-house training in Greece be advanced:

- (a) in the case of large undertakings, and
- (b) in the case of the small economic units which are the hallmark of the Greek economy?

In both cases there is a need for an infrastructure dealing with in-service training as a whole.

Apart from engendering an understanding of the need for it, this means having people who are able to ascertain requirements, to devise courses, to decide on instructional methods, to conduct the courses and to use suitable follow-up as feedback into the training courses. Financial resources are, of course, essential for this, and here the contribution of the EEC Social Fund is worth positive note.

While this may be attainable for a large undertaking with its own capability it is, for sound reasons, almost impossible for the small and medium-sized undertakings. This does not mean, however, that they should opt out of providing training for their personnel. For these cases we think there should be joint-undertaking schools (such as, for example, the Institute for Industrial and Vocational In-Service Training (Iv. V. Ep. E.), about which more later). There could, for instance, be such a school in each industrial region where students would have the opportunity to engage in alternance training.

We know that several large Greek undertakings, joined later by some public undertakings, have set up the Joint-Undertaking Confederacy for Industrial and Vocational In-Service Training. Would you like to tell us about the aims of the Confederacy and about its activities?

The Joint-Undertaking Confederacy for Industrial and Vocational In-Service Training is a non-profit making organization. It was founded in 1980 by a group of industries when it was realized not only that in-service training is a prime factor in the development of the productive process and of social advance but also that the vast majority of processing undertakings did not have the capability to develop the requisite training activity of their own accord. The founders of the Confederacy were the following 13 large Greek undertakings: Athens Paper Works SA, Aluminium of Greece SA, Greek Building Materials Industry 'Ellenit' SA, the Greek Society of Industrial and Mining Investments, the Greek Steel Society, the Society of Mining, Industrial and Shipyard Undertakings, Shelman SA, the Greek-Swiss Timber Processing Industry, the Titan Cement Limited Company, Greek Shipyards, Greek Refineries (Aspropirgos), Chemical Industries of Northern Greece, Henninger Hellas SA. They have been joined by the Public Electricity Undertaking and, recently, by ETVA (The Greek Industrial Development Bank).

The membership of the Confederacy also includes several natural persons/high-rank-

ing parties in the abovementioned undertakings.

The aim of the Confederacy is to provide in-service training for the personnel of member and non-member industries and craft undertakings with a view to producing skilled senior staff able to contribute effectively to the productivity of the undertakings.

In more detail the training courses of the Confederacy are directed towards:

- (a) training-up or enhancing the skills of technicians and foremen in the production and maintenance of installations and equipment sectors, progressively improving their efficiency;
- (b) assisting the advancement of middle-range personnel and enabling them to acquire versatility;
- (c) the social advancement of the employees of undertakings.

Constant attention to the evolution of technology as it affects methods and equipment is a precondition for the creation of suitable training courses, and this is one of the Confederacy's chief objectives.

IVEPE

The Institute for Industrial and Vocational In-Service Training (IVEPE) was founded in 1981 to carry out the Confederacy's aims. Since then IVEPE has been in regular operation at its headquarters covering 1 100 square metres at the foot of Mount Parnithas. The site includes classrooms and meeting halls, workshops with modern industrial equipment for training in theory and practice, offices and other accommodation.

Teaching is in the hands of specialist trainers/engineers and skilled technician/trainers who have experience in industry and in modern pedagogical methods for adults.

The activities of IVEPE since 1981 are shown in the following table:

Year	Number of courses	Hours of tuition	Trainees		Outlay on courses (million drachmas)	Numbers of participating undertakings
			numbers of	man/days		
1981	3	600	80	1 300	13	8
1982	7	4 300	270	5 700	43	13
1983	12	7 000	380	9 000	64	19
1984	17	8 400	640	13 500	105	32
1985*	19	9 000	500	11 000	95	35

* Programme cut by 50 %. ESF - OAED

What policy, in general terms, have Greek private undertakings adopted towards continuing training and its promotion (e. g. leave, recognition of additional training, development, etc.)?

Expansion of the activities of IVEPE requires agreement and direct cooperation with the two other social partners (the State and the employees).

Unfortunately, we lag behind the other European countries in this field. It does seem, however, that the State is planning to study the matter. We are ready to discuss the promotion of it with the main objective that it proceeds along lines that are positive for both employees and undertakings.

In any event, what should be emphasized is that what are required in this matter are cooperation and coordination with the State.

In your view, which are the merits, defects and contingent problems as regards practical training for trainees in undertakings (e. g. apprenticeship) and alternance training as operated in your country?

The merits of practical training are fully-recognized and do not need amplifying on.

I would just like to say that industry is endeavouring to find places for apprentices, and we believe that the implementation of alternance training, which is only now getting off the ground in our country, will significantly help this endeavour. I would say that this concept, looked at in the short term from the organizational and financial standpoint of undertakings, calls for the employment of staff to supervise and train apprentices, in general for coordination and organization, and these cost money. We believe that in the long run, however, this will be a good investment and will benefit both industry and the MME.

Which sectors, in your opinion, should have priority in the area of technical-vocational training and instruction for the sake of economic growth? Which are the main manpower requirements?

There is no doubt that the future of the economy depends on the application of advanced technology. Hence this sector should have priority as regards training. However, in our country, where advanced technology has not yet been sufficiently applied, the need is to encourage the use of up-to-date developed technology before going in for front-end technology. Generally speaking the Greek worker familiarizes easily with new methods of production and maintenance.

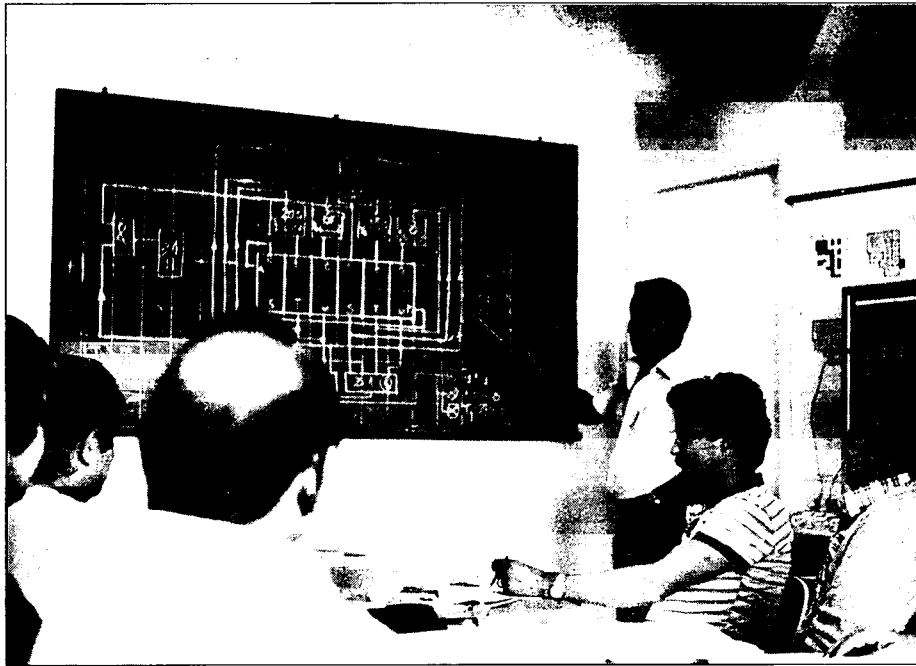
To be more precise, however, there is a need for instruction and in-service training at all hierarchical levels, with the greatest need being at executive, especially middle-management, levels (*Maîtrise*).

How do you think the link between training, the labour market and the economy in general could be made more effective?

Quite clearly training can — and must — become more effective, manifestly with the cooperation of all the parties involved: the State, manufacturers, training establishments and the employees. Training is a sector which at all times requires special attention, and there must be agreed procedures between the interested parties to keep this sector out of the political arena because its function is of purely national importance.

After more than four years of Greek membership of the EEC what implementation has there been at SEB level of Article 18 of the Treaty of Rome which provides for close cooperation between Member States in the social sector, especially in matters concerned with the vocational and in-service training of employees?

The grave problems of unemployment and of the need to improve competitiveness which we are up against, both as a country and as part of the EEC, make it imperative for the Member States, in cooperation with undertakings and the social partners, to do everything possible to provide the right vocational and in-service training both for young people and employees in general. Greece has undoubtedly benefited from cooperation with the other EEC countries. But there are still a great many stones unturned.



and medium-sized undertakings and the repercussions on the training offered?

Informatics, electronic automation, office electronics and other similar technologies are finding their way into production and the organization of work.

It is essential that we adjust to these, and the need is for information, knowledge, training and implementation. The exchange of experiences on the part of all Member States of the EEC is also necessary, as is participation by particular undertakings — large and also MME — in relevant EEC programmes such as Eureka, Esprit, Comett, etc.

Some people are saying that the entry of Spain and Portugal into the EEC on 1 January 1986 will create additional problems for the Greek economy with regard to its competitiveness, given that the three countries have many aspects in common. What is your opinion? How could training contribute to solving this problem and what should be the role and participation of private enterprise?

The two new EEC partners have many things in common with Greece and similar problems. Perhaps their entry into the EEC will act as a challenge towards a more determined and effectual approach to these problems. What is more, the intra-Community problems of disparate conditions of competition will be overcome because everyone will be operating within the stipulated framework of EEC regulations.

Of course, initially, each enlargement of the EEC provokes a certain disorder in the market place, but I am convinced that in the medium and long term the accession of the two Iberian countries will serve to strengthen the EEC, providing that the Member States develop a greater willingness for cooperation between themselves. I think, therefore, that the entry of these two countries should be welcomed and that we should get things moving, step up our efforts and build up our contacts with them.

Article 123 of the Treaty of Rome provides for the setting-up of the Social Fund, for the improvement of job opportunity for the workers of the EC countries, and, by virtue of this, for the raising of their living standards. In your view which are the priorities of your Organization vis-à-vis the Social Fund?

How do you see your participation evolving?

The role of the ESF is important and fundamental for the peoples of the EEC. We attach particular importance to the further training of employees and to the training of young people and the unemployed, to the growth of employment and to the vocational preparation of school-age children. As we see them the priorities are in matters which relate to the reduction of unemployment, to the growth of productivity, to the development of a genuine dialogue between the social partners and to the real cooperation and understanding of the EEC Member States. The SEB wishes to

help in these respects and to play a positive part.

What part do the employees, as the other social partner, play in shaping your policy on vocational training?

Up to the present things have been inadequate in this respect. Our wish and aim is for a widening of the dialogue with the employees in every field.

In the field of vocational training, especially, where both sides share the same desired objective, participatory procedures are not only beneficial and effective but are also useful in encouraging and reinforcing dialogue between the social partners.

Of recent years ever more frequent recourse is being had to the introduction of technology into both production and the organization of work.

How do you see this, which are the main changes at the levels of large and also small



Technical and vocational education in Greece: retrospect and prospects

A. M. Kazamias

This article examines critically certain assumptions and patterns of vocationalism and technical/vocational education policy (TVE) in contemporary Greece. Specifically it scrutinizes the double network of schooling (general and technical/vocational), and the following social assumptions: (a) that TVE is the most efficient context to develop the skills for economic development, (b) that an adequate TVE system can be a major factor in alleviating unemployment, and (c) that education-centred reforms will substantially alter social attitudes towards work and schooling, and will also contribute to the democratization of opportunities and life chances. To the extent that schooling, especially TVE, and society are inextricably interwound and indeed, as maintained here, TVE follows the socio-economic system more than it shapes it, the success or failure of TVE reforms and policies will depend on the extent to which they grapple with cultural and social constraints in the broader society.

Although a subject of longstanding concern, technical and vocational education (TVE) in Greece has acquired greater salience as an area of educational and social policy in the years since the appearance of the report of the Committee on Education in 1958. Since then, TVE has figured prominently in most plans for educational reform and economic development, the most recent ones being the reforms of 1976-77 and 1983-85. Initially an almost exclusive responsibility of the private sector, TVE has developed to be predominantly a public/state function with the Ministry of Education being the State agency mainly responsible for its provision, supervision and operation.

Despite increased interest by several agents, greater state involvement, and certain salutary developments (e.g. in administration, institutional structure and provision) **TVE continues to be problematic: a critical and controversial issue from the ideological, educational and developmental standpoints, and a dilemma.** Beneath the veneer of an apparent conceptual consensus regarding the general importance and functional value of TVE, continuing conflicts, ambivalences and contradictions regarding its organization, orientation and content, combined with persistent cultural and structural constraints pose serious problems for an effective policy that would be congruent both with the national development goals of an autonomous, democratic and technologically self-generating society, and the demands of international competition.

Conceptual perspectives

As in other countries, TVE policy and reform in post-war Greece have been conceptualized within the framework of the State's perceived social and economic development needs and the avowed broader goals of social and economic modernization. By the 1960s, the makings of an educational reform consensus had already become evident (among educational and economic planners, policy-makers, development experts, even among ideologically disparate political groups), which had all the trappings of the well-known Western functionalist principles and assumptions of 'modernization', 'human capital theory', 'development education', and, what in the international literature is often referred to as 'liberal educational reform'. The functionalist modernization framework, which is congruent with the Western model of social and economic development, furnished also the rationale for government policies and reforms in the 1970s and, to an extent, in the 1980s.

Central to this conceptual framework is the assumption that TVE, in the sense of formal preparation or schooling, **is basic to the development of human resources and skills which are considered necessary for increased labour productivity, economic growth and national well-being.** The achievement of the broader economic development goals of the country, mainly that of transforming the basic structure of the

Greek economy (from an agricultural to a predominantly industrial one), presupposes not only the expansion of physical capital (e.g., the establishment of large industrial units of production), but also the reorganization, improvement, expansion and rational planning of the educational, technological and skill development infrastructures, particularly of all types and levels of TVE. The reform and development goals have all along been to attune education to social and economic needs and targets and to bring about a closer correspondence between the educational and the occupational pyramids.

There are some differences in how the problem of TVE has been conceptualized by the present government (in office since 1981), how schooling should be related to the world of work, what the structures of TVE should be, and what the role of the different agents (e.g. central and local units of government) should be in the planning and provision of TVE. For example: **emphasis has been placed on the type of planning and resource development** (decentralization, wider participation in decision making) **that would ultimately make the country less dependent, economically and technologically**, on the great industrial Western centres; new types of secondary institutions, known as the unified multi-lateral lycea (Eniaia Polyclathika Lykeia), have been started, which seek to combine theoretical and practical knowledge and training and to bridge the existing gap between school and work; and higher technological institutions (TEI's) have replaced the previous Centres for Higher Technical and Vocational Education (KATEE's), believed by most not to have measured up to expectations.

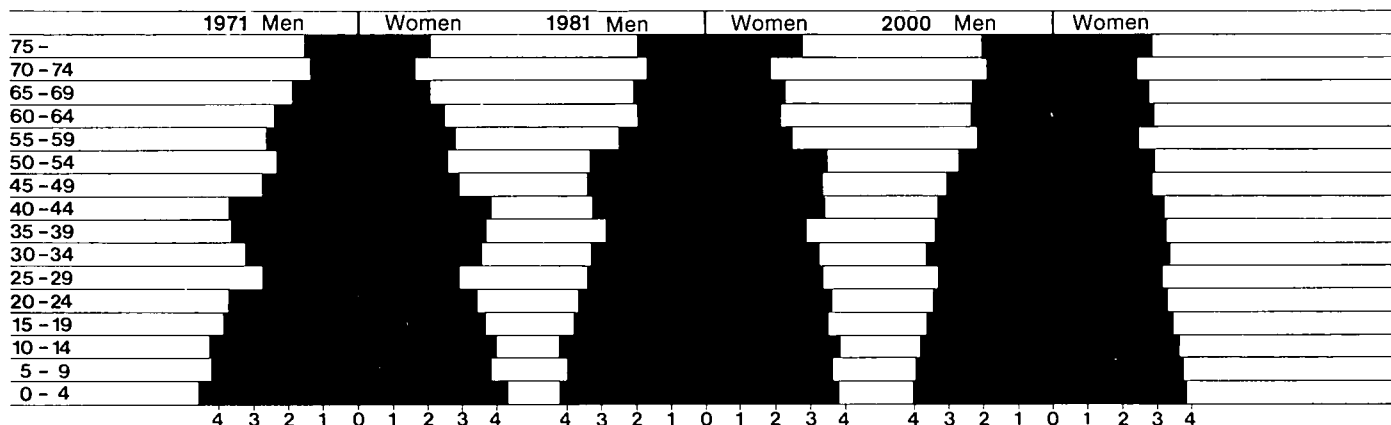
At the same time, one observes substantial continuities in conceptualization, rationale, and approach to educational planning and reform. For example: **First**, as previously, there is great reliance on technical and vocational schooling as the most efficient context to develop the necessary skills for increased productivity and economic development. **Second**, educational planning continues to be cast in the mould of the manpower requirements approach, which was so favoured internationally in the 1960s, and whose application in Greece continued in the 1970s.¹ From the manpower requirements perspective, it should be remembered, education, in terms of types of preparation, training and student flows in the various branches of the school system, is planned to correspond to forecasts regarding the types of manpower needed to accomplish the goals/targets of economic development. **Third**, as before, it is believed that one of the main reasons for increasing unemployment, especially among youth, is anachronistic and insufficient vocational preparation, and hence a modernized and improved system of TVE will help alleviate the unemployment problem. **Fourth**, the view is still pervasive that student attitudes toward TVE, work, and the occupational structure, which in Greece have not been particularly favourable (as witnessed by the low participation in TVE compared to participation in general education), will be substantially altered in more positive directions with improved curricula, better facilities, and a wider system of educational and vocational guidance. **Fifth**, in addition to its contribution to economic efficiency, TVE is believed to serve the goals of social justice, by providing alternative but still equitable educational opportunities for certain hitherto underprivileged youth

(especially working class youth). **Sixth**, by including more practical subjects in the curriculum and linking it with production, TVE will make schooling less bookish and more relevant to life. **Lastly**, through adequate information and guidance regarding the occupational structure, opportunities and rewards, a modernized and flexible system of TVE will alter the existing imbalances in the social demand for tertiary education: fewer secondary school graduates will seek admission into the universities, thus relieving existing pressures and bottlenecks, and of those who want to continue their education, more will seek admission into non-university institutions like the higher technological institutions (TEI's).

Structures and policies: the double educational network

One of the structural characteristics of the TVE system as it has become institutionalized in the post-war period is that it has mainly operated separately from the general system, a phenomenon, one should add, that is encountered in other countries, especially in the countries of central and southern Europe. Until 1976, the two main branches of the double educational network (general and TVE) were bifurcated after the elementary school (age 12). Today, the differentiation begins at age 15+, i.e., after the compulsory general gymnasium, and continues into the tertiary level. At 15+ the options open to students who wish to continue their schooling are:

- a three-year general lyceum (GL)



Age profile for the year 1970 and 1981 and a projection to the year 2000 (All over 75 are brought together into one group)

- a three-year technical and vocational lyceum (TVL)
- a one- or two-year middle technical and vocational school (MTV)
- on a very restricted, as yet, scale, a three-year 'unified multilateral school' (EPL).

At the tertiary level (ages 18+), the options are: universities (general and technical), and technological educational institutions (TEI's).

The technical/vocational lycea are designed to train technicians of various kinds (e.g. mechanics, electricians, construction workers, etc.) while the technical/vocational schools prepare lower level skilled personnel.

Certain features of the system, outlined above, are worthy of further note: **First**, the unified multilateral lyceum (EPL) which was introduced by the present government and began operation in 1983. The EPL's seek to combine what we have called the 'double educational network', and, with it, the traditional separation of theory and practice, thus, among other things, helping to bring about a more effective transition from school to work. However, at present they operate only on a limited and experimental scale (there are 20 such schools scattered in selected parts of the country and registering 7 500 students), although the government has committed itself to ultimately establishing this institution as the prevalent post-compulsory pattern of schooling. **Second**, the TEI's, also introduced by the present government, to replace the previous KATEE's, which, as generally acknowledged, have not come up to what was expected of them when they were first established in 1972. The purpose of the TEI's is to provide high level technological training equivalent to that of the universities. Like the secondary EPL's, TEI's are believed to serve better the social and economic goals of the country, as envisaged by the present administration, and specifically set in the Five-Year Plan (1983-87). **Third**, the location and orientation of the technical/vocational lycea (TVL's) and the technical/vocational schools (MTV's) *vis-a-vis* the general lycea. In addition to preparation for the world of work, students in the TVL's can continue their education in the higher technological institutions (TEI's) and, previously in the KATEE's, and after taking supplementary subjects, they may compete for the limited available places in the universities (AEI's). Technical/voca-

tional schools prepare mainly for work. Thus, for the purpose of continuing education into the more prestigious and sought after AEI's, the general lycea are more favourably located in the educational system.

The most disadvantaged in this respect are the technical/vocational schools. When it is further borne in mind that the social recruitment patterns of the three types of schools also varies – a disproportionately larger number of working class children gravitate into the technical and vocational branch of the network – the structure of the system does not particularly augur well for the avowed goal of social equity.

Two structural characteristics of TVE must be mentioned here: the first is its **heavy concentration in the urban centres**, particularly the two large urban conglomerates of Athens and Thessaloniki, and the second, the **considerable under-representation of women**. Recent data show that over 60% of the students in the middle level of TVE were registered in Athens and Thessaloniki, and about 40% were concentrated in the Athens area alone. Women participation has been consistently very low and stood at about 15% in 1982-83.

Similar, although not as sharp, differentiations in student participation are also noticeable at the tertiary level.

As measures of public policy, the institutional structures, outlined above, and the modernizing reforms made within the system (e.g. abolition of examinations for entrance into the lycea, replacement of the Panhellenic examinations into tertiary institutions by Panhellenic examinations, the introduction of technological subjects in the curriculum of the gymnasia, and the introduction of vocational guidance), have been formulated and shaped with a view towards solving certain chronic social and educational problems. At the same time, they have been envisaged as steps towards meeting the challenges posed by Greece's internal social and economic goals and aspirations, as well as by its non-competitive posture in the international, mainly Western economic system, that has been rapidly transformed by a scientific and technological revolution.

One crucial problem has been the relatively low demand and atrophic growth of TVE in contrast to general education. And this anomalous situation, despite: (a) the proclaimed 'needs' of the country, the generally accepted significance of TVE, and the

intentions and measures of public policy to bring about more balanced student flows, and (b) the apparent high earnings of graduates of secondary and tertiary technical schools, relative to graduates of general schools.² Historical trends show some noticeable increases in middle-level technical/vocational schools during the decade 1965-76, but no increases in the ensuing 10 years (1976-85), during which enrolments were stationary at about the 77 500 level.³ Enrolments for 1985 in middle-level technical/vocational schools represented only 10.4% of all students registered in secondary-level institutions. This continuing imbalance confirms what has repeatedly been pointed out by observers and researchers, namely, that Greek parents and youth prefer the general to the technical/vocational sides of the educational network.⁴ The long hoped for switch towards technical/vocational schooling, either for direct employment after the secondary level, or for a nontraditional post-secondary tertiary channel (away from the universities) has not occurred.⁵

Related to the above, have been two other problems: one, **the differential prestige attached to the two types of schooling** – lower in the case of TVE and higher in that of the general tracks, and the other, **the high social demand for entrance into the universities**, regardless of the restricted employment opportunities after graduation, especially in the areas of law, humanities and the social sciences. A further issue has been **the differential social recruitment pattern in the two educational networks, technical/vocational network becoming the refuge mainly of working class children and youth**. Added to the above, and more on the societal side, were: (a) the labour market, and (b) the attitudes and hiring practices of the employing agencies, both public and private. Anecdotal evidence and some research have indicated that Greek employers have generally been critical of the quality of training in the technical/vocational schools, and not always in favour of hiring their products. Moreover, **the demand for different types of trained manpower in the labour market did not always correspond to the supply in terms of areas of specialization**. There appeared, therefore, to have been a mismatch between what the schools were turning out, what the employers wanted and what the market could absorb, an imbalance which in turn exacerbated among other things, such problems as unemployment and underemployment.

Vocational training is also provided by public agencies other than the Ministry of Education, as well as by public and private enterprises, e.g. the Ministries of Labour, through its Organization for Manpower Employment (OAED), Merchant Marine, Social Services and Agriculture, the Vocational School of Tourism, the Public Electricity Authority (DEI), the Greek Telecommunications Organization (OTE), the Post Office (ELTA), the large banks and big industries. Indeed, until recently, the private sector accounted for most of technical and vocational educational provision (about 61 % in 1972). This state of affairs, however, has been changing, with the public sector, mainly the Ministry of Education, being now responsible for most of TVE provision.

Although this paper is concerned mainly with the formal type of technical/vocational schooling, under the control of the Ministry of Education, special mention should be made of the 'educational apprenticeship units' which come under the reformed and considerably active OAED. The OAED apprenticeship schools admit students who have completed the 3-year general gymnasium; the period of attendance in them lasts for 3 years; they combine formal instruction in general, technological

and workshop courses in the afternoon hours with morning gainful employment and on-the-job practical training mainly in industrial enterprises; and they prepare for careers as mechanics, electrotechnicians, plumbers, hairdressers, carpenters, graphic artists, etc. Those who complete such schools may be placed in the second class of the three-year technical/vocational lycea, after sitting for special examinations. Until 1980, about 27 000 students had finished such apprenticeship schools. In 1982, there were 45 apprenticeship schools registering 6 468 students. The social demand for places in these schools seems to be very high (in 1983 the demand-supply ratio was 10:1).

A recent study of the situation prevailing in OAED schools (programmes and conditions of study and work experiences, occupational prospects of student apprentices, etc.), as gauged through student and teacher opinion, has brought out some interesting findings:

■ A large percentage of the students surveyed (N = 1 710) do their work experience and on-the-job training in business enterprises, employing less than 10 people (64 %) of the sample, while 48 % do so in firms employing 1 – 5 persons.

■ Only 43 % of the student apprentices stated that their work experience was 'absolutely related' to their area of vocational specialization; 41 % responded 'so so', while 16 % stated that such experience was totally unrelated to their vocational specialty.

■ About half of the sampled students wish to start work after finishing school, but 39 % of these wish to 'open up their own shop', while 46 % want to be employed in the public sector.

■ The student perceptions regarding their prospects for an assured employment on the basis of the 'diploma' are ambivalent.

■ There seems to be a widespread feeling among students and teachers that many employers 'exploit' the student-apprentices (long hours of work, underpay, unrelated to their training 'chores', no adequate insurance, etc.).

In addition to the above, the study indicated that the vast majority of the students came from lower socio-economic backgrounds (71 % had fathers who were 'farmers' or labourers). The general profile of the students in the OAED schools was drawn as follows: 'boy, 17 years old, mostly from urban areas, gymnasium education, average school achievement, offspring of worker or farmer.'⁶



Obviously, even within the functionalist economic efficiency – social equity framework, the general situation in the OAED type of vocational education stands to gain with more corrective measures and readjustments in the linkages among school, work and employing agencies.

We would argue, nevertheless, that some of the dysfunctions and problems, pointed out by the students and teachers in the OAED schools, reflect more fundamental structural and cultural constraining characteristics of Greek society. Attempts to rectify such training inadequacies without at the same time seeking to grapple with the broader social and cultural constraints do not, in our judgement, provide grounds for much optimism. The game can be said of the other main type of TVE under the Ministry of Education. An objective examination of the existing TVE system, therefore, and any hypotheses as to its prospects must necessarily consider the cultural and structural context of the Greek social formation as it has evolved in the contemporary (i.e. post-World War II) historical juncture.

Cultural and structural context and constraints

One aspect of the historical context that must be considered in this connection is predominantly cultural. For various reasons, in the course of modern Greek historical development the traditional, non-utilitarian, essentially humanistic concept of 'paideia' became so entrenched institutionally, socially and politically that it constituted a stumbling block to any substantial reforms in TVE.

In this regard it is pertinent to point out: (a) that all the reforms which sought to elevate the status of TVE *vis-à-vis* that of general education met with strong opposition by powerful conservative institutions, groups and individuals, and (b) perhaps even more significantly, reformers and reformist ideologies and measures were themselves rent by ambivalences, bifurcations and contradictions on the relative values and significance of technical/vocational and general humanistic education.⁷ Here it is pertinent to add that, despite the emphasis on the expansion and improvement of education (including TVE) to meet contemporary techno-economic needs and the goals of economic development, there did not seem to be a clear conception by

reformers, planners and policy-makers as to what precisely these needs were, under what conditions various kinds of competencies and skills were fostered, what the costs and benefits of alternative methods of training entailed, and how, in fact, education and training were woven into the processes of production and development.

Throughout this period and continuing today, one constantly comes across the not so self-evident assumption that in all cases, technical competencies and skills, as well as different vocational aspirations are best developed through formal technical/vocational schooling or through changes in the curriculum.

Another aspect of the context, which is often overlooked by many educational observers and policy-makers, pertains to the contemporary non-educational social, economic, and political dynamics of Greek life. In the period since the 1950s, Greek economy, as one recent observer correctly put it, 'has followed a distorted and unequal model of development which reflects Greece's position in the 'periphery' of capitalism and whose main characteristics are: hypertrophy in the primary and tertiary sectors, limited and anaemic industrial development, especially in sectors of consumption goods, overexpansion of such sectors as construction, tourism, commercial, intermediary and parasitic activities, and intensive economic dependence from the metropolitan centres.' Paralleling the above, the employment structure has been characterized by a large number of self-employed in the primary and tertiary sectors, a relatively small number of industrial wage-earners, and a relatively large number of persons employed in construction, tourism and paraeconomic sectors⁸. Certainly in the last couple of decades there have been noticeable positive trends in several sectors. For example, during the period 1961-81, there was a reduction of the working population in the primary sector from 53.9% in 1961 to 30.7% in 1981, and, conversely, an increase in the secondary sector (19% to 23%). But, compared to the other countries of the European Community (EEC), Greece, to a large extent, continues to be an agricultural country. (The average percentage of the working population in the ten Member States is 7.5% in the primary sector and 35.5% in the secondary.⁹ Also, there has been a noticeable increase in the rate of industrial development, with the industrial sector accounting for 31% of production compared to 14% by the agricultural sector. Yet the weight of heavy

industry is relatively small, while that of light industry is much greater. Added to this weakness, are: (a) the absence of certain basic 'modern and dynamic branches of heavy industry' (e.g. machine production), and (b) the non-existent preconditions 'for the wide application of modern technological achievements'.¹⁰

The 'deformed economic development' of Greece has also been characterized by great economic and social differences between urban and rural areas, and the economic predominance of the two great urban conglomerates, namely Athens and Thessaloniki. Still another feature of the same process has been the growing significance of large foreign multi-national corporations operating in Greece through branches which, among other things, has resulted in decreases in the contribution of indigenous Greek enterprises to the consumption needs for industrial goods.¹¹

Yet another relevant social characteristic has been the rural exodus of people and the consequent hydrocephalic growth of the greater Athens and Thessaloniki areas. Today, Athens alone accounts for about 40% of the total population of Greece. This has meant imbalances in the job market and occupational demands which could not be satisfied. The employment problem has been partly alleviated by the migration of a large number of persons to other countries searching for jobs (about 900 000, accounting for over 10% of the total population of the country and about 30% of the working population).

Slow industrial growth, the structural weaknesses of the Greek economy, the distorted and unequal model of economic and educational development, the demographic characteristics of the labour force, the hydrocephalic growth of Athens and Thessaloniki and the mismatch between the educational system and the employment sectors have all jointly contributed to yet two other socio-economic characteristics: unemployment, particularly youth unemployment, and unbalanced labour market demands (high demands and surpluses in some areas and shortages in others).

Concluding remarks and prospects

At the beginning of this essay, certain continuities in Greek thinking about education (read schooling) in general, and TVE, in particular, were noted. It was



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argued that these tenets constituted the main parameters of the conceptual and legitimating framework within which educational planning and reform were discussed, shaped and supported. One could say that a certain mythology has developed around the multiple benefits of TVE (read schooling) to the individual and to society.

Implicit in much of the present essay, there are intimations that all of the aforementioned continuities cannot be taken as self-evident unquestioned truths. Such verities must be carefully scrutinized and with this, new educational policy guidelines must be sought. We close this essay with some thoughts that could serve as springboards for further analysis and discussion along these two lines.

■ **In the context of the Western liberal model of development, the heavy reliance on separate technical/vocational schooling as the most efficient context to develop the necessary skills for increased productivity and economic development should be re-examined.** In the international literature there is a quite creditable school of thought, often referred to as 'the vocational school fallacy,' that has argued against vocational training that is carried out in formal educational establishments (i.e. schools) for purposes of economic development. This school of thought even questions the belief that general and technical/vocational education are substitutes for each other because general education is a prerequisite for technical training. The latter, according to this

school, can be provided more efficiently on the job, by non-school agencies, than in the schools.¹² Also, economic analyses, based on the rates of return approach, have cast doubts as to the previously held belief that TVE was the most profitable type of educational investment, in contrast to general education, for purposes of economic development.¹³ Without necessarily subscribing to these schools *in toto*, policy makers, nevertheless, could consider reforming the existing structures, as described above, with a view to: (a) bringing about a greater convergence between general and technical/vocational education, so that, as an OECD source put it, 'the distinction between what is academic and what is vocational ceases to be important,'¹⁴ and (b) changing the existing respective responsibilities for technical/vocational training of schools and business firms. Schools could give more emphasis to the more efficient development of general education skills, and firms to specific technical/vocational skills.¹⁵

Such an educational change is also dictated by the increasing sophistication of technology, which renders any technological training by the schools more difficult.

In this context, the general policy of re-organizing the entire secondary system along the comprehensive school lines (the unified multilateral schools), may be said to be a step in the right direction, although changes along the lines suggested above need also to be considered. Also a comprehensive/multilateral school structure pre-

supposes adjustments in other structures of the system (e.g., entrance into the universities, internal organization and curriculum, etc.).

■ **It has proved to be misleading to conceptualize educational planning and reform from the perspective of the manpower requirements approach.** This approach has been found to be unsatisfactory on several grounds, among which the following have been stressed: (a) it assumes zero substitution possibilities of one type of labour for another i.e., it assumes too rigid a relationship between education and the economy; (b) manpower plans are 'growth-oriented and few integrate objectives of equity or social demand;' and (c) huge discrepancies have been found to exist 'between the actual rates of economic growth and the assumed ones upon which the manpower forecasts are based'.¹⁶

The unreliability of this planning approach has been established also in the case of the Mediterranean Regional Project in Greece.¹⁷ An alternative planning method that has been found elsewhere to be more reliable, and could more profitably be used in Greece would entail: (a) studies of the labour market, using recent cross-sectional data, (b) assessments of the degree of ease or difficulty one type of labour could be substituted for another (coefficient of elasticity of substitution), (c) on the basis of the data established from the above and, after a detailed analysis of the costs of education, comparisons of the social costs with the social benefits of each type and level of schooling.¹⁸

■ **The potential contribution of education, including TVE, to the alleviation of the increasing problem of unemployment, within the existing, substantially unaltered socio-economic and institutional structures, needs to be re-evaluated.** Bearing in mind the structural and institutional deficiencies in the economic and in the educational systems, the imperfections of the labour market, and the types of development that have characterized contemporary Greece, as well as Greece's location in the world economy, the contribution of education-centred readjustments alone as those that have been embarked upon in recent years, stand little chance of successful fruition in the employment-unemployment sectors. In the area of social change, schools can play a part to the extent that the social and political context allows them to do so.

■ Likewise, it may be too optimistic and unrealistic to expect that internal school reforms, such as exposure to technological or pre-vocational studies, integration of theory and practice, 'careers education', or vocational guidance, by themselves, will bring about significant changes in student social attitudes, aspirations and ultimate educational and vocational destinations (e.g., more positive attitudes toward TVE and work, less propensity to follow the academic university path and traditional careers, etc.), thus easing the transition from school to work, and relieving the pressure for entrance into the AEI's. Certainly, the curriculum innovations of the type noted above and other activities that are being introduced in the Greek system are to be welcomed. But, here again, a similar caveat, as above, must be entered: elsewhere,¹⁹ and there are grounds to believe that this may hold true of Greece as well, it has been observed that student social attitudes, aspirations and expectations are a function of both internal and external conditions, perhaps more of the latter than the former. In the particular case of Greece, such conditions would include the structure of incentives in the society, in terms of earnings and other kinds of rewards, the nature of the world of work, the social relations of work, the role of the individual worker in the production process, and the like.

■ Finally, there is the equally important question of social equity. As frequently noted earlier in this essay, it has been generally recognized in Greece that TVE has been the poor 'sister' of the educational system, vis-à-vis its general education counterpart: it was of low quality; it was frequented mostly by working class children; it did not provide equal opportunities for educational advancement; and it led to low-status occupations, although not always low-paying. Practically all recent structural, organizational and curricular reforms have been conceptualized and justified as measures that would alleviate such anomalies: they would contribute to demo-

cratization in the sense of more equitable opportunities and distribution of life chances; specifically, they would improve the social and occupational status of the lower socio-economic strata; and they would help blur gross socio-economic disparities. So reformed, the educational system as a whole would help promote the goals of a just, meritocratic, and democratic welfare state society.

Here too, however, the situation is more complicated than appears at first sight and the prospects are not so bright. For as with the economic efficiency claims, already discussed, social equity ones entail complex school-society relationships, and raise questions about the limits and possibilities of schooling with respect to social change. Given the nature of the Greek economic system, the occupational reward structure in the Greek social formation as well as the selective mechanisms of the educational system (for example, the system of examinations for entrance into the tertiary institutions, and the types of educational knowledge that are evaluated and rewarded), the so-called 'iron law of educational (read also social) selection' will continue, and TVE will most likely also continue to be at a disadvantage.

Notes

- ¹ Examples of the application of this approach in Greece at different historical periods were: OECD's Mediterranean Regional Project in the early 1960s, and the Five Year Plan of 1976-1981.
- ² A comprehensive study made in 1977 showed that the average annual income of salaried and wage-earners who had finished technical/vocational schools was higher than those who went to general schools. See A. PSACHAROPOULOS and A. KAZAMIAS, *Education and Development in Greece: Social and Economic Study of Tertiary Education*, manuscript, p. 306 (to be published by Papazses Press, Athens, 1986).
- ³ For the period 1965-1976, see OECD, *Educational Policy and Planning: Educational Reform Policies in Greece* (Paris, 1980), p. 60. For 1985, the data were taken from unpublished sources, in the Ministry of Education.
- ⁴ A survey by M. KASSOTAKIS in 1979 showed that 72% of a sample of gymnasium students did not wish to enter technical/vocational lycea because such a choice would not leave open the door to enter AEI's. See *To Vema*, January 26, 1979.
- ⁵ Government sources have claimed that a beginning shift in favour of the technical tertiary sector was

reflected by recent increases in the number of students enrolled in TEI's. However, it is more likely that such increases may be due to other factors than changed preferences, such as, (a) the limited places available in the much sought-after universities, which turns students to other channels when they fail to secure a place in the AEI's, and (b) the fear of unemployment or underemployment. For the government claims, and for contradictory views on the subject, see *Ta Nea*, 4 September 1985.

- ⁶ See K. KASSIMATI, Z. PILAFTZOGLU and C. TSAKIRIS, *The OAED Apprenticeship Centres: Findings, Problems, Recommendations* (Athens: National Centre of Social Research, 1984), p. 25 and *passim*.
- ⁷ For an elaboration of these points, see A. KAZAMIAS, *The Educational Crisis in Greece and its Paradoxes: An Historical-Comparative Conception*, in Proceedings of the Academy of Athens, Vol. 58 (1983), pp. 415-467 (in Greek).
- ⁸ A. ZESSIMOPOULOS, 'The Fight Against Unemployment and the State Care for the Unemployed,' unpublished paper given at the 4th Seminar on Labour Relations and Business Personnel, Thessaloniki, November 1985, p. 1 (in Greek).
- ⁹ For specific data on these features of the Greek economy and comparative data for the countries of the EEC, see J. P. HATZIPANAYIOTOU, *The Development of the Greek Labour Market, 1961-1983* (Athens, January 1984, unpublished report, pp. 25-31 and 68 (in Greek).
- ¹⁰ See S. BABANASES and C. SOULAS, *Greece on the Periphery of Developed Countries: International Comparisons*, (Athens: Themelio, 1976), p. 56 (in Greek).
- ¹¹ On this, see M. MALIOS, *The Contemporary Development Phase of Capitalism in Greece*, (Athens: Synchrone Epoche, 1977), p. 118 (in Greek).
- ¹² See P. J. FOSTER, *Education and Social Change in Ghana* (London: Routledge and Kegan Paul, 1965), and the 'Vocational School Fallacy,' in J. Karabel and A. H. Halsey, eds. *Power and Ideology in Education* (N.Y.: Oxford University Press, 1977).
- ¹³ See G. PSACHAROPOULOS, 'Education as an Investment' in *Education and Development*, by Aklilu Habte, et. al. (Washington, D.C. The World Bank, 1983), pp. 13-14.
- ¹⁴ OECD, Education Committee, Manpower and Social Affairs Committee, *Draft Report on Future Policies for Vocational Education and Training*, Paris, 7 November 1978.
- ¹⁵ On this, also see W. NORTON GRUBB, 'The Phoenix of Vocationalism: Hope Deferred is Hope Denied,' in L. C. Solmon, ed., *Reassessing the Link Between Work and Education* (San Francisco: Jossey Press, 1978), p. 85.
- ¹⁶ See G. PSACHAROPOULOS, 'Educational Planning and the Labour Market,' *European Journal of Education*, Vol. 15, No. 2 (1980), pp. 216-217 and by the same author, 'Educational Planning: Past and Present,' *Prospects*, Vol. VIII, No. 2 (1978), pp. 137-138.
- ¹⁷ See the study by PSACHAROPOULOS and KAZAMIAS, op. cit., p. 380.
- ¹⁸ For a more detailed explanation of this approach and its application to Greece for the planning of tertiary education, see *Ibid.*, pp. 369-381.
- ¹⁹ See, for example, G. PSACHAROPOULOS and WILLIAM LOXLEY, *Diversified Secondary Education and Development*. (Washington, D.C., Education Department, The World Bank, 1984).



Vocational training in Greece

Hermann Schmidt

In 1976 the first steps were taken in a comprehensive reform of the Greek education system, a process that is still under way. Compulsory education was increased from six to nine years, technical vocational schools (TES) were introduced to provide basic vocational training, the traditional general lyceum was joined by the technical-vocational lyceum (TEL, and schools of engineering (KATEE) were set up alongside the universities to provide higher-level vocational training. By comparison with the academic routes to an occupation, in-company training (OAED apprenticeships) led a shadowy existence.

The continuing dominance of general and university education prompted the Greek government to make a further attempt to improve the standing of

vocational training courses in the early 1980s. The integrated lyceum (EPL), designed to bring vocational training and general education together under one roof, was established in 1984 as the third type of lyceum. In-company training was improved and approximated to the dual system (alternance training) common in the German-speaking countries. In 1983 the schools of engineering (KATEE) underwent further development and were converted into technical colleges (TEI) with their own academic status.

Greece is resolutely following a course of liberalizing access to further education through vocational training and of pressing ahead with the development of industry and society through practical training.

article gives of current developments in Greece is largely based on the information presented by Stavrou, which has yet to be matched for accuracy.

The demographic trend in Greece in the last 20 years has been characterized by natural population growth and extensive migration to and from the industrialized countries of Western Europe. Between 1961 and 1981 the population grew from 8.3 to 9.7 million. In the 1970s alone it rose by about a million, two-thirds of this increase being due to natural growth, the other third to net remigration from other European countries. *Migration to urban areas* has been considerable in the last 20 years: while less than half the population (about 46 %) lived in large and small towns in 1961, the proportion had risen to almost 70 % by 1981.

Various difficulties are encountered in any attempt to describe the *employment trend*, since the Greek authorities have only begun to keep accurate records of the employed and unemployed in the last few years and the extensive migratory movements of the labour force in the last 20 years have repeatedly distorted the picture. What is certain is that Greece too has *seen its unemployment rate almost double* in the 1980s (1984: 8.2 %, estimated). Even so, the labour market situation is better than in most other Western European countries. The unemployment rate for women (1983: 11.7 %) is twice that for men (1983: 5.8 %). As for *youth unemployment*, an important

Greece — a country undergoing radical change

Any description of sub-systems of Greek society, the vocational training system in this instance, must take account of the highly dynamic process of social develop-

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ment that has been taking place in Greece in the last 20 years. A short article like this can, of course, do no more than describe this development in outline. For more detailed information on the very interesting development of the Greek vocational training system reference should be made to the excellent monograph by the Greek vocational training expert Stavros Stavrou, which will be published shortly *. The description this

* STAVROU, STAVROS: Vocational training in Greece, European Centre for the Development of Vocational Training (Cedefop) (ed.), Berlin, to be published in March 1986.

factor for the vocational training system, Greece fares badly in any comparison: almost 43 % of the unemployed are under 25, and nearly 60 % are under 30. By comparison, the average rate of unemployment among the under-25s in the European Community is 38.3 %. In the Federal Republic of Germany it is only 27.2 % (end of September 1984), owing to the extremely high proportion of this age group engaged in in-company vocational training.

Greece's *economic development* has been marked by considerable intersectoral movements within the potential labour force in

the last 20 years. The share held by the primary sector, dominated by agriculture, viticulture and fishing, fell from almost 54 % in 1961 to just under 31 % in 1981, while manufacturing industry increased its share by 10 % from 19 % to 29 % and the workforce in the tertiary sector rose by 13 % from 27 % to 40 % of the total. Despite these substantial *structural changes* between 1961 and 1981, a comparison with the corresponding figures for the Community in 1983 reveals the tremendously important role the primary sector continues to play in the pattern of employment in Greece.

education from six to nine years. Three years after their inception the technical vocational lyceums, which were intended to make vocational training acceptable to a status-conscious Greek public, accounted for only 4 % of transfers to all lyceums. But this was hardly surprising: anyone who failed the extremely demanding general lyceum entrance examinations could still go on to the technical lyceum. Furthermore, those who saw a technical lyceum education as a stepping stone to a university education rather than employment had not only to take the 'technical subjects' but also to accomplish almost everything that the general lyceum required of its pupils. Where university entrance examinations were concerned, Greece was no different from many other countries in attaching *more importance to literature and languages than to economics and technology*, however the examinee might excel in these subjects.

The introduction of *specialized vocational and sectoral schools* (for the tourist industry, the hotel and catering trade, etc.) was making good progress in 1979 but, like many other reforms in their initial stages, suffered from a serious shortage of staff and equipment. There was no well-trained body of vocational school teachers and often enough no money available for the establishment of modern, practical training centres.

As early as 1973 an academic middle tier, below university level, had been created through the establishment of *schools of engineering (KATEE)*. These institutions enabled young people who wanted to study but had competed unsuccessfully for the relatively few university places available to receive practical training similar to a university education. For generations of Greeks with the necessary qualifications to take a university course, the alternative to studying at home, as the majority were excluded by the shortage of university places, had been *to go abroad*. By the late 1970s it was clear that the schools of engineering (KATEE) had closed a major gap in the higher-level vocational training system and offered a wide range of opportunities for those wanting to pursue demanding professional careers.

In his report to the OECD the author described the state of the reform of the Greek education system in 1979 in the following terms: work continues on the foundations of the structure while the upper floor is already being made habitable. The extremely pragmatic approach and the total

**Pattern of employment by sectors
in Greece and the European Community, 1983***

	Primary sector	Secondary sector	Tertiary sector
Greece	26.96 %	28.62 %	41.42 %
European Community (9)	6.78 %	35.69 %	57.53 %

* STAVROU, S., op. cit., p. 32

Before the current state of the Greek *education and vocational training system* can be assessed, a brief review of the educational policy decisions of the last 25 years is necessary. In the early 1960s the government of the then Prime Minister, Papandreu (father of the present Prime Minister), attempted a comprehensive reform of the Greek education system. In this it was, as it were, following the international trend, since all the industrialized countries were trying to reform their education systems in the 1960s. However, Greece faced a far more difficult situation than the other countries. Compulsory education was restricted to six years. Subsequent education meant a general education at a grammar school, which could only be followed by a university course. *Vocational training played virtually no part* in the Greek concept of education. It was intended solely to prepare young people for low-grade occupations, and very little importance was attached to it as a means of preparing for managerial positions or achieving a social status. This view of vocational training is probably still held by large sections of the Greek population, although successive governments have been trying to improve its standing for the past 10 years.

The educational reform undertaken by Papandreu senior in the first half of the 1960s failed. Like all other attempts at

reform, it ended in the social paralysis that accompanied the seizure of power by the colonels (1967). In 1976 Karamanlis, the first democratically elected head of government after the collapse of the military regime, picked up the threads of the Papandreu reform. With two basic laws (309/76, on the reform of general education, and 576/77, on the reform of vocational training):

■ *compulsory education was increased from six to nine years;*

■ the general lyceum (upper school, 10th to 12th years) was joined by the *technical vocational lyceum*, which was designed to provide education of two types (a broadly based general education plus basic vocational training) and also to give access to university-level education; and

■ provision was made for the development of a *structured vocational school system*.

The state of vocational training in Greece in 1979/80 — three years after reforms began

At the time of the OECD study of Greece in 1979/80 vocational training had made up little ground under the numerous reform projects on the general education courses that led the field. Most resources were absorbed by the extension of compulsory

renunciation of medium-term financial planning to accompany the reform of the education system made it difficult at that time to undertake a holistic assessment of the reform measures and, in particular, of the relationship between vocational training and general education.

To help it achieve the reform objectives, the Greek government had established a *central Curricula and Textbook Institute (KEME)*, which set about developing education statistics and medium-term plans, implementing pilot projects and drawing up modern curricula.

The 1979 report* described *vocational guidance and preparation* for the selection of an occupation as still being totally inadequate. The training of primary school (1st to 6th years) and grammar school (7th to 9th years) teachers did not include any preparation for the teaching of economics or technical subjects. They had no knowledge of the occupational and labour market and were not equipped to provide practical vocational guidance. Teachers at schools providing a general education received some kind of preparation for these tasks in crash courses lasting a few days.

Vocational training in Greece in 1985/86 — the 10th year of the reform

The laws passed in 1976 and 1977 on the reform of the Greek education and vocational training systems initiated changes in the structure, organization and substance of Greek education, which are still under way. In 1985 further laws of importance to the education sector were enacted. In the Greek education system, then, *'everything is still in a state of flux'*. The following can therefore be regarded as no more than an outline of vocational training in Greece in early 1986 as seen by a foreign observer.

The Greek education system today

The description of the various facets of the Greek vocational training system is preceded by the following chart illustrating the whole education system.

Some explanation is vital to an understanding of the chart and the figures it includes:

* OECD (ED (80,20): Review of educational policy in Greece, Paris, 1980, p. 32.

■ The difference between the numbers of pupils entering and leaving primary schools is due to *demographic factors* and to *increased remigration*.

■ The difference between the number of pupils leaving primary schools and the number entering grammar schools is due to the belated enrolment of past primary school leavers wanting to *complete their compulsory education*, now increased to nine years.

■ Pupils completing their secondary education without obtaining a certificate are able to prepare for the lyceum certificate at *post-lyceum centres*.

■ The *training of apprentices*, which is supervised by the Institute for the Employment of the Potential Labour Force (OAED), does not usually figure in descriptions of the Greek education system. It has been included in the chart to complete the picture, since some 10 000 young Greeks are undergoing such training.

■ In addition to the technical vocational schools there are similarly structured *specialized vocational schools for the tourist industry, hotel trade, agriculture, the armed forces*, etc. These schools have been excluded for fear of complicating the issue.

■ Many young Greeks are *studying at foreign universities*. It is estimated that some 7 000 young people go abroad each year to study.

Vocational guidance — progress

In *vocational guidance and preparation* for the selection of an occupation considerable progress has been made in recent years. Having been confined to just one lesson in the third year at grammar schools until 1981, vocational guidance is now provided in all years at grammar schools and the first two years at lyceums. Teacher training has been increased from a few hours to five months of preparation. These measures do not, however, benefit young people leaving school before the ninth year *without a certificate* or in the years thereafter. Since 1983, owing partly to the pressure of growing youth unemployment, the OAED has consequently held 10-week courses to prepare 15- to 19-year-olds for an occupation. In these courses young people are informed, advised and assisted in their search for employment. The fact that only a year after their introduction the courses were attended by 3 500 young people shows how necessary and successful this scheme is.

Vocational schools — no alternative to the lyceum

The vocational schools, which were greatly increased under Law 576/77, were intended to develop their own profile and to become the alternative to the lyceum. They have not achieved this objective. Their share of all pupils enrolled at upper secondary level has decreased (1980/81: 8.6 %; 1984/85: 4.8 %) as the *technical-vocational lyceums have grown* (1980/81: 16.9 %; 1984/85: 20.8 %). Evidently, the small proportion of general subjects (20 %) compared to practical and theoretical vocational subjects is not considered sufficiently attractive by a Greek public that still sets great store by a general education. In addition, these schools 'only' provide training for a practical vocational activity. The overall trend probably explains why the Greek government recently decided to facilitate transfers to a technical vocational lyceum. Pupils graduating from technical vocational schools may *enrol for the second year of these lyceums without taking an examination*.

The technical vocational schools provide training in 32 predominantly technical craft occupations (exceptions: office work, the tourist industry, domestic science) in *14 occupational fields* (e. g. electrical engineering, crafts, construction).

Rival lyceums — a struggle for equality

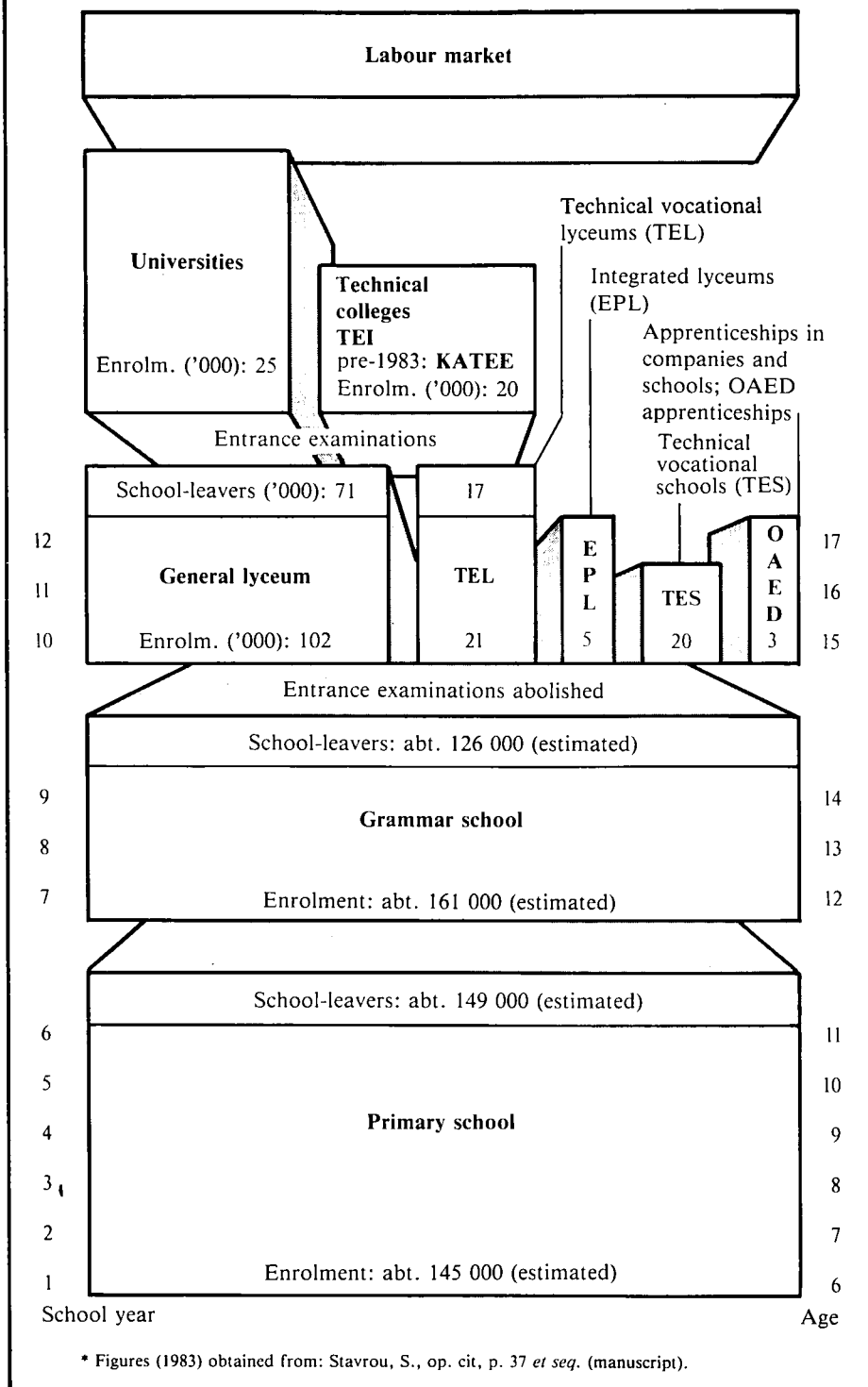
Probably the most surprising development in recent years has been that of the technical vocational lyceums (TEL). Within ten years of inception they have been able to attract over a fifth of all lyceum pupils. A number of educational policy decisions in the last five years have helped the TEL:

■ *With the abolition of examinations* for pupils wanting to transfer from grammar schools to lyceums the TEL are seen less as 'second-choice lyceums'. Since 1980 there has been little change in the dominance of the general lyceums, which account for about 75 % of all pupils at secondary level.

■ The improvement in horizontal mobility between lyceums and the increased availability of post-lyceum courses has made it *easier* for TEL pupils to *gain access to universities*.

Given these opportunities, the education offered by the TEL has become more attractive:

Structure of the Greek education system*



■ They provide a wide-ranging *basic vocational training* (elementary theory; *no final vocational certificate*). The technical lyceums offer courses in mechanical engineering, electrical engineering, construction, chemistry/metallurgy, spinning/

weaving, applied art and information technology.

The vocational lyceums provide training in economics and administration, agriculture, social services and merchant shipping.

■ To gain *admission to a technical college* (TEI, formerly KATEE), the applicant must have a lyceum-leaving certificate *and* pass the entrance examination. The number of places is fixed each year.

The fact that they open the way to the third level of the education system is undoubtedly seen by many Greeks as the crucial advantage of the TEL over the technical vocational schools, and the price paid — an extra year at school — does not seem too high.

Despite the very favourable evolution of the TEL, the Greek government does not seem to have been satisfied with the trend towards the acceptance of general education and vocational training as equals. In 1984 it created a new, third type the *integrated lyceum (EPL)*, a comprehensive upper secondary school with an integrated curriculum of general education and vocational training. What is interesting about this concept is that it also includes practical vocational training, which the technical vocational lyceums have not so far managed. Among other things, it is hoped that the integrated lyceum will help to overcome the prejudices rooted in tradition that classify practical manual work as inferior*.

The integrated lyceum course, which similarly lasts three years, covers a wide range of compulsory subjects (the standard lyceum curriculum plus *technology/production and elementary economics*), compulsory optional subjects (e. g. agriculture, biotechnology, law) and optional subjects (e. g. a second foreign language, art). As the pupil progresses from the first to the third year, he spends less time on the general subjects and more time on his special subjects. The aim is thus that pupils should also be able to gain access to universities on the basis of their knowledge of vocational subjects.

In principle, the *integrated lyceum paves the way to the same forms of further education and training* as the other lyceums. The Education Ministry describes the most important objectives of this type of school as follows**:

- The integrated lyceum is intended to be
 - a democratic school, i. e. anti-authoritarian;
 - an open school, i. e. related to life and the social environment;

* STAVROU, S., op. cit., p. 32.

** Ministry of Education and Religion (ed.): The integrated lyceums, Athens, 1984, p. 4.

■ a dynamic school, with the strength to develop new areas of study, to introduce new subjects and to evolve activities which meet society's needs and the pupils' educational requirements'.

In 1984/85 14 integrated lyceums opened their doors to just under 4 500 pupils. It remains to be seen whether this new type of school continues to erode the dominant position of the traditional general grammar school and whether the vocational training it provides is able to improve the prospects of school-leavers in the labour market.

□ **A long overdue reform — the OAED's apprenticeship scheme**

There has been an apprenticeship scheme in Greece since 1950, but it has never enjoyed the same reputation or achieved the same significance in the labour market as the training of apprentices in the German-speaking countries. Nor was this likely in view of the quality of the training and the conditions under which it was provided: in addition to working the whole week, apprentices were required to attend a vocational school on four evenings for a total of 14 hours of instruction, undoubtedly a very great strain that was hardly conducive to learning. The Institute for Employment (OAED) is responsible for curricula and the 'apprenticeship centres' (vocational schools with training workshops).

In 1984/85 the Greek Government also reformed this not insignificant branch of the vocational training system, implementing a number of recommendations that had already been made in the OECD's 1980 report:

■ The whole of *the first year* of vocational training is to be spent at one of the OAED's apprenticeship centres.

■ From the beginning of the second year training is by the *alternance method*, three to four days being spent in the firm, one to two days at the vocational school.

■ The time spent in *practical training* steadily increases from the second year until the end of the three-year course; the last six months are entirely devoted to practical training.

■ Vocational school *instruction* is to be provided flexibly on one to two days a week or in an *uninterrupted session* lasting several months. Where the latter system is adopted, in-company training will similarly continue for several months without a break for school attendance.

■ The *training provided* will be initially concentrated on 23 training occupations,

for which there is evidently considerable demand: 13 occupations in the *metal-working and electrical engineering sectors* (e. g. machine tool operator, motor mechanic, electrical engineer), *commercial artists* and *technical draughtsmen*, 7 *craft occupations* (e. g. potter, gold/silversmith, building specialists) and *agricultural administrators*.

The OAED maintains 38 'apprenticeship centres' throughout the country, each having assigned to it a number of firms for practical training.

The intake of these centres consists of *grammar school leavers* between the ages of 16 and 19. The number of training places is decided annually after an analysis of regional labour markets. In the last few years it has varied between 2 500 and 3 500 a year.

Rising *youth unemployment* and the improvement in training conditions have suddenly made an apprenticeship far more attractive. *Demand* is said to have *exceeded supply tenfold* in some subject areas last year*.

As long as this imbalance between supply and demand continues, *weaknesses in the planning of supply* (geared to the current labour market situation) will hardly come to light. Trained apprentices find jobs easily because of the serious shortage of skilled labour that exists despite high youth unemployment. The point of introducing an *entrance qualification* (grammar school leaving certificate) for apprenticeship train-

* STAVROU, S., op. cit., p. 32.

ing must be questioned. It denies many late developers without school-leaving certification the opportunity of personal development and of finding an appropriate place in society through vocational learning.

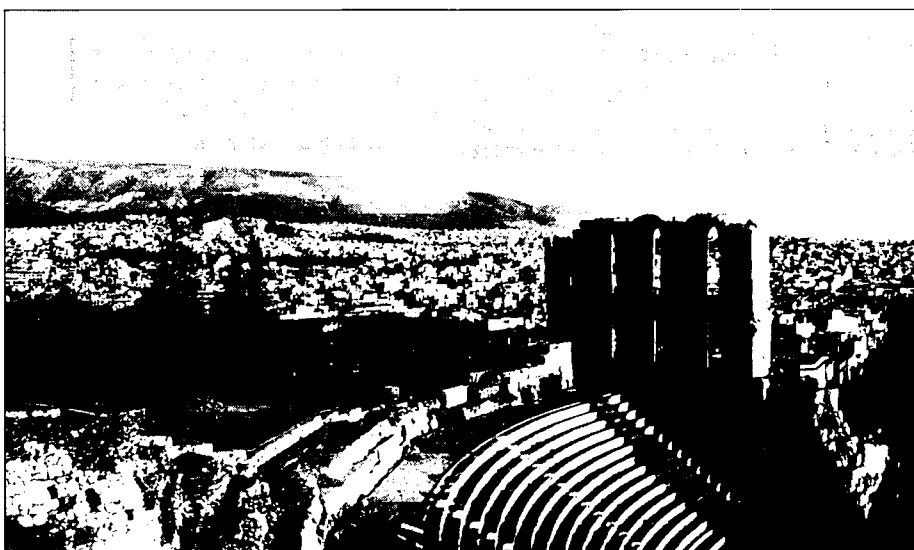
On the other hand, the possibility of enrolling in the second year of a technical vocational lyceum marks the formal end of what has hitherto been a *dead-end* for those who have completed an OAED apprenticeship. An entrance examination must, however, be passed, although this requirement is to be abolished once the OAED apprenticeship scheme has been reformed. At present, a three-year apprenticeship is not even considered equivalent to one year at a lyceum. The Greek reformers are obviously finding it as difficult to have *vocational training accepted as equivalent to general education* as their counterparts in other European countries, including the Federal Republic of Germany.

Also lacking is the *transparency* needed for the labour market — a need felt equally by employers and young people — of the *various occupational profiles* that can be acquired

- through an OAED apprenticeship,
- in the technical vocational school,
- in the technical vocational lyceum, and
- in the integrated lyceums.

□ **The tertiary sector and continuing vocational training — an area for future action**

The schools of engineering, KATEE, which were introduced in 1973 have been pro-



KINTSCHER

moted to the status of *technical colleges* (Institutes of Technological Education, *TEI*) under the reforms carried out in recent years (Law 1404/83) and expanded to cover the administrative and service sectors. Greece is thus undergoing a development

that has also taken place in other countries.

The general educational reform of the past 10 years and the conversion of the KATEE into TEI in particular have led to a sharp increase in the student population:

First-year students, 1981 – 85*					
Year	Applicants	Universities	KATEE/TEI	Others	Total
1981	74 922	14 747 (53.6 %)	9 715 (35.3 %)	3 068 (11.1 %)	27 529
1985	149 296	23 666 (45.3 %)	22 912 (43.8 %)	5 689 (10.9 %)	52 267

* STAVROU, S., op. cit., p. 32

The TEI would be well advised not to pay for their rise to something like university status with a widening gap between themselves and the world of industry and employment. It is a sobering thought, though true of many educational reforms, that the further removed courses of education become from practical learning, the higher their status rises.

Although a tremendous effort has resulted in the capacities of the tertiary sector almost doubling in the last five years, the proportion of *unsuccessful candidates* has remained virtually constant at *just under two-thirds*. The effect is well-known: when access to the various educational channels is facilitated, an enormous demand for courses of further education follows. Striking a reasonable balance between quantity and quality is likely to be one of the most serious problems facing the Greek reformers.

Greater attention is to be paid to *adult education* outside the tertiary sector in Greece in the future. The traditional schemes run by numerous private organizations and government institutions (the largest being the OAED) for the continuing vocational training of employees are to be made transparent, better coordinated, expanded and linked to continuing education schemes. A coordinating agency headed by a *secretary-general for adult education* has

been set up in the Education Ministry for this purpose*.

□ Advisory boards and educational research — stabilizers and motors of reform

The reform of the whole education system has also resulted in the establishment of numerous *advisory boards* for institutes of education — and vocational training — at local, regional and national level, the idea being to forge closer links between such institutes and society. The employers and trade unionists, parents, teachers and experts who sit on these boards say what they believe the aims of educational and vocational training schemes should be.

The current *secondary education research institute* (KEME) is being converted into a research and development institute for pedagogy, curricular development, educational technology and teacher training.

The head of the KEME expressed interest in *international cooperation* at the first meeting of the directors of European educational research institutes held by Cedefop in Berlin in May 1985. For Greece and the other Community countries such cooperation is likely to prove very beneficial to the further development of vocational training systems.

* Eurydice, Brussels (ed.): *The education system in Greece*, 1984, p. 24.

Vocational training in Greece — an emerging system

After years of paralysis in the 1970s, vocational training in Greece has developed briskly in the last ten years. The technical vocational lyceums (TEL), the technical colleges (TEI) and, more recently, the integrated lyceums (EPL) have made considerable progress towards overcoming the extremely dominant position of traditional general education, with the general lyceums and the universities as its bastions. *It is to be hoped that the reform of the OAED's apprenticeship scheme will have a wide-spread impact*: its great, but latent, potential is evident from the 10:1 ratio of unsuccessful to successful applicants. The restriction on university and technical college places is far less inflexible, as the 3:1 ratio shows. University and college places (about 90 000 at 14 universities and 30 000 at 12 TEI) easily outnumber the vocational training places available at present (some 65 000 at 279 TEL, 21 000 at 171 TES and 10 000 at 38 OAED apprenticeship centres)*.

* Eurydice, op. cit., Table 8.

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9. Stavros Stavrou, *Vocational training in Greece*, Cedefop (ed.), Berlin (to be published in March 1986).
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Spain



General structure

Geneviève Ohayon

The educational system in Spain today is governed by the 1970 General Education Act. Education is compulsory from the age of 6 to 16. The levels of education in the period of compulsory schooling are:

EGB 'Educación General Básica' Basic general education

Compulsory primary education is free of charge. It lasts for eight years, from the age of 6 to 13. Successful completion of primary education is attested by a diploma known as 'Graduado Escolar', which entitles pupils to move on to one of two courses: the general BUP or the vocational FP1 (see below). Pupils who do not obtain this diploma receive a 'Certificado Escolar' — a certificate of schooling — which gives them access to the FP1 course only.

BUP 'Bachillerato Unificado Polivalente' Polyvalent standard baccalaureate

Secondary education at this level is free of charge in the public sector. It lasts for three years, from 14 to 16 inclusive. The education is general, with a common core of subjects plus optional subjects and what are known as 'technical/vocational' activities.

Pupils who pass the baccalaureate can go on to upper secondary vocational education courses, known as FP2, or to COU (see notes on current experiments in the reform of secondary education).

COU 'Curso de Orientación Universitaria' University foundation course

Duration: 1 year (from 17 to 18). On this course, pupils prepare for university work, continue with their general education and work for an examination called 'selectividad' qualifying them for admission to *university faculties* of medicine, pharmacy, the fine arts, psychology, mathematics, law or economics, or to *technical colleges* where they will study subjects such as architecture, agronomy and mining engineering. This examination is not required for admission to the *university colleges* that train young people for careers in teaching, nursing, agricultural engineering, computer technology, etc.

Note: the 'regulated' vocational education described here, 'formación profesional regulada', comes under the Ministry of Education and Science (see diagram of the Spanish educational system). It differs from vocational training, known as 'formación ocupacional', which comes under the Ministry of Labour and Social Security and its National Institute for Employment, INEM.

FP1 'Formación Profesional de Primer Grado'

Lower-level vocational education

This lasts for two years, from 14 to 16.

It is compulsory and free of charge. It is provided for pupils not wishing to take the baccalaureate course (BUP) and those who have not obtained the diploma of primary education and are therefore not entitled to take that course.

It provides education in three fields:

- general education,
- science applied to the chosen vocational sector,
- specific technical theory and practice.

The FP1 course leads to an 'auxiliary technician's diploma' (Técnico Auxiliar). With this diploma, a pupil can:

- enrol on a BUP course by having some of his or her subjects 'validated';
- go on to FP2 for more specialized vocational education.

FP2 'Formación Profesional de Régimen General'

General system of vocational education

This course lasts for two years, after a special preparatory course.

FP2 'Formación Profesional de Régimen de Enseñanzas Especializadas'

Specialist system of vocational education

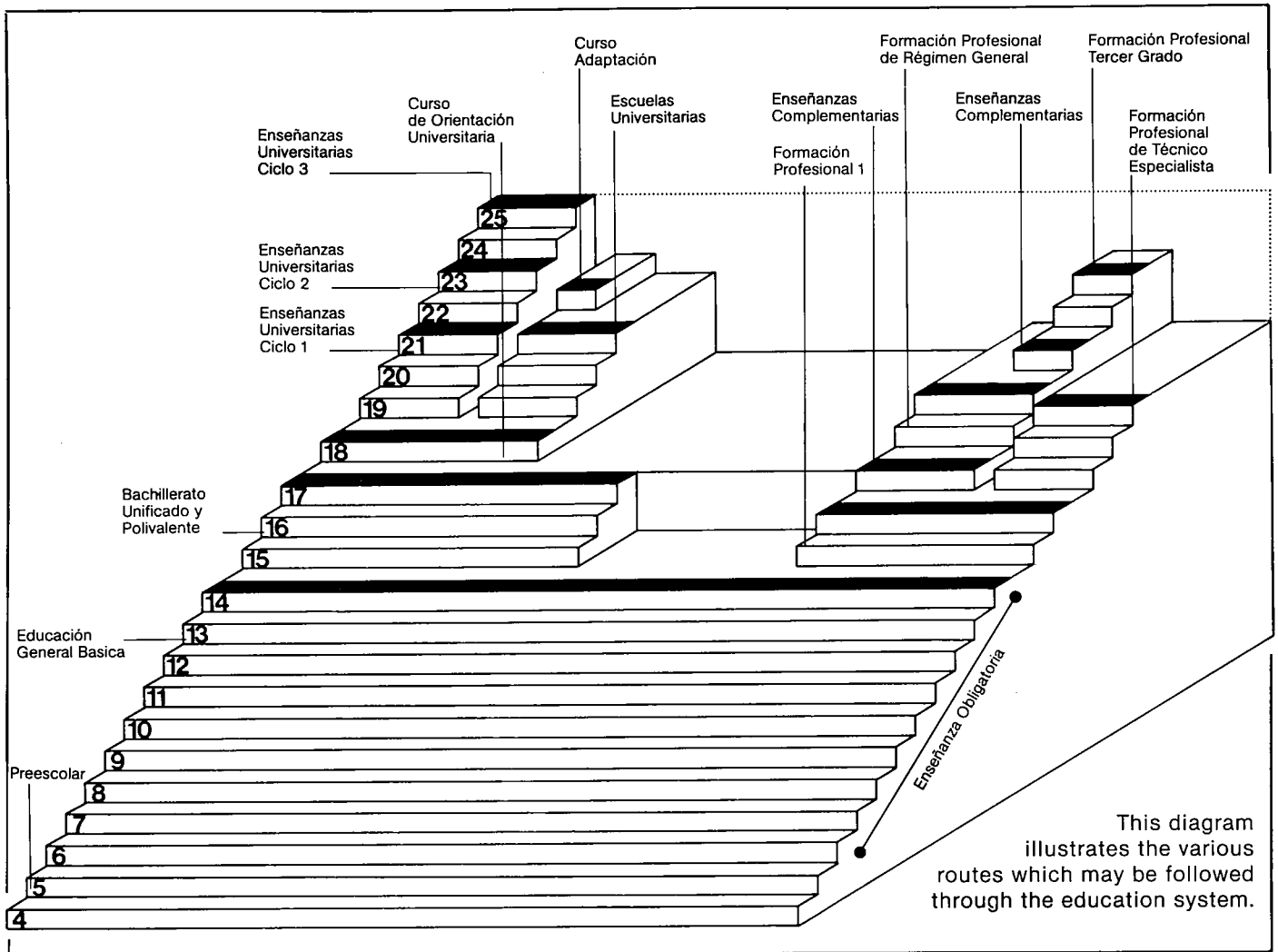
This is a three-year course providing:

- business subjects,

Spain

Population	37,6 m	Industrial production (1983 = 100)	116
Population density	75/km ²	Growth rate in GNP	2,5 %
Unemployment in 1985 (estimated)	19,9 %		

Source: OECD, Commission of the European Communities.



RUDOLF J. SCHMITT, Berlin

- an introduction to technology and practical work,
- additional specialist subjects.

The FP2 course leads to a diploma as a *specialist technician* (Técnico Especialista), which entitles the holder to enrol on:

- the COU course, with a view to pursuing university studies (by entrance examination),
- university colleges in the branch in which the FP course specializes.

The law provides for a third and higher level of vocational education, but it has never in fact been brought into existence.

Notes on the reform of secondary education

(in the upper cycle, from 16 to 19). A reform is to be introduced in academic year 1985-86 on an experimental basis: there are to be six Baccalaureates, or branches of education,

the aim being to 'combine education, polyvalence and specialization for a more flexible education that is more consistent with socio-economic realities'. Young people not going on to university may round off their education by taking a series of vocational training modules, each lasting one year, entitling them to a diploma equivalent to that offered by FP2.

Pupils not completing their secondary education may later take adult training modules lasting from six months to a year.

Continuing education for adults (EPA)

Under the 1970 General Education Act, adults may pursue their basic general education or vocational education in order to refresh or add to their educational attainments.

Primary, secondary and university education is now available to adults studying by correspondence (Centro Nacional de Educación Básica a Distancia, CENEBA; and Instituto Nacional de Bachillerato a Distancia, UNED).

The Education Ministry's General Department for the Advancement of Education coordinates continuing education for adults, which is rapidly expanding. The Ministry of Culture cooperates with this effort through the social centres set up by its Sub-Directorate General for the Promotion of Culture and its Directorate General for Youth. The Department of Social Advancement is more specifically concerned with the elderly and with centres for women.

The Ministry of Agriculture and Fisheries is engaged on adult education programmes in disadvantaged areas ('Mejora Agraria', 'Mejora Rural y Familiar').

The Ministry of Employment and Social Security is implementing a continuing vocational training policy known as 'Formación Profesional Ocupacional' through its National Institute for Employment, INEM, founded in 1978. In 1983, INEM published a plan for reorganizing vocational training in Spain based on the criteria of *decentralization, regionalization and participation*. This was a forerunner of current vocational training policy guidelines, especially as they are conceived in the National Plan for Occupational Training and Integration that came into effect in September 1985 (described below).

The Situation in 1985-86

An *Economic and Social Agreement, 1985-86 (AES)* was signed in Madrid on 9 October 1984 by the Government, the Confederación Española de Organizaciones Empresariales (Spanish Confederation of Employers' Associations — CEOE), which claims a membership of 1 300 000 providing 75 % of the total number of jobs, the Confederación Española de la Pequeña y Mediana Empresa (Spanish Confederation of Small and Medium-Sized Enterprise — CEPYME) and the Socialist Unión General de Trabajadores (General Workers' Union — UGT).

Since it embodies a consensus of both sides of industry as well as the government, this Agreement should help to revitalize the Spanish economy and create new jobs, a vital priority at a time when over 20 % of the working population is unemployed.

To encourage employers to take on young people, Article 15, Chapter VI, of the Agreement is designed to promote training contracts as well as contracts under which an employer provides practical experience (new standard contracts approved by Parliament on 2 August 1984 — Law 32/84).

In Article 16 of Chapter VI, entitled 'Vocational training', the signatories propose urgent measures that would adapt the vocational training system to meet the real needs of the labour market and would expand continuing training. They call for a '*General Council for Vocational Training*' to help achieve this aim, a proposal that was debated in Parliament in November 1985. A tripartite body (with representatives of the government, unions and employers), the Council would be responsible for coordinating the work of individual national and

regional authorities and public and private sector institutions. The chair would be held alternately by an appointee of the Ministry of Education and Science and the Ministry of Labour and Social Security. Intended to be an agency advising the government on matters of vocational training, the Council would help to implement and monitor the *national occupational training and integration plan*, the basis for which was approved by the Council of Ministers in its decree of 31 July 1985. That decree described the proposed vocational training programmes in more detail: they are to be given by training centres in conjunction

with the National Institute for Employment (INEM).

Under this ambitious plan, by the end of 1986 400 000 people will have undergone training, compared with only 70 000 people in 1984. *This means that the volume of continuing education will have to be multiplied by 100.*

INEM's Director-General has called on all public and private sector agencies capable of providing continuing education courses to register as such with INEM (*Official Gazette* of 20 August 1985).

Address list

GOVERNMENT INSTITUTIONS

MINISTERIO DE EDUCACIÓN Y CIENCIA
(Ministry of Education and Science)

Subdirección General de Formación Profesional for all information on basic vocational training

Dirección General de Promoción Educativa, EPA for information on continuing education for adults
C. Alcalá, 34
28014 Madrid
Tel.: 232 13 00 and 231 31 07

MINISTERIO DE TRABAJO Y SEGURIDAD SOCIAL
(Ministry of Labour and Social Security)

Dirección General de Empleo, Subdirección General de Formación Profesional y Ocupacional Nuevos Ministerios, Paseo de la Castellana, s/n
28003 Madrid
Tel.: 253 60 00, and 233 79 93

Instituto Nacional de Empleo, INEM
National Institute for Employment
C. Condesa de Venadito, 9
28003 Madrid
Tel.: 408 24 27

For information on continuing training

Subdirección General de Estudios de Empleo y Mercado del Trabajo
Pío Baroja, 6
28009 Madrid
Tel.: 409 44 99
For information on employment and the labour market

MINISTERIO DE CULTURA
(Ministry of Culture)

Subdirección General de Animación Cultural
Dirección General de la Juventud
Paseo de la Castellana, 109
28016 Madrid
Tel.: 455 26 00, 455 50 00 (ext. 2191)
For adult education schemes and social advancement programmes.

Confederación Española de la Pequeña y Mediana Empresa, CEPYME
Spanish Confederation of Small and Medium-Sized Enterprises

Gran Vía, 2
28013 Madrid
Tel.: 221 83 95

TRADE UNION ASSOCIATIONS
Unión General de Trabajadores, UGT
General Workers' Union
Secretaría de Formación

C. San Bernardo, 20
28008 Madrid
Tel.: 252 71 00

(founder member of the Confédération européenne des syndicats, CES)

Comisiones Obreras CC.OO.

C. Fernández de la Hoz, 12
28007 Madrid
(not member of ETUC)

CENTRES COOPERATING WITH THE INSTITUTO NACIONAL DE EMPLEO (non-exhaustive list)

Fondo de Promoción de Empleo
Fund for the Promotion of Employment
Glorieta Cuatro Caminos, 6
28020 Madrid
Tel.: 441 46 22

Non-profit-making association for the reintegration of workers made redundant by industrial redevelopment (vocational training, support for the self-employed), it is decentralized and located throughout Spain. Its management is tripartite, with representatives of national and regional government, employers and unions.

RESEARCH INSTITUTES

Fundación IESA — Investigaciones Económicas Sociales Aplicadas
C. Ríos Rosas, 19 8B
28003 Madrid
Tel.: 441 06 78

The IESA Foundation is an institute of applied research on economic and social matters, co-funded by the Friedrich Ebert Foundation, the Volkswagen Foundation, UGT, PSCE and — depending on the subjects of research — various government institutions.

Centro de Investigaciones Sociológicas, CIS
Sociological Research Centre
C. Pedro Teixeira, 8, 4°,
28020 Madrid
Tel.: 456 12 61

Journals:

Inforem: monthly publication of the National Institute for Employment (INEM).

Coyuntura laboral: monthly publication of the Ministry of Employment and Social Security.

La Revista: bimonthly publication of the Fund for the Promotion of Employment (FPE) (No 1, September/October 1985).

Note: A full bibliography of official publications on

- (i) *vocational training* is maintained by the Ministry of Education and Science's publications department, and
- (ii) *continuing training* is maintained by the Ministry of Employment and Social Security, which brings out INEM publications (some of these documents are available in French or English).

This massive effort to expand continuing training in every field, but more specifically wherever a demand for it exists on the labour market (new technologies, new products or services) will be partly subsidized by the European Social Fund (from 1 January 1986). *Training is entirely free of*

charge to those attending continuing vocational training courses.

In November 1985, at the time of setting up the national occupational training and integration plan, the facilities for monitoring and implementing schemes had not yet been developed and it was too early to assess the

results of this wide-ranging plan, based mainly on the efforts and initiative of local training ventures in the private and public sectors*.

* For a practical example, see Fondo de Promoción de Empleo (Fund for the Promotion of Employment — FPE) in the address list.



Statement by Mr Joaquin Almunia Amann

Minister for Labour and Social Security

The increasingly urgent need to provide the country's workforce with the skills currently in demand on the labour market has led the government to institute a new approach to vocational training.

The Social and Economic Accord for 1985-86 between the government, the employers' associations (CEOE and CEPYME) and the unions represented in the General Union of Workers (UGT) lays down as priorities for the strengthening of vocational training

- more extensive research into the labour market,
- the involvement of workers' and employers' representatives in the planning and implementation of vocational training,

■ the coordination of public and private sector efforts in this area, and

■ the integration of vocational training with employment programmes.

The Ministry of Labour and Social Security is accordingly taking steps to strengthen vocational training, approaching it in new directions as regards both content and management, with a view to meeting a twofold challenge:

- the reform and improvement of our training systems, incorporating into them courses on new technologies, essential if we are to meet the challenge posed by the innovations taking place in both production and management;
- the urgent needs of those groups which experience particular difficulties in finding

employment, such as young people, the long-term unemployed, workers in rural areas and the employees of firms undergoing restructuring.

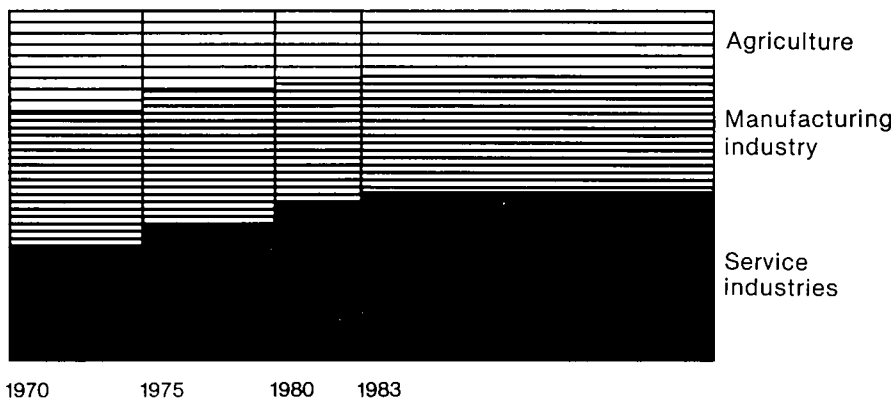
On 30 April 1985 the Cabinet approved the foundations of the national plan for training and employment, the purpose of which is to bring vocational training into the framework of employment policy and thus give effect to the agreement reached between the government and employers' and union organizations in the Economic and Social Accord.

This is an appropriate time for the formulation of the national plan, since it has to serve a double purpose:

- as a pilot and forerunner for the national programme of vocational training to be drawn up by the General Council on Vocational Training. The establishment of this Council, which will include equal numbers of representatives of the government and the main employers' and union organizations, is currently at the legislative stage. Council and programme represent the implementation of the agreement reached as part of the Social and Economic Accord;
- as a framework for the proposals which Spain will put to the European Social Fund with a view to obtaining the grants which the Fund provides to fund vocational training activities.

The national plan for training and employment is intended both to ensure a close match between the skills of the workforce

**Employed persons by economic sector in % -
Development from 1970-83**



DESIGN: RUDOLF J. SCHMITT, BERLIN

and the new needs of industry and to increase the numbers of young people obtaining employment — particularly those who have received least education.

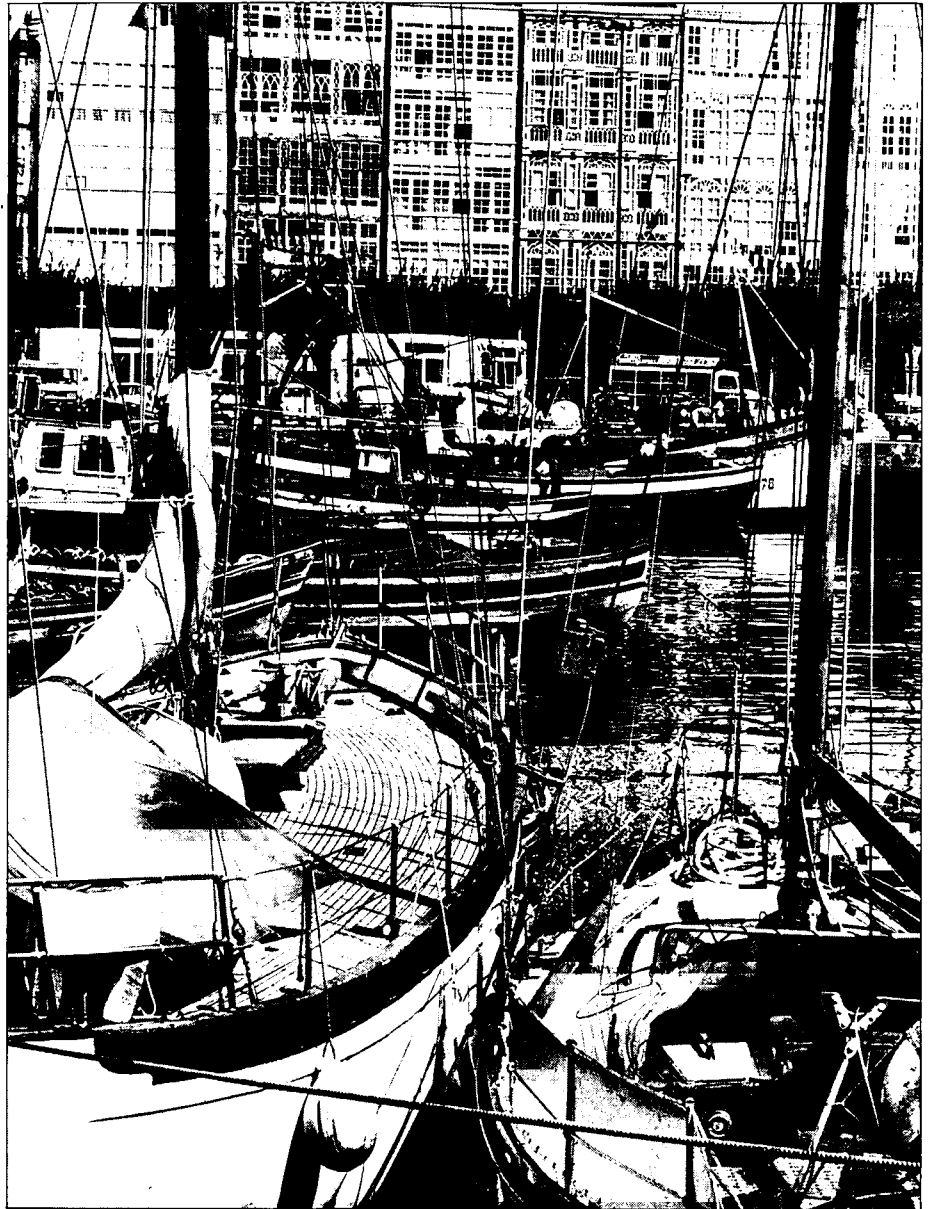
The structure of the national plan — it covers four major areas — is a function of its objectives and the groups it seeks to help. The four areas covered are:

- vocational training for young people and the long-term unemployed,
- finding employment for young people seeking their first job,
- supplementing young people's education and providing alternance training,
- extending vocational training facilities over the whole country with a view to assisting retraining/redeployment in rural areas and in sectors and firms undergoing restructuring.

The plan makes provision for:

- the employment on work experience schemes of 50 000 people, of whom 30 000 will be young people aged 25-30 seeking their first job and the remainder young people who have completed second-grade vocational training;
- some 400 000 workers entering training courses over the next 12 months, of whom 350 000 will receive their training in firms or centres run by (or collaborating with) the National Institute of Employment (INEM) and 50 000 will be second-grade vocational training students whose practical training will be provided on employers' premises or young people supplementing their basic education.

On the quantitative side the plan aims at a considerable increase in the number of vocational training places (from the 67 965 students currently being trained by INEM and the collaborating centres to 400 000), while on the qualitative side the subjects and skills to be taught will be selected with great care and course content will be of a high standard.



The increase in costs entailed by the expansion of training opportunities should also be noted: in the course of 1985 the total cost of the plan will reach 37 518 million pesetas,

divided between grants and allowances payable to firms, collaborating centres or the students or workers themselves.

J. Vaz



Questions to Mr Nicolás Redondo

Secretary-General of the Spanish
General Workers Union (UGT)

Skilled workers have an important part to play in ensuring firms' competitiveness and the modernization of the Spanish economy. The role of vocational training in this context is vital. What is your organization's position in this area?

Spain's current economic situation — characterized by a high rate of unemployment, particularly among the young, a low rate of economic growth and uncertainty as to future levels and patterns of employment — requires that policies be formulated and applied which go beyond the strictly economic and are complemented by innovative measures in the social and educational field aimed among other things at strengthening the contribution made by the education and training of the workforce to economic activity, technological progress, business competitiveness, a balanced labour market and the resolution of social inequalities. Accordingly our organization seeks to play a substantial and continuing role in the formulation of policies for vocational training in all its forms as developed by the State, to promote the training of workers within our own union structure and to work for the introduction of the right to continuing training in collective bargaining.

What is your organization's position on the problems posed, as regards both training and employment, by the widespread introduction of new technologies entailing new forms of organization at work? Have you adopted a standpoint on the issue of the involvement of workers in the organization

of work within firms? What is your attitude regarding training problems in this context?

Technological innovations, which in the past have been a powerful factor in promoting economic growth, now display new features such as the widening of their impact, the difficulty of controlling the processes of development of new technologies, the rapid destruction of some jobs and the creation of others, changes in job content and in the division of labour, the simplification of certain tasks and so on. All these phenomena have obvious consequences for the pattern of industrial relations and interact with problems of employment, the organization and conditions of work and training. In this complex system of interactions vocational education and training are a crucial factor.

Our organization believes that the introduction of new technologies into industry should take place on the basis of agreements with representatives of the workforce and should be accompanied by the improvement of working conditions and a fair, effective and rational organization of the work process.

The familiar problems regarding the welfare and skills of employees which arise as a result of the use of new technologies in both manufacturing and service industries are receiving our full attention and we are responding to them through research, conferences and publications (such as the technical guide to working with visual display

units published by UGT in 1985) and the development of training programmes for workers in the sectors directly affected. Various training programmes have been developed by the different industry federations and area unions with the help of grants from the solidarity fund established under the Economic and Social Accord between the government, UGT and the employers' organization CEOE.

We are also calling on the relevant State institutions to update the vocational content of training programmes relating to those occupations which have evolved rapidly in recent years as a result of technical progress.

What are the priority sectors for Spain's economic development? Have you already taken steps to promote the acquisition of the skills appropriate to these sectors?

Spain has a diversified economy which needs to be expanded across the board, though particular emphasis must be placed on innovative measures which allow and encourage experiments in personal enterprise and promote self-employment, the establishment of small businesses producing original products and so on. We believe therefore that the list of priority sectors should not be one-sided but should take account of the anxieties, initiatives and capacities of the people. By way of illustration we would suggest the following: the farming and food industry; tourism; farm machinery; intensive farming and hydro-

ponics; industrial design; construction and public works; chemicals and the processing of new materials; business management; alternative energy sources, solar energy, energy conservation and storage, bioenergy; craft industries; quality control; electronics and computers; communications; pneumatic and hydraulic machinery; industrial refrigeration and air conditioning.

How can training in industry be promoted, not only in large firms but also and more especially in the small and medium-sized enterprises which are characteristic of Spain's economic landscape and where trade unions have traditionally not been strongly represented?

In our view the right approach to the development of training policies and activities within firms is through agreement between employers and workers. Through such agreement legal force can be given to the right of workers to continuing training which both enhances the skills and raises the vocational level of employees and increases firms' productivity and competitiveness.

What is your organization doing to encourage its members to participate in continuing training (paid training leave, recognition of qualifications obtained, etc.)?

In collective bargaining with employers we are pressing for the recognition of the right to continuing training and hence to paid training leave on a regular basis. Our aim is to obtain immediately and *as a minimum* the application of ILO Conventions 140-142 and Resolutions 148-150, to which Spain is a signatory but to which no real effect has been given.

With regard to the recognition of certificates and diplomas, account is commonly taken only of academic qualifications and not of vocational qualifications issued by the National Institute of Employment (INEM) and other bodies, which are thus

systematically undervalued. There is a need for wider social recognition of vocational qualifications which we believe will follow from the high standards which this type of training will be seen to achieve in the future.

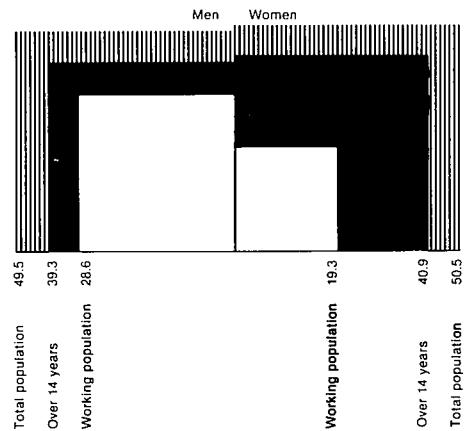
Spain's membership of the European Economic Community will lead to the expansion of some sectors while at the same time jeopardizing the competitiveness of others. What is your organization's view of retraining/redeployment measures? Are joint conventions envisaged for this?

This is a process which we began recently and which we believe must be extended and developed so that all workers and firms can undertake the advanced training, updating and retraining required for survival, adaptation and growth.

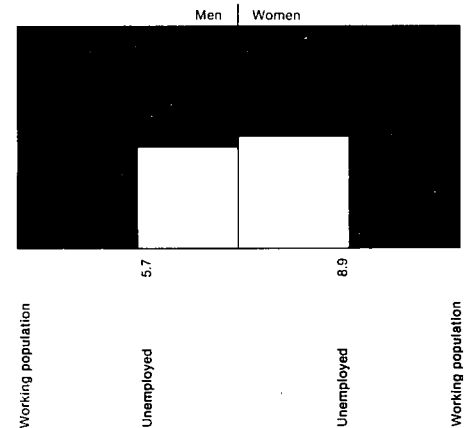
Dialogue with trade unions in other Member States provides a channel for the exchange of experiences and ideas. What is your view? What do you hope to get from them?

In an age of complexity there are great obstacles to the transfer or extrapolation of experiences from one country to another because of the wide differences which separate their respective realities. Nevertheless, given that Spain only recently started out on the path of democracy, modernization and integration into the international community, we would hope to strengthen links and to familiarize ourselves on the spot with the approaches which have brought solutions in neighbouring countries. We hope to establish an ongoing dialogue and to observe different situations at first hand, giving our support and collaboration to all initiatives designed to reduce inequalities and to provide workers with appropriate instruments for improving the quality of their lives and of their contribution to democratic society.

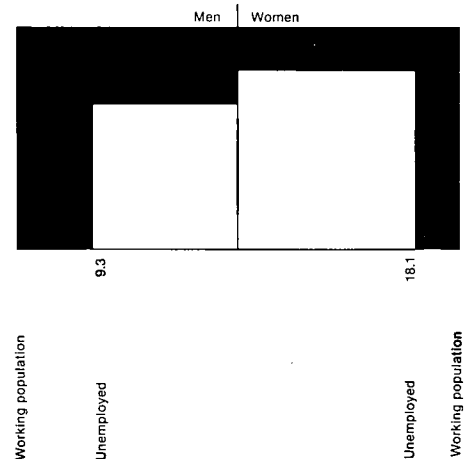
Total population subdivided into men and women with the proportion for each of those over 14 years as well as the total working population.



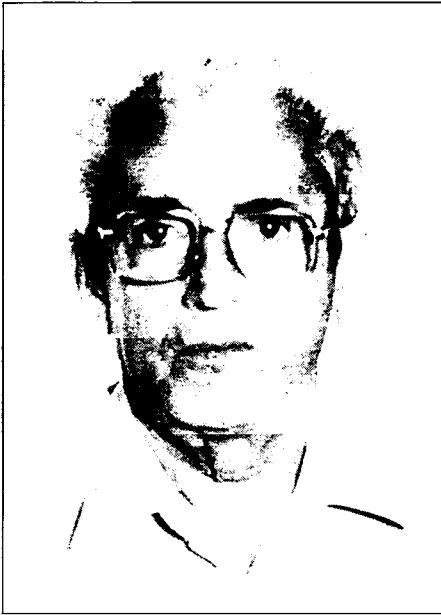
Proportion of male and female unemployed to the male and female working population



Proportion of the unemployed to the male and female working population up to 24 years



RUDOLF J. SCHMITT, Berlin



Questions to Mr Marcelino Camacho

**Secretary-General
of the Confederation
of Workers' Committees (CSCO)**

Skilled workers have an important part to play in ensuring firms' competitiveness and the modernization of the Spanish economy. The role of vocational training in this context is vital. What is your organization's position in this area?

It is quite clear that in a country such as Spain, with three million unemployed, a process of restructuring underway and a low level of vocational training as compared with any other in the Western World, vocational training has a crucial role to play. In this context the development of any vocational training plan at the national level cannot be the work solely of the government but must involve the active participation of workers' and employers' representatives. The right approach to meeting the training needs of Spain's working class must therefore take account of the following:

- Sectoral requirements should be determined at a decentralized level, with all three interested parties — government, unions and employers — playing an active part in each autonomous community.

- These requirements should be brought together and overall and regional priorities determined, bearing in mind always the overall picture and the aim of generating employment and of maintaining the jobs affected by the continuous processes of industrial change.

- Any training plan must take account of the fact that in Spain 50% of registered unemployment (itself a figure which underestimates the reality) is youth unemploy-

ment. It is therefore necessary to design job training programmes within a modular structure such that all courses fit together and which is capable of meeting the occupational requirements which technological change is introducing into the world of work.

However, these requirements have been ignored by the present government, since a national training plan has just been approved whose preparation has not involved the participation of any representatives of workers or employers; the result of this is that it will be impossible to derive full benefit from the almost 30 000 million pesetas set aside for this plan owing to the improvisation and speed of its preparation and the unreality of its vocational content.

Overall, improvisation has been the dominant feature. Not only was there no discussion with representative organizations, the preparations for the launch of the plan did not cover such elementary matters as:

- the material and physical resources needed for implementation;

- the need to take real account in the content of training programmes of the reality of technological change;

- standard action requirements;

- plans for the training and retraining of the civil servants who will have the job of putting the plan into action.

What is your organization's position on the problems posed, as regards both training

and employment, by the widespread introduction of new technologies entailing new forms of organization at work? Have you adopted a standpoint on the issue of the involvement of workers in the organization of work within firms? What is your attitude regarding training problems in this context?

This organization maintains an open and optimistic stance as regards technical development, even though its effects depend substantially on the national policies which are put into effect and on the concrete form in which new technologies are introduced into individual firms and the national economy in general. It must be borne in mind that in the capitalist world the generation of technical advances is a function of the profits they are expected to produce for the owners of the means of production, and this determines the types of technology and their design and production. In the area of social welfare the level of technological endeavour is accordingly relatively low.

In general the indications are that the use of new technologies is tending to eliminate jobs at the operative and clerical level, with a clear shift in employment towards skilled workers and technicians. In our view it is therefore necessary to negotiate the rate of introduction of technology and to put into effect complementary measures cutting the working day and improving the situation of the unemployed. This organization urges the need to reach agreements between employers and workers on lines already current in other countries.

What are the priority sectors for Spain's economic development? Have you already taken steps to promote the acquisition of the skills appropriate to these sectors?

It is not enough simply to list the 'sectors with a future': action must also be taken to alleviate the serious dependence of our economy on strategic products which we need to import on a permanent basis (such as technology, capital goods and animal feed), strengthening those sectors in which we enjoy a comparative advantage thanks to our natural resources or to the characteristics of our economic structure. In the selection of sectors with a future we must move on from simple enumeration to the development of active policies for their promotion. The selection must be based on a thorough study of our economic situation. The designation as priority sectors, with a future, of such industries as arms manufacture and microelectronics implies an assumption that we are in a position to compete in sectors which are characterized by advanced technology and sophisticated technological development and which are controlled almost exclusively by the major military powers and multinationals.

To avoid this problem we propose the establishment of a progressive and democratic planning process capable of bringing together all efforts in the technological field in those sectors of basic social importance and the development of 'grass roots' technologies — those whose principles are familiar and in which this country can achieve progress on its own account and without increasing its dependence on the multinationals. This should not be taken to mean that we reject new technologies: on the contrary, what we advocate is a realistic view of the problem, with Spanish society

making a major endeavour to assimilate the technology of the industrialized countries.

In this whole process the active involvement of the public sector is vital, both in channelling and guiding productive investment and in coordinating the training of the workforce at the national level. Regrettably, the government is not treating these issues with the seriousness and commitment that the situation demands — as witness the fact that more than a year has elapsed since the government undertook to set up the General Council on Vocational Training with representatives of all relevant organizations.

How can training in industry be promoted, not only in large firms but also and more especially in the small and medium-sized enterprises which are characteristic of Spain's economic landscape and where trade unions have traditionally not been strongly represented?

At the level of both the firm and the sector this organization urges the need for technology agreements between employers and unions covering:

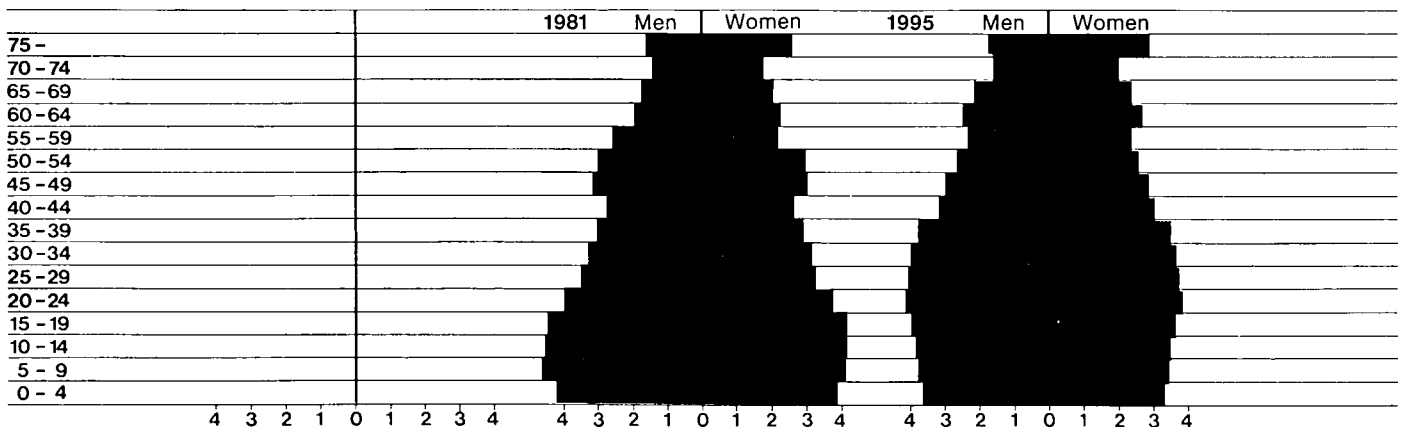
- the provision of sufficient information, in good time, on the new equipment to be introduced;
- the guarantee that no dismissals will result;
- the shortening of the working day;
- the negotiated retraining/redeployment of workers and new structures for the organization and distribution of work;
- the training plans needed to enable existing employees to work with the new technologies;

- the non-utilization of the information for control or other non-labour purposes;
- the application of the economic benefits obtained to the enhancement of productivity.

What is your organization doing to encourage its members to participate in continuing training (paid training leave, recognition of qualifications obtained, etc.)?

This organization regards continuing training as a synonym for adult education in a broad sense, defined as the totality of organized processes of education, whatever the content, level or method, whether formal or non-formal, and whether they extend or replace initial education given in schools or universities or in the form of occupational apprenticeships, thanks to which persons regarded as adults by the society to which they belong can develop their aptitudes, enrich their knowledge, improve their technical or professional skills or give them a new direction and develop their attitudes and behaviour with the twofold objective of an integrated enrichment of the individual and an involvement in a balanced and independent social, economic and cultural development (Unesco, Nairobi, 1976).

This definition, which goes beyond the merely compensatory notion of adult education, is acceptable to this organization, albeit for a class union such as ours the last part takes on very great significance: we would not only insist on being involved in any process of social, cultural and economic development but would want to see the workers themselves taking a leading rôle in promoting a structural change in the processes of development concerned.



Age profile for the year 1981 and a projection to the year 1995 (All over 75 are brought together into one group)

Starting from this principle, this organization devotes its efforts to the initial training of its officers through non-formal education, i. e. without official recognition of academic titles, diplomas or degrees.

In collaboration with government institutions a process of vocational and job-related training has been initiated in certain occupational categories (federations). Given that this development is very recent and incomplete it is not yet possible to comment on it, particularly in the absence of any practical assessment of its results.

Another area in which we are active is the possible inclusion of a training experiment of a trade union nature in project No 9 of the Council of Europe on Adult Education and Community Development.

Finally, it should be noted that any educational or training project requires an adequate infrastructure and adequate resources if high quality is to be achieved. The government's persistent delays in handing over the wealth that has been accumulated means that it is extremely difficult to develop training plans in the absence of such resources.

Spain's membership of the European Economic Community will lead to the expansion of some sectors while at the same time

jeopardizing the competitiveness of others. What is your organization's view of retraining/redeployment measures? Are joint conventions envisaged for this?

In the view of this organization membership of the EEC is going to require transformations on a scale such that only the collaboration of all social and political forces, in the development of the necessary agreements, will allow a satisfactory remedy to be found for the adverse effects which will be felt in certain sectors. We believe that the right framework for this process of collaboration is the Economic and Social Planning Council for which the Constitution provides.

Dialogue with trade unions in other Member States provides a channel for the exchange of experiences and ideas. What is your view? What do you hope to get from them?

We enjoy relations of friendship and solidarity — manifested in the form of visits, generally reciprocal — with virtually all trade union organizations in the Member States of the European Community. We attend their congresses and they ours. The relations extend to sector federations and in some cases to regional organizations. Such meetings, the International Labour Conference, other international forums and meet-

ings between unions representing employees of the same multinational firm are the occasion for inter-union dialogue and the exchange of experiences. Relations are also maintained through the exchange of documentary material.

We believe that the enlargement of the European Community and our consequent involvement in its consultative institutions strengthens the unity of the trade-union movement and opens up new channels of communication which intensify inter-union dialogue and other contacts and foster the development of bilateral and multilateral links, thus promoting proposals and initiatives from the union group both within the Community and outside, especially in respect of the Third World.

We hope that inter-union relations will be marked by increasingly close and practical cooperation for the purpose of working towards a Europe of the peoples and of the workers, a Europe independent of the military blocks, capable of affirming its national identity and of playing an active and decisive part in the creation of a new international economic order in which an increasingly plural and democratic European Confederation of Trade Unions can accommodate all those seeking to participate in it and can constitute a solid social base.



Questions to Mr José María Cuevas Salvador

**President of the Spanish
Employers' Association**

The quality of the workforce has an important part to play in ensuring the competitiveness of firms and the modernization of Spanish industry. Please indicate what Spanish occupational associations have undertaken in the area of modernization and how Spanish employers have met the challenge posed by new technologies?

Since its foundation the Spanish Confederation of Employers' Organizations (Confederación Española de Organizaciones Empresariales, CEOE) has always seen as one of its principal functions the promotion of a genuine policy for vocational training which takes full account of today's needs and is capable of meeting the requirements of the labour market and of responding to technological innovations. Concrete steps which the Confederation has taken have included the signature of a number of agreements with the Ministry of Labour and Social Security and the Ministry of Education and Science with a view to facilitating the entry of young people into the world of work through employment and training contracts and providing practical training on employers' premises for vocational training students.

While the systematic approach that we would wish to see has not yet been achieved, a survey was carried out in 1984 into the state of vocational training in Spain and the value placed by employers and employers' organizations on the training provided by the National Institute of Employment (INEM).

At local and regional level CEOE's member organizations have signed agreements similar to those referred to above and have conducted studies of the situation obtaining in major economic sectors.

CEOE supports policies to promote training and employment. The practical effect which is given to this support can be seen in the fact that the number of work experience and training contracts has risen from 28 434 in 1982 to 98 456 in the first eight months of 1985. We are confident that at the end of 1985 the outcome will be beneficial as regards youth unemployment, the rejuvenation of firms' labour forces and the provision of a more complete form of training such as will secure the increased efficiency and productivity of which Spanish industry stands in such need.

In short the use of contracts of this type, advocated for many years by CEOE, is expanding and achieving significant results, despite having had to overcome considerable resistance on the part of both government and unions. The arguments which employers have put forward and the evidence of the impact on employment of work experience and training contracts have now been recognized in legislation, with Article 11 of the Workers' Code being amended by Law 32/84, which in its turn is taken further on this point by Royal Decree No 1992 of 31 October 1984.

In addition, in the negotiations for the Economic and Social Accord signed in October 1984 CEOE urged that particular

attention be devoted to vocational training with a view to promoting employment and improving the situation on the labour market, and Article 16 of the Accord quite plainly states that one of the causes of Spain's labour market problems is the gap between vocational training programmes and the real needs of industry in the labour field.

In November 1985 CEOE organized the first National Congress of Employers at which one of the reports debated concerned vocational training. The general objectives and concrete measures proposed are summarized below.

General objectives

- The promotion of vocational training capable of satisfying employers' labour requirements in the short and medium term and the promotion of employment and labour mobility.
- The encouragement and support of management training.
- The promotion of the employment of young people.
- The modernization of training to meet the technological challenge.
- The provision of ongoing training by employers with the aim of increasing productivity and meeting the requirements of productivity in the Community context.

■ The consideration of employers' future strategy in this field, strengthening the role of private enterprise in education and vocational training.

Concrete measures

■ Gearing education policy as closely as possible to employment policy and to the requirements of the market and of technological innovation.

■ Establishing an overall view of vocational training, both within the educational system and on the job, and coordinating resources and administrative responsibilities through a national programme for vocational training developed with the active participation of the employers' organizations.

■ Monitoring and identifying training needs through systematic surveys, in collaboration with the employers' organizations, for the purpose of planning educational and training provision, with particular attention being devoted to the impact of, and prospects opened up by, the application of new technologies.

■ Instituting a plan for continuing management training and for the promotion of business skills particularly in the self-employment and craft sectors. The plans developed by the employers' associations can make an effective contribution to the recovery of employment in the craft sector if they receive the support and collaboration of the relevant public authorities.

■ Promoting employer-based training through training and work experience contracts as a way of allowing young people to enter the world of work.

■ Re-establishing apprenticeships, with an appropriate system of remuneration, notably in small businesses and those of a craft nature.

■ Reforming vocational training and retraining policies with a view to:

- rendering them less bureaucratic, more geared to reality, better planned and more suited to the needs of industry;

- covering new employment opportunities, principally for the young and in certain sectors (e.g. craft industries);

- promoting the mobility of labour;

- ensuring that the training activities of the various public authorities have as one of

their basic objectives the maintenance of the unity of the labour market, the achievement of coordination and the avoidance of duplicated expenditure — hence the need for a genuine national plan for vocational training with realistic objectives and sufficient funding to meet them;

- making real provision for the training of trainers.

■ Reforming the funding of vocational training in such a way as to encourage and reward employers' initiatives in this field.

■ Promoting training activities through firms and employers' organizations by means of collaboration agreements with the relevant public bodies and institutions.

■ Ensuring that Spanish resources in the area of vocational training and guidance are used to best effect and exploiting the opportunities brought by Spain's membership of the European Economic Community (European Social Fund, Cedefop etc.).

■ Extending training facilities to include the training of managers and businessmen. Both the adjustments following from our membership of the EEC and the need to promote business occupations require this.

■ Ensuring that industry benefits appropriately from activities of an educational nature. This requires that the right conditions are created for viability in the short, medium and long term.

It is essential that a start be made as soon as possible on the implementation of a national plan capable of putting an end to the serious problems which result among other things from the provisional nature of the official authorizations, from the policy of building training centres and the lack of technological innovation in education while at the same time safeguarding the constitutional right of freedom of education.

How can training in industry be promoted in Spain — not only in large firms but also in the small and medium-sized undertakings which are one of the characteristics of Spain's business landscape? Please indicate what position employers adopt in the world of training. What responsibilities are employers willing to take on and what steps do they propose taking?

Employers wish to operate policies as indicated in the conclusions of the First National Congress of Employers, discussed in the answer to the previous question. We take an aggressively positive attitude as regards the world of training, not only attacking its shortcomings but also proposing concrete improvements and offering our cooperation in measures designed to benefit training. As for responsibilities etc. we are willing to take on those which follow from the conclusions of the First National Congress of Employers.



What are employers doing to promote continuing training?

We take the view that vocational training is a requirement not only of the unemployed and those seeking their first job but also of all those whose vocational knowledge and skills are inadequate or out of date and who therefore cannot meet the requirements of jobs coming into existence as a result of the introduction of more advanced technological processes. In this connection Spanish firms are making a major effort, mainly in sectors characterized by rapid technological innovation and in certain basic sectors where redeployment and retraining are necessary.

What are the priority sectors for Spain's economic development and what are the principal skills required by labour as a consequence?

Given the undesirability, in the area of vocational training, of improvising or of remaining at the generic level, CEOE instituted a wide-ranging survey in 1984, together with the National Institute of Employment (INEM), covering all employers' organizations with a view to identifying Spain's vocational training needs. While we believe that the survey revealed the principal needs and gaps, we are conscious that it is essential to continue with this type of work on a systematic basis and at an increasingly specific level.

The survey's objective was largely achieved, despite the fact that it was the first of its kind. The conclusions showed how training policies relate to the current situation and future prospects of the workforce and to the opportunities for training within firms. The survey also revealed the employers' view of the training provided by INEM and the benefits of training contracts, particularly as regards the effectiveness, profitability and better adjustment to the needs of the job which characterize this approach.

The survey also confirmed that in the short term industrial training needs focus on retraining, advanced training and basic training, in the case of structural adjustments, while in the medium term the main priority is training in response to the demands of the new technologies.

Electrical engineering, electronics, business methods and the use of computers are at the top of the list of fields in which training is needed; there is also significant need for training for the directors of management personnel in private firms.

These results fit in with those of a study carried out by INEM in 1985 into employment and training requirements.

The survey emphasized, finally, that the Ministry of Labour needs to assist industry, through INEM, in three ways as regards vocational training,

- by strengthening the training centres,
- by speeding up the official procedures involved in granting aid to employers providing training on their own premises, and
- by updating the courses provided by INEM and ensuring that they are tailored to industry's needs.

In the judgement of the employers surveyed the number of workers requiring some kind of training amounts to 67 966. Given that the greater part of this training requirement is in the medium term, the total number of workers needing training within the next year is 26 830, of whom 66 % require advanced training in their own occupation. In terms of occupational categories the groups most in need of training are those which come under the heading of specialized or skilled workers, followed by administrative staff and middle management. Provision must thus be made for the training of managers and businessmen, in view both of the adjustments following from Spain's membership of the EEC and of the need to promote business occupations.

Finally and more generally, it is necessary to monitor and identify training needs through systematic surveys in collaboration with the employers' organizations for the purpose of planning educational and training provision, with particular attention being devoted to the impact of, and prospects opened up by, the application of new technologies.

How can the links between education, training, labour market and economy be improved and made more effective?

The inadequate linkage between the Spanish education system, training, the labour market and the economy is one of the major causes of the problem of unemployment, particularly as it affects the young. Those responsible for education policy should bear this fact firmly in mind, in relation to the universities as well as to the secondary sector.

In order to alleviate the effects of this lack of linkage between the worlds of learning and work CEOE has repeatedly urged the

need to construct real channels for participation by all sectors *affected by educational policy* and has come forward with proposals for planning and coordination covering most notably:

- general educational planning, listing new school and college places at all levels in the educational system, respecting private initiative in this field and paying particular attention to the problems of rural areas;
- the establishment, as accurately as possible, of the real cost of a school or college place so that this can be used as a basis for calculating the funding of educational and training courses;
- the urgent need for a national programme for vocational training which takes account of the close relationship between education and employment and allows the relevant public authorities to use all existing and future resources coherently and to best effect. In this connection it is particularly important to establish permanent and effective channels of communication between educational authorities and employers' organizations;
- the implementation of studies of employment prospects, taking into account demographic, economic, cultural, health and welfare factors and young people's qualifications in each geographical area with a view to gearing educational and training opportunities to the specific needs of each area.

In this connection the Economic and Social Accord signed on 9 October 1984 by the Government and employers' and trade union organizations states that *'the solution of the problems facing vocational training, both within the educational system and in industry, and the enhancement of the effectiveness of training activities must be based on a satisfactory linkage between vocational training and the new requirements of the labour market, on careful studies of future training needs carried out in collaboration with employers' and trade union organizations, on coordination between different authorities and on the effective distribution and application of the economic resources devoted to this end'*.

The signatories to the Accord concluded that the reform of vocational training required a permanent and systematic dialogue and therefore decided to establish a tripartite General Council for Vocational Training with the job of drawing up a genuine *national programme of vocational training* both within the educational system



and at work and of prosing activities at both school and university level with the aim of improving vocational guidance.

The General Council would also have the job of promoting and analysing studies, surveys, reports etc. with a view to formulating, as speedily as possible and with all due care, proposals for measures to be developed by the relevant public authorities in their particular spheres of competence.

There is no doubt that Spain's accession to the European Economic Community represents a considerable challenge to Spanish industry: while it will aid the expansion of some sectors others are likely to face problems of competitiveness. What is your view? What is the role of vocational training in this context? What part can be played by the private sector? How do you see Spanish employers responding to the challenge in the area of vocational training?

While all member countries have been faced to a greater or lesser degree with the problem of unemployment since the start of the economic crisis in the 1970s, this can be no

consolation to us; nor can it disguise the fact that Spain's problem is greater. A higher rate of unemployment, greater difficulty in generating new jobs and more rigid factors of production are three characteristics of our situation in Spain. Our unemployment level, for example, fluctuates around the 20% mark, while the average for the EEC is around 11%. The seriousness of our problem is confirmed by comparisons within the OECD, in which Spain tops the unemployment league.

One of the major causes of unemployment in Spain is constituted by rigid and ill-adjusted social and economic structures which manifest themselves as

- inflexible employment regulations,
- excessive social security contributions, well above the EEC average, and
- fiscal and financial policies which do not encourage, and may even discourage, entrepreneurial activity and the creation of wealth and affluence.

In the course of the negotiations leading to the Economic and Social Accord CEOE put

forward a series of suggestions designed to help this country escape from its serious situation — suggestions whose urgency is made all the greater by our accession to the EEC.

European harmonization, implying the adaptation of Spanish structures to those normal within the EEC, provides a historic opportunity to put an end to the problems and restrictions which characterize the labour market in Spain; indeed, the promotion of these changes and adaptations was one of the fundamental objectives of the Accord (Articles 13, 17 and 18, on social security and collective redundancy). Thus far, however, only a few legal reforms have been made, introducing new forms of employment contract.

As was stated in our publication *'Spain and the EEC: a commitment to competitiveness and progress'* of 3 July 1985, steps are urgently required in three areas:

- the burden of tax and social security contributions on industry must be reduced,

■ a framework for greater labour flexibility must be established on the lines of the proposals submitted to the Government on 10 April 1985 (Article 17 of the Economic and Social Accord),

■ fiscal and financial encouragement must be given to saving and investment.

The work of rendering industry more efficient and improving the quality of its products requires that the labour force is properly trained, both through the education system and on the job, while employment opportunities are enhanced by flexible approaches which favour polyvalence.

In this connection it is *essential* to adopt training policies which are linked to the promotion of employment and which take account of the following points:

■ Students' theoretical and technological training should be completed by means of new arrangements for practical training

which eliminate current uncertainties by laying down regulations governing the legal status of students undergoing practical training and which promote a closer relationship between the worlds of education and work.

■ Systematic surveys should be carried out in collaboration with the employers' organizations regarding the numbers of workers being taken on and the need for changes in the current occupational branches, families and specialities, bringing them into line with firms' labour requirements and thus improving young people's prospects of employment.

■ The occupational branches, families and specialities must be redefined in the light of the results of forecasting exercises and surveys of employers with a view to aligning them with the trends in industry's requirements.

■ It is essential that policy on training should be coordinated with policy in such

other areas as industry, employment promotion, guidance etc.

■ A policy must be adopted for the coherent use of educational resources in the medium and long term which covers the various types of educational provision considered to be necessary.

■ Official responsibilities regarding vocational qualifications should be coordinated, with measures being adopted which meet the requirements of employment promotion.

■ A wide-ranging public debate should be encouraged regarding the functions of the educational system.

Finally, the urgent need must be stressed of promoting *business training and entrepreneurial skills* through an active policy which takes account of the challenges posed by Spain's membership of the EEC and which promotes young people's awareness of the creative and service function which business and industry fulfil in respect of society.



Vocational training and employment services in Spain:

development of the legal framework, system and structure

Pedro Montero Lebrero

The purpose of this paper is to provide a brief historical outline of the development of vocational training and employment policies in Spain. For much of the period reviewed policy in these two areas has developed along different paths.

As we shall see, the process has not been a linear, balanced and coherent one, since through the various periods of our recent history policy in the two areas — vocational training and employment — was a product of the pattern of demand on the labour market and of the social and political realities of the day but above all of the positions adopted by the various holders of political office.

In the second part of the paper we set out our views regarding vocational training as an integral part of an employment service, going on finally to indicate our priorities for action in the vocational training field.

formerly carried out by other bodies and taking on new ones, in an attempt to create a specialized organization able to respond to the needs of Spanish society in two vital areas, employment and vocational training. These are two fields which had long been dealt with separately and had accordingly undergone differing institutional development.

INEM is thus both a very young organization (seven years) and at the same time the result of the combining of functions and activities previously the responsibility of other bodies and not — as one might have wished — the product of a new view of the proper role of an integrated employment service realizing all aspects of employment policy. This point is an important one, particularly when we bear in mind the critical period of its establishment, a period marked by a rapid worsening of the economic situation and increase in unemployment. The seriousness of the position is indicated by the rise in registered unemployment from 600 000 in 1978 to almost 2.5 million today.

Reviewing INEM's historical background and precursors thus entails a consideration at the least of the development of employment and vocational training policies and of a whole complex institutional network of responsibilities in these two fields, characterized by somewhat unclear functions and interrelationships. It also entails, finally, a consideration of the policy goals in the two areas being pursued at different periods.

The review of INEM's historical background and precursors which follows is divided into three sections under the following headings:

- the development of employment services in Spain,
- the development of vocational training,
- the joint development of vocational training and employment services since the establishment in 1975 of the Employment and Training Service (Servicio de Empleo y Acción Formativa, SEAF), which was entrusted with both information and placement functions and responsibilities relating to vocational training. This combining process was completed three years later, in 1978, with the establishment of INEM.

Development of employment services in Spain

The early part of this century saw the introduction in Spain of a series of measures relating to the world of employment, marking the start of a process of increasing State intervention in labour matters. A series of bodies was founded which came together with the establishment of the Ministry of Labour in 1920. Nevertheless it was not until 1931, under the Second Republic, that Spain acquired a public placement service, despite the unemployment affecting certain regions of the country.

Historical background

The National Institute of Employment — Instituto Nacional de Empleo (INEM) — was established by the Royal Decree, Law 36, of 16 November 1978. *Since that date INEM has developed as an autonomous administrative body, taking over functions*

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It is interesting to note that *this service was already national, public and free of charge, features which were alluded to in the second ILO convention of 1919* and which from then on characterized the successive employment services.

The service had among its functions the registration, publication and collation of applications for and offers of employment; it also had responsibilities relating to the apprenticeship system, selection and guidance and in the area of benefits and insurance. *The service operated under a tripartite management system involving representatives of workers, employers and the Ministry.*

The advent of the Franco régime brought with it a substantial change in employment policy, a change which was sanctioned by the 1943 law on the placement of labour.

The tripartite system disappeared, employers were given full freedom to choose between workers registered at the employment offices and — an important development on account of the problems it brought with it and which still affect our situation today — the institutionalization began of the whole complex of functions and responsibilities of different bodies in the placement field. Activities and responsibilities relating to employment were not centralized but rather were duplicated, since they were divided between on the one hand the National Congress of Trade Unions (Delegación Nacional de Sindicatos), which undertook the management of placement, and on the other the Ministry of Labour which was involved through the placement departments of its provincial offices.

An indicator of the political will existing at that time regarding employment is the lapse of 16 years before publication of the Regulation which developed the labour placement law. It seems clear, therefore, that the publication of this text followed from political considerations rather than any real desire to create an effective placement service. There was, moreover, no pressure on the part of workers in labour matters owing to the critical situation existing in the post-war period and the return to the countryside which occurred at that time.

1961 saw the introduction of a national unemployment insurance scheme providing a limited period of benefit for workers covered by social security.



The structure of dual responsibility, shared between different bodies, in the employment field which had been taking shape since the 1940s, was consolidated in 1972. Administrative complexity was compounded by financial complexity, with the bodies concerned receiving funds from a wide range of sources (such as the National Fund for the Protection of Labour, the social security scheme and the general State budget).

Despite its ineffectiveness this administrative machinery long remained unmodified. This was due not simply to Spain's political situation but also to the particular features of our economic development, with excess labour being absorbed by the expanding economies of Europe. It was not until the early years of the 1970s and especially 1975 and thereafter, which saw the rapid worsening of the economic situation and the end of the Franco regime, that the whole structure was called into question.

Development of vocational training

In the area of vocational training, as in that of employment, Spain's political and economic circumstances led to the development of policy along lines somewhat different from those taken in the majority of European countries.

We need only consider our belated process of industrialization, the effects of heavily protectionist policies on the modernization of our industry and our abundant and generally compliant labour force, to realize that Spain's situation was by no means ideal for the development of broad initiatives in the field of vocational training.

In the early years of the twentieth century a small number of limited measures were introduced, relating for example to the elementary vocational schools. Later on came the establishment of the Schools of Arts and Crafts and the Industrial Schools which, with the regulation of apprenticeship contracts, began to take over the trade guilds' training function.

It was not until 1957 that the first organization providing vocational training courses was formed. This was in the framework of the Franco regime's trade union organization, through the trade union office of accelerated vocational training.

In 1960 came the establishment of the National Fund for the Protection of Labour, the importance of which lay in the fact that it provided grants and economic assistance to institutions and centres, both official and private, which undertook to organize vocational training courses. A number of private centres, essentially associated with religious orders such as the Salesians, began to provide vocational training.

The establishment of the workers' vocational development programme

In the 1960s economic growth in Spain and the boom experienced by European capitalism led to a sharp increase in both domestic population movements and, above all, emigration to other countries of Europe. This in turn brought about major changes at the sectoral level and in patterns of employment. At the same time there were significant changes on the labour scene with major strikes taking place. These factors, along with political considerations of no lesser importance (associated with the desire to legitimize Francoism), led in 1964 to the establishment of the workers' vocational development programme (Programa de Promoción Profesional Obrera, PPO).

The PPO, which formed part of the first economic and social development plan, was to take responsibility for the training of 800 000 workers, together with the grant-aided collaborating centres and the army. The training of this number of workers was needed to fill the 970 000 jobs for whose creation the first Development Plan provided.

Even though the statistics for students trained over the four years in which the plan was in operation fell far short of these grandiose projections, it is important to emphasize that *the establishment of the PPO marked the introduction of a system of accelerated vocational training which, while it was not new in Europe, was a more modern and effective instrument for the economy than the methodologies current at the other levels of the education system.*

The method used by the PPO came — with certain modifications due to its having arrived in Spain via Europe — from the American Training Within Industry (TWI) and was incorporated into the PPO in its version as a method for the teaching of industrial skills and accelerated training and retraining.

The basic features of the training provided by the PPO can be summarized as follows:

- *it was an accelerated form of training whose content was monovalent, i.e. it provided the knowledge and skills needed to do a specific job:*

- *it was provided on a peripatetic basis, with teachers travelling to the various places where some vocational skill or subject was to be taught;*

- *it extended over all three sectors of the economy;*

- *in each vocational field initial, advanced and retraining courses were provided;*

- *training activities were of three types: those provided directly by the PPO, those provided by collaborating centres and those provided in conjunction with employers.*

In the course of its existence the PPO came to supply a range of training courses for specific jobs. This required the development of job analysis systems and teaching programmes, the organization of the training process around centres of interest whereby the teaching of theory is a function of the demands of practice, etc. Of growing importance was the employment as teachers and instructors of professionals who themselves were trained and experienced in the various fields.

The establishment of the Training Service

The Training Service (Servicio de Acción Formativa, SAF), the successor body to the PPO, was established by the Decree of 21 December 1973. *SAF was a public service, within the social security system, whose purpose was to improve the coordination of the training activities of the Ministry of Labour within the national plan for adult vocational development.*

As compared with the PPO, *the SAF aimed at:*

- *providing training to a higher level of qualification in response to the objectives of skill enhancement which, as we have seen, was the principal concern of the PPO;*

- *promoting the creation of permanent training centres for the purpose of teaching subjects which require equipment that cannot be transported and in which there exists a steady demand for training. This also permits a higher level of qualification to be achieved;*

- *expanding vocational training in collaboration with other centres and in conjunction with employers. This reflected the difficulty of ensuring that staff and equipment are kept up to date in a wider range of subjects and the high cost of adapting to new training requirements resulting from new technologies.*

As regards finance, the SAF was funded through the social security system from contributions levied on employers and workers and as a consequence was independent of the general State budget.

Like the PPO, the SAF was concerned solely with vocational training, taking on responsibility for analysing vocational qualification requirements, providing initial, advanced and retraining courses in the vocational field in response to labour market requirements, and collaborating with other bodies concerned with vocational training at the national and international levels. Its geographical organization was similar to that which existed in the last years of the PPO, with several Central Departments and a number of provincial offices.

Thus far the picture we have drawn has been of the separate development of the two policy areas of employment and vocational training. Now, with the establishment of the Employment and Training Service, there began a process of coordination and integration.

Coordination of employment and training policies; establishment of the Employment and Training Service

As was noted earlier, the year 1975 was marked by a deepening of the economic crisis, accompanied by the ending of the Franco regime and the subsequent pressure from the Spanish people for the democratization of society.

The impact was considerable on three major areas of the public sector: the employment services, the social security system and the trade unions.

The employment services were organized on the basis of the Decree Law 1/75 (of 22 March), which established the Employment and Training Service (Servicio de Empleo y Acción Formativa, SEAF) with a view to coordinating policy in the areas of employment and vocational training, which, as we have seen, had previously been the responsibility of separate institutions, lacking any form of coordination.

This coordination was to be achieved by adding to the functions which had been carried out by the SAF those relating to placement and unemployment insurance which had been the responsibility of the National Placement Service (Servicio Nacional de Colocación, SNC).

There remained other bodies with responsibility relating to employment, in that the management structure remained plural — the bodies involved included the General

Office of Employment and Social Development (Dirección General de Empleo y Promoción Social), the National Institute of Insurance (Instituto Nacional de Previsión) and the Provincial Labour Offices (Delegaciones Provinciales de Trabajo).

In contrast with the SAF, *the SEAF had at its disposal:*

- *a national network of employment offices* which began work on 1 October 1976 and which included 406 Employment Offices, 2 303 travelling assistance units, 147 sub-offices, 25 support centres for the agricultural sector and 27 vocational guidance centres;

- *22 permanent vocational training centres* with a capacity of 6 700 places, together with the mobile training teams and the network of collaborating centres and system of training in conjunction with employers;

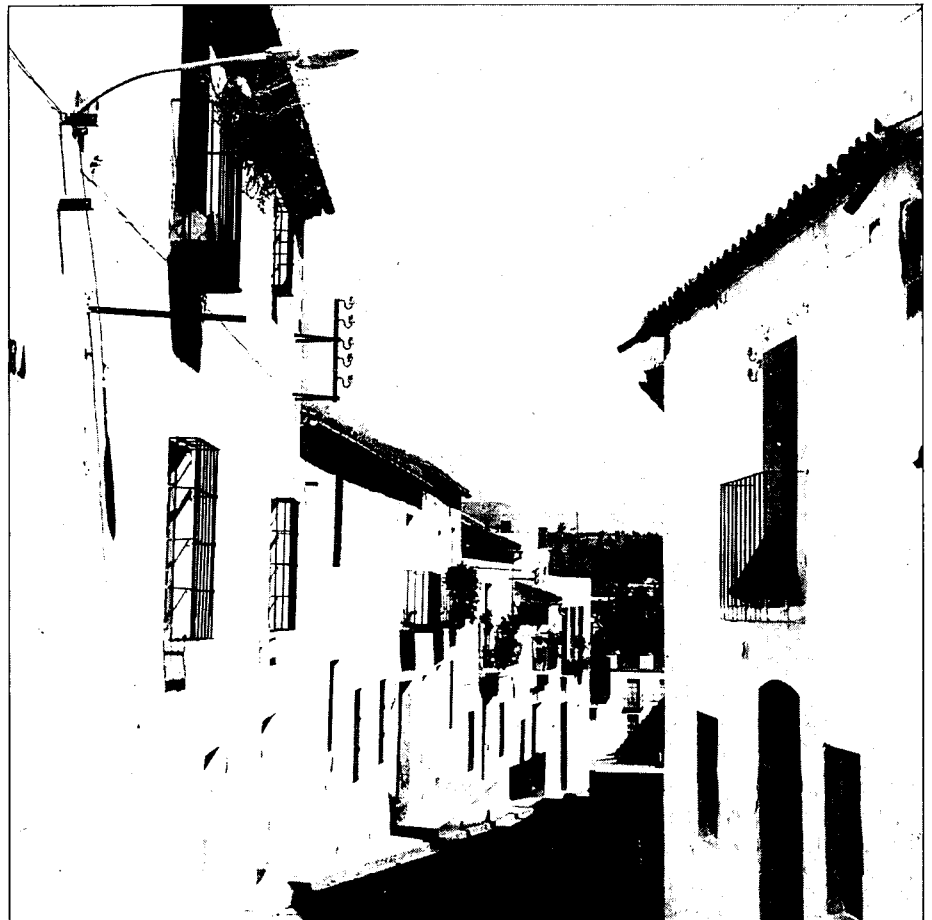
- *a considerable increase in staff:* in 1978 the SEAF workforce totalled 5 000 — twice that employed in the SAF in 1975;

- *a considerable increase in funding, with finance coming from the Department of Social Security (72%) and the remainder from the National Labour Protection Fund (11%) and the general State budget.*

The operations of the SEAF were not as effective as had been hoped. This was due in part to problems deriving from the design of the service itself and the burden it had to take on when it was established, and in part also to problems external to the service which related to the lack of a coherent employment policy in face of the economic crisis — a lack for which the service itself was not of course responsible.

The defects of the design included the lack of unity in management, the lack of autonomy and the lack of involvement of workers and employers, which, while it was a key principle at the level of the legislative text, never in practice progressed beyond that point.

To these can be added other problems connected with the launching of the service. Decisions on the location of the employment office, for example, were dominated by such considerations as the need to use the existing premises of the former National Placement Service, the cost of the premises etc., rather than by relevant social and economic indicators. This led to disproportionate help being given to provinces and regions with a low level of unemployment and a small working population.



The organization's administrative procedures relating to the Placement Offices were excessively long and complex, since the procedures followed by the former placement service were retained.

Despite these problems the SEAF succeeded as regards employment in extending considerably the Employment Offices' role in the labour market, above all in connection with the registration of unemployment. Its role was more modest as regards collective contracts of employment.

Establishment of the National Institute of Employment (INEM)

The general elections of June 1977 allowed the work of developing the current constitution to begin and opened the way to the democratization of our national institutions. A few months later, on 25 October

1977, the government and the political parties in parliament signed the Moncloa Pact with a view to countering the economic crisis with more wide-ranging measures. The agreements covered: cyclical measures, such as those concerned with the temporary employment of workers in receipt of unemployment benefit or with young people looking for their first job by reducing the social security contributions of these workers, and structural reforms such as the reform of the social security system.

This helped stimulate certain of the parliamentary groups to draft plans in the field of employment, social security etc., and this facilitated the establishment of the National Institute of Employment a year later.

As has already been said, *the National Institute of Employment (INEM) was set up in 1978, bringing together the Employment and Training Service (SEAF) and the vocational training operation of the AISS (Administración Institucional de Servicios Socioprofesionales, formerly the Sindicatos Verticales or 'Vertical Unions').*

The functions with which the new Institute was charged were:

- to organize employment services;
- to help workers find employment and employers to take on workers who meet their requirements;
- to promote the training of workers (updating of skills and knowledge, advanced training and retraining);
- to manage and supervise the payment of unemployment benefit and the grants and assistance provided to promote and protect employment;
- to take action in pursuit of an active employment policy.

To sum up, INEM took over the functions of the SEAF and the vocational training functions of the trade unions, together with new functions relating to unemployment benefit.

The INEM General Council is a tripartite body comprising 13 representatives each of the trade unions, the employers' organizations and the Government.

At the start of this paper reference was made to the problems resulting from this combining within INEM of the tasks and functions of different bodies. This is illustrated by the fact that INEM had to take on responsibility for the vocational training work of the trade unions (which resembled that provided by the Ministry of Education) but ended in 1983 by transferring it to the Ministry (where it should have been located from the start).

After six years of operations in difficult times and with significant changes, INEM is now undergoing a process of development as a new attempt is made to convert it into an integrated employment service capable of implementing all aspects of employment policy.

There is an urgent need for a new structure which will allow INEM to adapt its activities to meet the requirements of the productive system and the labour market.

This plan for the structure of vocational training must allow for full coordination with the fields of employment, vocational guidance and benefits.

Let us now go on to consider what characteristics INEM must possess if vocational training is to be an integral part of an employment service.

Vocational training as an integral part of an employment service

The integration of vocational training into a public employment service requires that the latter have the following characteristics: it must be autonomous, integrated and organized on a local basis.

INEM as an autonomous body

The structures that currently exist within the INEM do not display the characteristics of indirect decentralization, autonomy and functionality which are required and which are contained in the structure model of the Administration of the State. *INEM should adopt a structure of its own*, reestablishing its functions on the basis of a real autonomy (contemplated in new legislation on the civil service, the budget, employment, etc.).

INEM as an integrated public employment service

As well as the functions traditionally allotted to employment, placement, guidance and information services, INEM is concerned with vocational training and the management and supervision of unemployment benefit. To the extent that these elements can be integrated, the following advantages among others would follow:

- the possibility of combining economic and employment policies with social policies,

- unity of funding,
- the possibility of improving the match between vocational training and guidance with employment programmes etc.

If INEM is to be an integrated public employment service it will be necessary to fill certain gaps and to develop to the full certain existing functions. There is a need, for example, for better information on labour matters and on sectoral trends in economic activity.

INEM as a locally organized public service

The services which INEM provides — guidance, training and placement — can only be carried out effectively if they are located as near as possible to their clients, i.e. workers and employers. Where possible, therefore, all the integrated services must be provided in the individual's own area, implying a certain measure of decentralization of the management offices.

INEM's employment offices are the organization's point of immediate contact with the needs of its users: hence the importance of covering all information services, those relating to vocational guidance as well as to training and placement. In this way the offices can serve as channels for meeting the information needs of employers and workers, thus ensuring that vocational training remains an integrated part of an employment service.

In the face of this situation *INEM is to undergo a change of direction in which vocational training plays a vital role as an instrument for meeting the requirements of the labour market*, bearing in mind both its current characteristics and likely trends in the composition of the demand for skills.

We know that polyvalent vocational training widens the range of workers' job opportunities, enhances their mobility and reduces the cost of their retraining.



The vocational training of young people in Spain: peculiarities and developments

Wilfried Kruse and Ludger Pries



'Regulated vocational training' in Spain is part of the school system and now plays a very important role in numerical terms. In its present form, however, it must be regarded as problematical in many respects. This and the extremely serious problems encountered in integrating young people into the employment system have prompted deliberations and measures aimed at forging closer links between vocational training and firms.

The peculiarity of the present situation is that Spain – unlike most other countries – has the possibility of combining the development of vocational training with the current comprehensive reform of secondary education.

In the summer of 1985 we had the opportunity of attending a seminar on 'The trade union movement, technological change and vocational training' held at the Menéndez Pelayo International University in Santander, Spain. The seminar was arranged by the F. Largo Caballero Foundation, the training institution of the Socialist trade union UGT. The debate focused on the development of vocational training in Spain in view of the two main challenges which face not only Spain but almost every Euro-

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pean country, youth employment and the change in qualification requirements brought about by 'new technologies'. The pressure currently exerted by these two problems, which forms the backdrop to the vocational training debate in Spain, differs markedly from the social conditions under which the Federal Republic of Germany, for example, set about reforming its vocational training system in the late 1960s.

At the seminar we advanced the proposition that a measure of convergence was to be detected in the vocational training systems of various European countries in that the shortcomings of training confined entirely to the classroom or to the firm had been recognized and certain blends of the two

were emerging. Referring specifically to experience in the Federal Republic, we drew attention to the special problems raised by a vocational training system which in most respects forms part of the employment system.

Complying as far as possible with the request for brevity, despite the difficulties which this causes, we attempt in the following to combine a description of the situation and trend in Spain with some of the points raised in Santander, since we find the situation in Spain is made interesting not only by its accession to the European Community but also by its declared intention to restructure vocational training as part of the process of thoroughly reforming secondary education.

Greater importance attached to vocational training in Spain? The historical background

In Spain vocational training is part of the State school system. The in-company training of apprentices is of marginal importance and is largely confined to the traditional craft occupations. A brief review of the development of Spanish vocational training will reveal some of its peculiarities.¹

Structural features of Spanish vocational training until 1970

Until the 1960s and 1970s Spain was more like a 'threshold' country in economic and

industrial structure than most of the countries in the heart of Europe. In 1960 some 40% of the labour force was still working in agriculture. Spain had neither a long tradition of guilds and craftsmen with their own institutionalized packages of vocational qualifications nor any national arrangements or initiatives of significance in the field of vocational training. The 1920s saw the introduction of the first State vocational training centres, which offered courses to skilled worker (oficialía) and master craftsman (mestría) level. During the initial stages of Franco's dictatorship vocational training was largely the responsibility of the *corporatist trade unions*, which maintained six training centres in 1940 and 70 in 1950. With the transition in the 1950s from a policy of economic self-sufficiency to a 'development dictatorship' of capitalist industrialization from the top, the Franco government took various measures to improve the vocational training of (part of) the labour force.

Initial training as the motor of modernization?

The 1970 General Education Act represented an attempt to introduce a State system of general initial vocational training. This '*regulated vocational training*' (formación profesional reglada) was to be provided by (public and private) training centres. After an initial, experimental phase the new vocational training system was introduced generally in the mid-1970s and still has its value today. *It was designed to provide a form of training geared more closely to actual occupations than the general education obtained at school and university.*

In theory, vocational training consists of three stages, a two-year period of basic training (Formación Profesional I = FP I), a three-year period of specialized training (FP II) and a further three-year period of training at a technical college (FP III).² However, little has so far been done to introduce the last stage.

All further education in Spain follows eight years of general primary education (Enseñanza General Básica – EGB). Successful completion of EGB (graduado) is a requirement for admission to a 'grammar school' (Bachillerato Unificado y Polivalente – BUP), which may be followed by preparation for a university course (COU). As the age-limit for employment is 16, those who complete their EGB with no more than a

certificate of attendance – and they account for about 30% of all school-leavers each year – are required to take the first stage of vocational training (FP I). Teaching at the vocational training centres is broken down into about 30% general education (language, religion/philosophy, sport), about 20% science and about 50% technical and practical knowledge (some 60% of this consisting of practical exercises).

The (predominant) three-year course of 'specialized training' in FP II comprises 40% general basic education and 60% technical vocational instruction (about half of which again consists of practical exercises. 'Regulated' vocational training – FP I and FP II – is geared very closely to the various sectors of the economy and covers 21 occupational fields comprising a total of 67 occupations in FP I and 19 occupational fields with 128 occupations in FP II, although it should be remembered that many occupations are still at the trial stage.

'Regulated vocational training' forms part of the general 'school system principally because graduates of FP I may attend higher schools with a view to obtaining a university entrance certificate (BUP) and graduates of FP II may study the subjects in their specialized field at university level. Similarly, a university entrance certificate gives immediate access to FP II.

A comparison of the quantitative development of general education (BUP/COU) and vocational training (FP I/II) in the last 10 years reveals that in terms of numbers of training centres, staff and pupils vocational training has grown much faster than general education.³ Without a doubt, then, vocational training has gained in importance in the Spanish education system. In this respect it is easy to draw parallels with developments in other European countries which also have education systems long dominated by school and university education. *At the same time, it should be realized that Spanish vocational training is in an extremely difficult situation.*

The social reality of vocational training in Spain

Although the present Spanish vocational training system was designed during Franco's dictatorship, it was not introduced until 1975, a time when sweeping changes

were taking place in many areas of Spanish society and the country was plunging deeper into economic crisis (which had begun in the early 1970s). The worsening economic situation may have been principally to blame for society's continuing reluctance and, in some respects, refusal to accept vocational training as a 'permanent fixture', but political concepts and aspects of labour policy also played their part. It should be emphasized that the problems referred to below mainly concern the first stage of vocational training (FP I).⁴

■ Premature decisions on subsequent careers

It is generally agreed in Spain that the present secondary education system forces young people to choose between a general education and vocational training at too early an age, namely at 14 (always supposing that their primary school certificates leave them any choice at all). The Spanish often refer to the 'barbarity of specialization' in this context.

■ Failure to complete compulsory education

Compulsory education to the age of 16 merely imposes an obligation on the State to provide enough places for all young people of this age who want training or further education. In fact, some 10 to 15% of young people aged 14 do not go on to further general or vocational school education after leaving primary school (EGB). Comparisons of the numbers leaving primary schools with the number of places in schools and vocational training centres at provincial level indicate shortages, serious in some cases, especially in structurally weak regions (while other areas have surplus capacities).

■ Extremely low success rate in secondary education

Almost half of primary school leavers wanting to obtain a university entrance certificate and over 60% of participants in vocational training (FP) fail. This 'fracaso escolar' is not disputed and is a sign of the poor pedagogical efficiency of secondary education both for those directly concerned and for the education system and society as a whole.

■ Vocational training's poor public image

Although vocational training was intended to be the equal of general school and



university education, it is increasingly becoming, in the eyes of society and in fact, the depository for all who are denied access to a general education: The role of FP I is to show how far it can achieve the objective of 'absorbing' young people between the ages of 14 and 16 who are not admitted to the BUP, it being of secondary importance whether their preparation for working life during vocational training is good, average or bad.⁵ Also indicative of the standing of vocational training in Spain is the widely held view that it is 'for the stupid rich and the clever poor.'

■ **Comparative irrelevance of vocational training to labour market prospects**

This not only stems from the peculiarities of the Spanish labour market and labour relations (relatively self-contained in-company labour markets, relatively major importance of the seniority principle for bonuses and 'professional' advancement, relatively limited importance attached to formal qualifications by firms when recruiting): it is also confirmed by studies of firms' personnel policies and is reflected very clearly in extremely high rates of youth unemployment, even by comparison with other European countries (at the end of 1984 58% of all young people aged 16 to 19 were unem-

ployed, and over three quarters of them had never had a permanent job).⁶

■ **Changing function of vocational training under the pressure of youth unemployment**

Against this background it is particularly true to say of the first stage of vocational training (FP I) that its real function is no longer primarily to teach basic skills but to act as a parking bay for young people whose prospects of finding stable employment are poor, whether or not they have completed FP I. What this means for many training centres in real social and pedagogical terms is easy to imagine. Our observations indicate a slight improvement in the labour market prospects of FP II graduates of late.

It is true of all European countries that, when there is a chronic shortage of jobs, vocational training is incapable of integrating young people into the employment system. In terms of employment prospects, their age and situation tend to condemn young people in many European countries to a marginal position, in which they are particularly hard hit by the externalization of employment risks that is due to the legal and social safeguards enjoyed by those in employment. The habit firms have of shut-

ting themselves off from the outside world, especially at times of crisis, has always been particularly pronounced in the Spanish employment system. Hence the need for other, labour policy measures if young people are to be integrated into this system.⁷ A difficulty that therefore remains – and here again there are parallels with many other European countries – is that vocational training (or FP I at least) is being transformed by the unsolved integration problem and prevented from performing its real function.

Three main problem areas are emerging, and they also dominate the current Spanish debate on the reform of vocational training and of secondary education generally:

How can the social and real discrimination against vocational training be reduced or even eliminated to meet the demand for equality of opportunity in society?

How can broadly based and effective vocational training which both satisfies the requirements of the employment system and is in the employee's interests be achieved? How can vocational training be organized so as to facilitate transition to the employment system, and in what sense and within what framework can it assume integration functions?

The reform of vocational training – quo vadis?

The substance, scale and direction of the reform of vocational training in Spain largely depend on whether, under the pressure of the present crisis and in view of the need for action, it is primarily subordinated to short-term employment policy objectives or becomes an integral part of the general social and educational policy setting in which the structure of secondary education is reformed.

Vocational training as employment policy and a more integral part of the employment system?

Until 1970 the Franco government's vocational training policy focused on the employment system and specifically on the continuing vocational training and specialization of workers already in employment. With the introduction of 'regulated' vocational training as part of the general education system, the importance attached to continuing vocational training (Formación Ocupacional = FO) initially waned. As a result of changes in the legal situation (Estatuto del Trabajador) and under the pressure of the high level of youth unemployment, there has again been a growing tendency since the early 1980s to make vocational training measures a more integral part of the employment system. Under the employment promotion schemes introduced by the Employment Ministry and the National Employment Institute (INEM, roughly equivalent to the Federal German Employment Office), which is attached to the Employment Ministry, employers are encouraged by tax incentives and government advisory activities to take on people with vocational training certificates for a limited trial period of work familiarization and young people for three months to three years of in-company training and work.

The numbers taking part in these schemes are (still) relatively small when compared to 'regulated' vocational training (some 35 000 in 1984 as against about 650 000 undergoing public and private FPR).⁸

The involvement of the two sides of industry in the reform of vocational training is also helping to make it a more integral part of the employment system. The Social Pact

(Acuerdo Económico y Social) concluded in 1984 provides for the establishment of a tripartite 'General Vocational Training Council', which is to draw up a 'National programme for regulated initial vocational training and continuing vocational training'. Although little progress has so far been made in these activities, the General Council may represent a chance for the government to broaden the debate on reforms and their implementation to include vocational training issues despite the reluctance of the employers' associations and trade unions. It should be stressed, however, that the UGT is now playing an active part in the debate on future vocational training, while the employers have been extremely reticent and almost 'indifferent'.⁹

At the same time, the risks involved in integrating vocational training more closely into the employment system are also becoming increasingly apparent. The danger underlying the absence of binding standards on the content and form of in-company training, the tailoring of qualifications to occupations and the training certificates awarded is what in-company training will become no more than a new form of on-the-job instruction and that employers will use these measures principally to reduce the average age of their workforce and to obtain government subsidies (roughly half of all trainees are in firms with fewer than five employees!).¹⁰ To allow employment policy factors to dominate vocational training, on the principle that labour markets should be made more flexible and young people should be integrated, is also to ignore its central role and function as a means of achieving *equality of opportunity in a society and of teaching a wide range of basic skills* as a resource that will improve the employment and life prospects of the employed and help to modernize society.

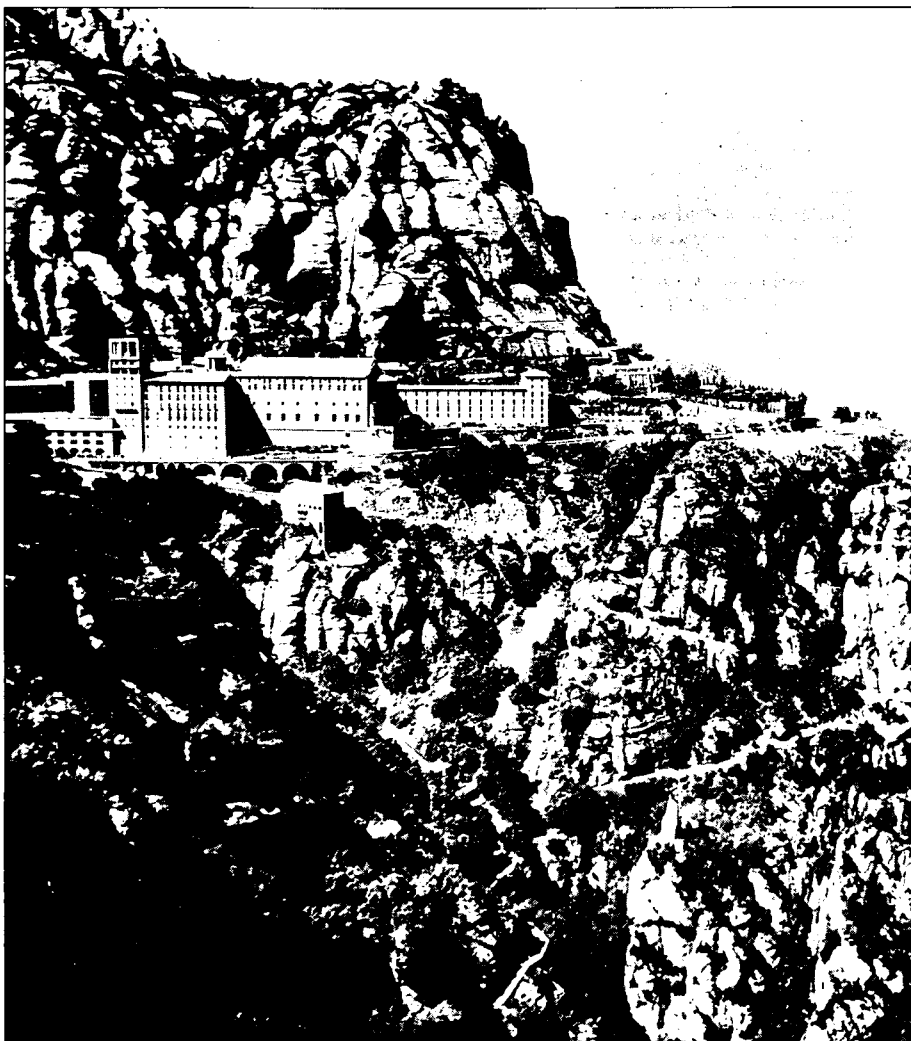
The Spanish situation is thus very complicated and, in view of the many real shortcomings of the vocational training system, might even be described as 'backward'. On the other hand, *a process of major change has been set in motion*, triggered both by the criticism levelled at the isolation of 'regulated' vocational training centres from the employment system and by the measures taken to integrate young people and – much in line with our ideas on convergence with other European countries – generally geared to the striking of a fresh balance between non-company vocational training and in-company activities. However, the non-company vocational training system –

despite all its deficiencies – is so far advanced and employers traditionally take so little direct interest in training that a 'dual vocational training system' like the Federal Republic's cannot be considered a prospective goal. What might be expected, on the other hand, is growing pragmatism in the measures taken – were it not for a Spanish peculiarity which, though in some ways a reflection of 'backwardness', may provide a creative opportunity whose significance may spread beyond Spain's frontiers. For the dimensions and scale of the reform of vocational training in Spain can only be seen in the context of the *major plan for a comprehensive structural and curricular reform of secondary education*.

Vocational training and general education: reform of secondary education

The deficiencies of vocational training, and of secondary education generally, and the structural problems in this area explain the broad consensus among experts, political parties and institutions in Spain on the need for the reform of secondary education. The present government's reform project began with the *extension of compulsory education for all until the age of 16* through the introduction of an integrated two-year stage, the 'tronco común'. To test this first phase, numerous pilot projects were implemented and evaluated. Preparations are now being made for its general introduction by law.

Consequently, the debate is at present centred on the organization of the second phase of secondary education: should it include specialization, which will restrict school-leavers to specific university courses and occupations, and how should the transition from the first phase of secondary education to the employment system and from the first to the second phase be accomplished? Should both phases of secondary education include in-company practical training, and if so, how? Should the present FP II be absorbed by the specialized second phase or continue to exist in modified form?¹¹ Spain's present Socialist government sees the reform of secondary education as a *gradual, experimental and participatory process*. It is very important to note that the work on the reform of vocational training has not simply stopped



reforms outlined above and succeeds in finding acceptable solutions.

Opportunities and prospects for vocational training policy in Spain

The changing history of Spain's vocational training policy, its vacillation between allegiance to the education system and the satisfaction of the needs of the employment system, *the present inefficiency of 'regulated' vocational training, the absence of rules on in-company training measures and the pressure of youth unemployment are major challenges for the reform of vocational training.* The barriers at present erected around the employment system and the traditional dominance of in-company labour markets are the most serious obstacles to effective and incisive measures in the education system.

On the other hand, the present situation of general change in Spain provides *extensive opportunities for the reform of the training system.* More flexible labour market mechanisms, the need for which is accepted on all sides, will also make it possible to influence companies' labour employment strategies with education and vocational training initiatives aimed at making work more humane and to supplement restrictive labour employment patterns that are due to entrepreneurial or organizational factors with the occupation- or skill-related employment of labour.

Overloading the vocational training policy with short-term objectives related to the employment policy and the integration of young people would inevitably suppress the more extensive implications for labour policy of a future geared to a wide range of qualitative vocational skills and to the employee's prospects in employment and life generally. Whether and what the other Member States of the European Community can learn from the reform of the Spanish vocational training system in their quest for solutions to their own problems remains to be seen.

Notes:

¹ For the history of vocational training in Spain see CÁNDDIDO GENOVARD *et al.*, *Descripción del Sistema de Formación Profesional en España*, Universidad Autónoma de Barcelona, 1985; Carlos de la Serna *et al.*, *Estudio sobre la Formación Profesional en España*, unpublished manuscript, Madrid, 1985.

in these circumstances, but that the pilot projects relating to the extension of secondary education have been accompanied by pilot projects at FP II training centres, the aim here being to improve cooperation between the centres and firms in a region, particularly in the form of preparatory and subsequent practical training. Some of the results so far have been encouraging, although the continuing lack of interest among employers and even vocational school pupils, who are not paid for the work they do during practical training, means that the scheme has been less successful than might have been expected.

The *generally favourable results achieved with alternance* between training at a centre and practical, in-company training also form the basis of proposals which, in view of the shortcomings of training entirely confined to the company and past experience with 'regulated' vocational training,

call for the emphasis in the reform of vocational training to be placed on the following:

- discussion and standardization of the occupational fields and sectors of which the employment structure is composed,
- definition of the elementary scientific and technological skills that should be taught principally by the formal training system in each occupational field,
- definition of the specializations which should lead to diversification in the various occupational fields,
- definition of the curricula and methods for the various forms and levels of specialization, and
- standardization of occupational titles and certificates.¹²

It remains to be seen whether and to what extent the 'General Vocational Training Council' tackles the problem areas and

² For a review see Ministerio de Educación y Ciencia, *Las Enseñanzas Medias en España*, Madrid, 1981.

³ See CÁNIDO GENOVARD *et al.*, *op. cit.*

⁴ For the debate on the crisis in vocational training see, for example, various articles in the journal *Profesiones y Empresas* (Madrid); J. Díaz Malledo, 'Educación y Empleo, Algunas Reflexiones sobre la llamada Formación Profesional', in: *Papeles de Economía*, No 8 Madrid 1981; Fundación FOESSA (ed.), *Informe Sociológico sobre el Cambio Social en España 1975-1983*, Madrid, 1983.

⁵ Fundación FOESSA, *op. cit.*, p. 223.

⁶ See INEM, *Requerimientos de Empleo y Formación Profesional*, Madrid, 1980; INEM, *Requerimientos*

de Empleo y Cualificación en las Empresas, Madrid, 1983; Ministerio de Economía y Comercio (ed.), *El Mercado de Trabajo en España*, Madrid, 1982; and Note 7.

⁷ See Fundación IESA (ed.), *Investigación Sociológica sobre la Juventud en España 1977-1982*, Madrid, 1982; Comisión Interministerial (ed.), *Problemática Juvenil en Relación con la Adecuación Educativa-Empleo*, Madrid, 1982.

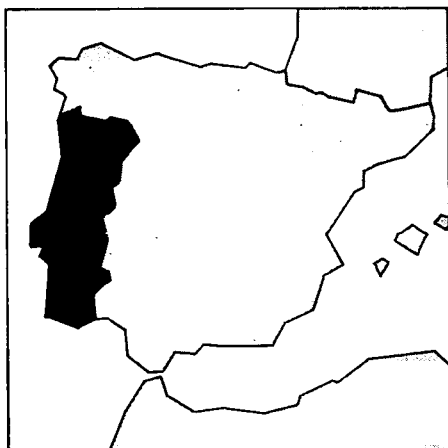
⁸ See INEM, *La Formación Ocupacional como Parte del Sistema de Empleo*, Madrid, 1983.

⁹ See Ministerio de Trabajo y Seguridad Social (ed.), *Acuerdo Económico y Social*, Madrid, 1985; *Papeles de Economía*, No 22, Madrid, 1985.

¹⁰ See Ministerio de Trabajo y Seguridad Social (ed.), *Mercado de Trabajo y Crisis Económica*, Madrid, 1985.

¹¹ For the debate on the reform of secondary education see Ministerio de Educación y Ciencia, *Las Enseñanzas Medias en España*, Madrid, 1981 and 1982; *idem*, *Hacia la Reforma*, Madrid, 1983; *idem*, *Propuesta de Organización de la Enseñanza Media Reglada Postobligatoria*, Madrid, 1985.

¹² See, for example, RAFAEL ORDOVÁS, *Reflexiones en torno al Tema de la Reforma de las Enseñanzas Medias*, Madrid, 1983 (ed. IESA); *idem*, *Debate acerca de la Formación Profesional*, unpublished manuscript, Madrid, 1985.



General structure

Miguel Jerònimo

Like in other European countries most recent trends in Portugal point to the adoption of a 'dual system', i.e. to giving the distinct opportunities of training under different legal and organizational systems. Parallel to the general system of education run by the Ministry of Education (where for example, technical-professional courses are provided), there is an alternative way offered to young people by the Ministry of Labour, through the Employment and Vocational Training Institute (IEFP).

The actual linkage between the two ministries, as far as vocational training is concerned, is of a combined effort in providing the guidelines of programmes in educational, scientific and technological areas, where the Interministerial Committee for Employment (CIME) plays an important role on an intermediate basis.

The present apprenticeship system, as far as initial training is concerned, was created in 1984, by means of the Decree-Law No 102/84 of the Ministry of Labour, where, through the IEFP, an organizational structure was conceived, thus bringing about the National Apprenticeship Committee (CNA) and the regional Committees of Apprenticeship, on a trilateral basis. These committees all function within the range of the IEFP.

What is the IEFP?

The Employment and Vocational Training Institute is integrated in the Ministry of Labour and sets out, both directly and in collaboration with other bodies and enterprises, vocational training actions, mainly in the professions and industrial sector.

IEFP's main task is to provide technical and pedagogical assistance in vocational training programmes as well as to finance the different schemes of the various Vocational Training Centres.

The CNA has a specific role in this area, namely:

- to study and propose legislative measures to government, in what concerns apprenticeship;
- to maintain the apprenticeship system up-to-date and draw up lists of the enterprises involved;
- to elaborate the apprenticeship programmes;
- to orientate and coordinate the regional committee's activities;
- to forward proposals to government, on the constitution of technical committees.

Its representatives come from the various Ministries: Labour and Social Security (2), Education (1), Internal Administration (1),

Industry and Energy (1). There are two representatives from the trade unions (UGT) and two representatives from the Employers' Association (1 Confederation of Portuguese Commerce and 1 Confederation of Portuguese Industry) and two other individuals of renowned competence in vocational training are appointed to integrate the CNA: Special staff members are recruited for the board, from IEFP, either from the local or regional administration board or teachers with special qualifications, as well as employees from some public enterprises.

The regional committees have the same constitution as the CNA, with representatives from the different ministries, from trade unions under UGT, from the Employers' Association and two individuals of renowned competence.

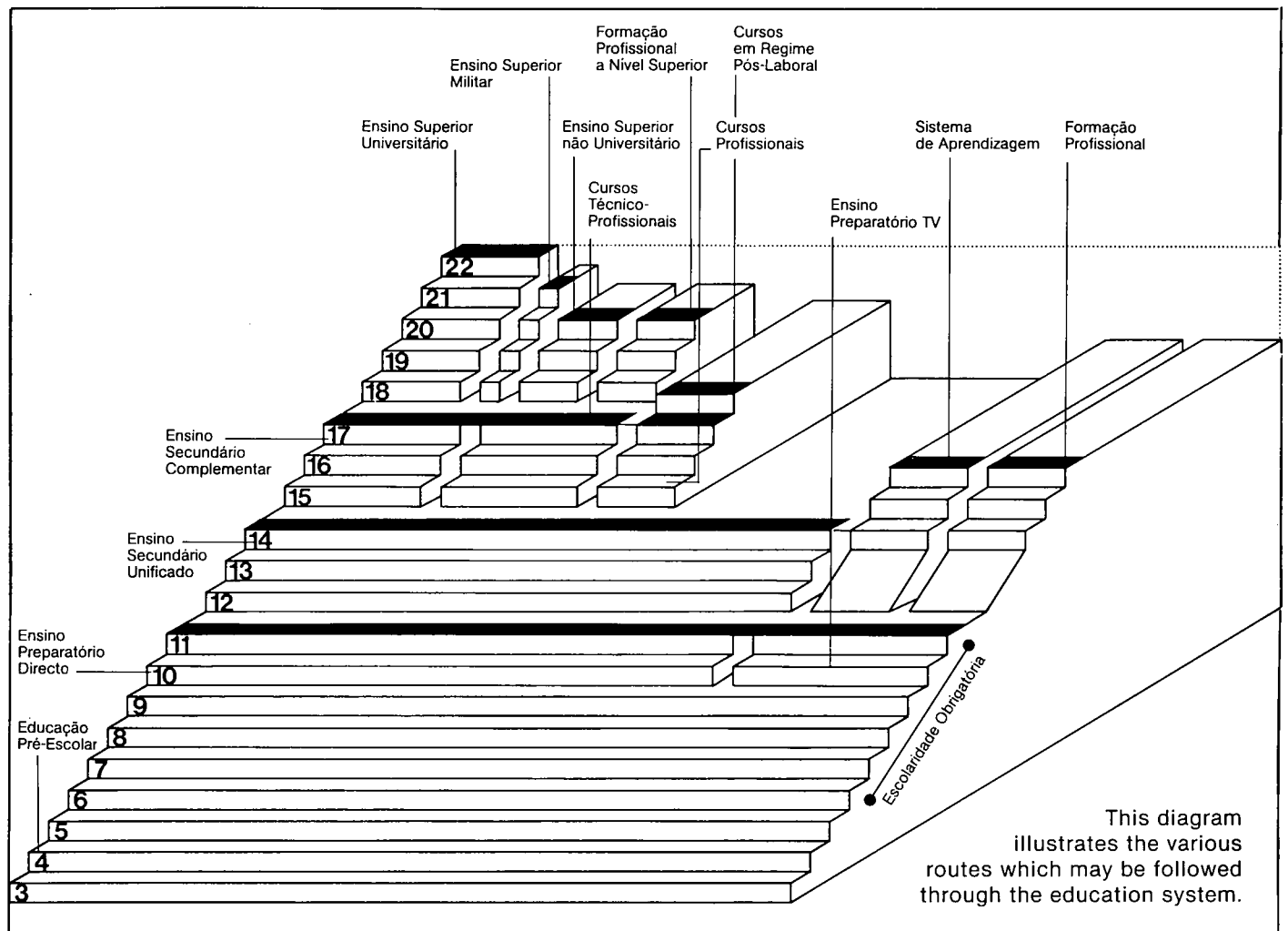
The committees' main task is to promote, on a regional level, the apprenticeship training process. The committees must ensure, among other important issues, that national policy put out by the National Committee is undertaken; they must

- detect the need for initial training in the region;
- examine the real capacities of enterprises, in the formation of trainees and fix a maximum number of trainees per enterprise,

Portugal

Population	10,0 m	Industrial production (1983 = 100)	151
Population density	108/km ²	Growth rate in GNP	1,9 %
Unemployment in 1985 (estimated)	7,5 % (*)	<i>Source: OECD, Commission of the European Communities.</i>	

* Source: CEDEFOP, 1982.



RUDOLF J. SCHMITT, Berlin

- promote apprenticeship in the enterprises;
- propose activities of priority in each sector, concerning initial training and the respective professional areas;
- propose different models of formation to apprenticeship, regarding the limitations of the region;
- collaborate actively with Employment and Vocational Training Centres and with municipal authorities, giving the necessary information to the public;
- articulate their activities with other public institutions, cooperatives and the private sector.

On proposal of the CNA, technical committees are formed, by qualified personnel from the Ministries of Labour, Education, Industry and Energy, public institutions, trade unions and employers' associations. The technical committees have a temporary duration and function within the CNA.

Their main attributions concern the preparatory studies of the decree proposals, in relation to apprenticeship regulations for each profession, in each sector, considering:

- the contents of programmes for the general and specific formation areas;
- the maximum number of trainees per profession or group of professions;
- the duration of apprenticeship;
- daily and weekly hours of apprenticeship, in accordance with maximum limits of working periods, foreseen in the law;
- periodicity and types of examinations, constitution of the jury presiding to the final examination of trainee, members recruited from Ministries, trade unions and employer's associations
- terms and conditions to which apprenticeship courses confer equivalence in the scholar system.

What is the apprenticeship system?

It was implemented by the Decree-Law No 102/84 and presents the young people with the possibility of acquiring certain techniques and a specific knowledge, indispensable for obtaining a qualified job.

The different enterprises are seen as privileged spaces of training, where alternance training is a director principle. As the portuguese enterprisal structure mainly integrates small and medium-sized companies, it is possible to train people with the support of Vocational Training Centres, acknowledged by the IEFP.

Its maximum duration is four years, but normally courses have an average based curriculum of three years, comprising:

- a specific education with a theoretical technological component and a practical component;

■ a general education complementing the specific one, with the following compulsory disciplines:

- Portuguese;
- Mathematics;
- Contemporary World Aspects;
- Foreign language (English or French).

The specific education is delivered in centres, linked to enterprises and general education takes place either in official or private schools.

To whom should one address oneself?

- Employment Centres of IEFP;
- Vocational Training Centres of IEFP;
- Municipal Councils;
- Employers' Associations;
- Enterprises qualified to minister apprenticeship.

The enterprises' role is to minister the necessary training, so that the trainee may acquire the correct skills, in the professional area wherein he/she wants to qualify. The enterprise should be able to offer the trainee a frequency in the disciplines which integrate his/her general formation.

Furthermore, they must cooperate with other public and private organizations who administer general training, informing the trainee's legal representative regularly of the results attained during the apprenticeship. Other aspects to be taken into consideration are the general benefit schemes granted to the trainee and the payment of his/her bursary.

The enterprises who have apprenticeship schemes normally receive technical and pedagogical assistance from the Ministries of Education, Labour and Social Security, Industry and Energy in the domains of

- organizational and promotional structures
- professional orientation;
- training of trainers;
- pedagogical documentation.

Professional information and orientation is given to young people and adults by the Regional Centres of Employment, integrated in the IEFP. The counsellors normally base their intervention on a voluntary and free-choice principle, as far as professions or careers are concerned, enabling



young people or adults to develop their capacities.

In the **Continuing Formation** process, the IEFP has an important role, both directly and in cooperation with other enterprises and public organizations, towards vocational training in the professions of the industrial sector. These programmes set out by the Institute are for employed and unemployed people, beyond the age of 18.

There are:

- direct actions by Vocational Training Centres, under IEFP, whose main task is to qualify workers in specific fields of employment, although professional reconversion is also undertaken;
- actions by the Protocol Training Centres, which are usually undertaken by means of agreement, drawn up between IEFP, the trade unions and Employers' Associations in the different sectors. IEFP's intervention is linked to the financial, technical and pedagogical assistance given.

In 1983, eleven of these centres were already functioning, namely in the smelting industry (ironworks), woodwork, textile, footwear, automobile repair, bread-making, steelworks (railroads), fishery, merchant navy and finally, construction and public works.

Cooperation programmes established between the IEFP and the Protocol Training

Centres are coordinated by the Vocational Training Centres to respond to the needs of the different public organizations and enterprises, municipal councils, trade unions, cooperatives and private enterprises.

Furthermore, two other aspects are of prime importance:

- training of trainers, and
- professional rehabilitation programmes.

The former covers intermediate posts and the latter has its own infrastructures, with various centres throughout the country, IEFP giving technical and financial assistance, with regard to the creation of methods thus giving special attention to the physically and mentally handicapped.

On 16 May 1985, Legislative Decree No 165 was published to issue legal rules respecting the technical and financial assistance, provided by the Employment and Vocational Training Institute towards vocational training in collaboration with other organizations.

Finally, a special reference to vocational training institutions linked to some Ministries, for instance Health, Agriculture, Fisheries and Food as well as the State department of Tourism, which provide special courses, promoting different types of activities and contributing to the development of knowledge in these different domains.

Government Institutions

CIFAG

Centro de Formação e Gestão
Av. Júlio Dinis, 11
P - 1000 LISBOA
— Dr. Protes da Fonseca

COMISSÃO INTERMINISTERIAL PARA O EMPREGO (CIME)

Avenida da República, n.º 62-8.º andar
P - 1000 LISBOA
Tel. 1/76 93 61
— Dr. Artur Mota

COMISSÃO NACIONAL PARA A APRENDIZAGEM (CNA)

Rua Morais Soares, 93-5.º
P - 1900 LISBOA
— Presidente: Eng.º Pedro Vidal

CONSELHO PERMANENTE DA CONCERTAÇÃO SOCIAL

c/o Ineuropa
Av. Duque d'Ávila, 112
P - 1000 LISBOA
— Secretário-Geral: Dr. Manuel Areias

INSTITUTO DE EMPREGO E FORMAÇÃO PROFISSIONAL

IEFP
Rua das Picoas, n.º 14-7.º
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Tel. 1/56 38 01/56 27 76/56 04 00/52 10 49
Telex: 1 21 16 IIEFP D T
— Directora de Serviços: D.ª Marcia Trigo
— Técnicos: Dr. Marques
Eng.º Vasconcelos
N.ºs Tel. Eng.º Xavier
Gerais Eng.º Silveira

INSTITUTO DE APOIO ÀS PEQUENAS E MÉDIAS EMPRESAS INDUSTRIAIS

Avenida Rodrigo da Fonseca, 73/73A
P - 1200 LISBOA
Tel. 1/56 02 51/56 03 72/56 04 73

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Gabinete de Informação Científica e Técnica (GICT)
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Tel. 1/38 47 01/38 29 63, Ext. 251/527
— Contacto: D.ª Idalina Pina Amaro

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— Direcção-Geral de Adultos
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P - 1051 LISBOA CODEX
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— Director: Dr. António Miguel Prouença

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— Presidente: Prof. Doutor Rosado Fernandes

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— Dep.º de Produção
Praça das Indústrias
P - 1399 LISBOA CODEX
— Dr. Dumas Diniz

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Tel. 1/67 90 21/7

INSTITUTO ANTÓNIO SÉRGIO - INSCOOP

Rua D. Carlos de Mascarenhas, 46
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LNETH

Laboratório Nacional de Engenharia e Tecnologia Industrial
Centro de Formação
Azenhaga das Lameiras à Estrada do Paço do Lumiar
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Tel. 1/77 45 41/77 33 30

Trade Unions

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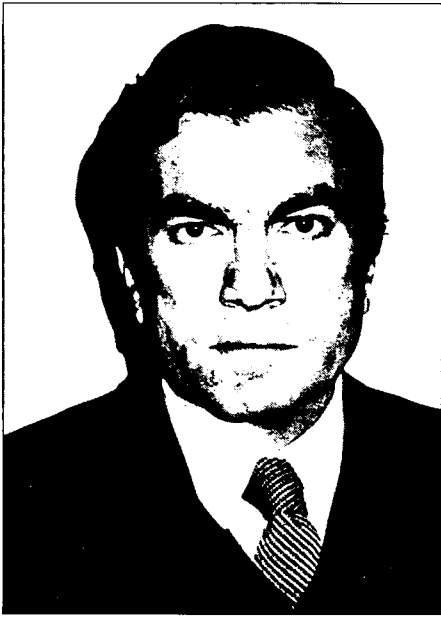
Intersindical Nacional (CGTP-IN)
Rua Vitor Cordon, n.º 1-3.º
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Tel. 1/37 21 81/37 16 48

UNIÃO GERAL DE TRABALHADORES (UGT)

Rua dos Douradores 178-1.º
P - 1000 LISBOA
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D.ª Manuela Teixeira
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Vocational training in Portugal

**Luis Fernando de Mira Amaral,
Minister for Employment and
Social Affairs**



The present economic crisis in Portugal is associated not only with a lack of capital investment but, primarily, with a considerable lack of investment in manpower, i.e. social investment. In recent years the emphasis has been on capital investment while the problems of management of both organizations and enterprises and making the optimum use of, and investing in, manpower have been ignored. In other words, when labour is a basic requirement for the development of a country it has been ignored. In the past we have seen many countries without large material resources achieving large increases in production and improvement of product quality by means of suitable employment policies, so taking their places in the international economic scene.

The problem in Portugal is therefore one of improvement in quality not of production – a type of quality improvement European countries continued to seek during the second oil crisis when they endeavoured to cure weakness by modernizing industry introducing new technology to meet fresh challenges to their economies.

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Ex-member of the Councils of the Engineers' 'Union' and the 'Institute' of Engineers, Vice-Chairman of the Board of the General Assembly of the 'Institute' of Engineers

Although the unemployment rate in Portugal is no higher than the European average, nevertheless, when analysed as shown below, it does give rise to concern:

- more than 45% of the unemployed are without work for a long period;
- 55% of the unemployed are under 25;
- a significant number of unskilled migrant workers of working age are at present returning to Portugal as the result of the economic situation in the industrial countries of Europe;
- the small and medium-sized enterprises, which employ more than 70% of the country's labour force, are poorly prepared to meet the challenge of entering the EEC and a large number of them will have to retrain their staff.

In order to resolve this problem Portugal requires suitable structures, especially trainers and people with experience in vocational guidance and job placing.

In Portugal's present social and economic situation, the main feature of which is high unemployment and insufficiently trained personnel to meet requirements, vocational training is very important not only as a means of adjusting this imbalance but also to assist the country's overall development.

As a result of Portugal joining the European Community on 1 January 1986 and the consequent challenge for most enterprises in the country to compete and maintain or increase their competitiveness at home and

abroad, the Portuguese Government, in particular the Ministry of Labour and Social Security, must pay particular attention to all problems relating to vocational training. The present government's programme is consequently approaching the subject of vocational training fairly broadly, emphasizing the principal guidelines to be followed and specifying some of the measures to be introduced.

Since the policy of vocational training is a subject which concerns the State, and in particular working people, employers and the respective associations, I believe that the State, social partners and other representatives of the economy must agree on its definition and introduction and that this agreement will in a short time lead to the preparation and approval of a framework-law on vocational training suitable for the situation in our country and taking into consideration the aspirations of both the workforce and employers.

One of the ways in which the social partners will participate will be through the introduction of the new institution, the Instituto do Emprego e Formação Profissional (Employment and Vocational Training Institute) at national and regional level, making maximum use of vocational training structures belonging to, or jointly financed by, the Institute.

In order that vocational training can effectively satisfy the true requirements of enterprises, I believe that the State, through the Institute, must not attempt to carry out all

training itself but, using all the means at its disposal, must support the activities engaged in by individual enterprises or their associations created for this purpose. As I see it this is the only way to ensure that the vocational training provided is that which firms most need and, consequently, that in which they will be most interested. In this respect it will still be necessary to make the maximum use of the enterprises' existing vocational training structures, which at present are not fully used.

It is only through vocational training that it will be possible to maintain economic viability and, consequently, the levels of employment in some sectors of industry at present undergoing restructuring because of the introduction of new technology, which itself will result in profound changes in the whole production process.

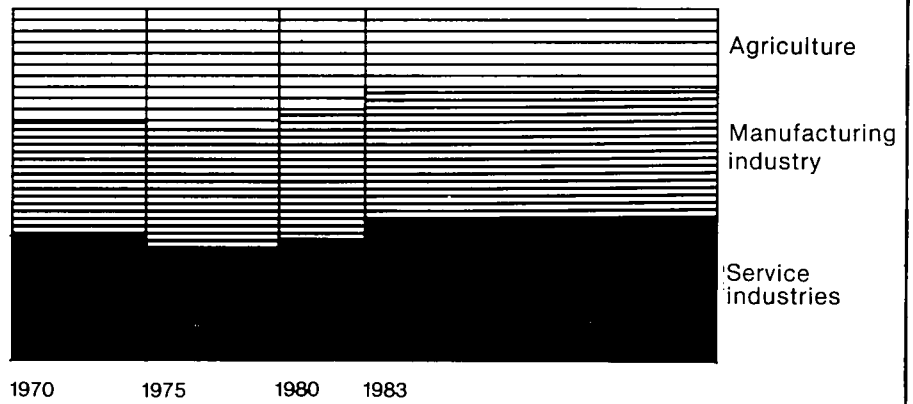
Among the sectors in Portugal which are having to be restructured in order to accommodate the introduction of new technology essential to their survival are shipbuilding, fishing, textiles and glassmaking.

In addition to these cases of restructuring, consideration must be given to the introduction of new high technology industries, particularly in the field of electronics, which need highly qualified personnel who require specific vocational training systems.

I must not forget the priority which in my opinion must be given to the training of personnel engaged in the creation of employment, namely of trainers, vocational guidance and employment specialists and development agents.

I must also emphasize the need for great efforts to be made in all fields involving the training of young people since they are both the group most affected by unemployment and in addition, they are the most motivated

**Employed persons by economic sector in %
Development from 1970-83**



RUDOLF J. SCHMITT, Berlin

by changes brought about by the introduction of new technology.

Other sectors of the population seriously affected by unemployment, such as women, the handicapped and those who have been unemployed for a long time, deserve to be given prior consideration when planning vocational training activities, bearing in mind the desirability for true equality of opportunity in employment.

The proposal by the present government for the development of international cooperation within the European Community in the fields of employment and vocational training is equally important. When cooperating mutually with EEC countries Portugal will have the opportunity of benefiting from the experience of the different nations; this cannot, and must not automatically be used directly by our country, but will certainly provide useful guidance for the future.

On the subject of cooperation with the EEC institutions, I will first refer to the positive

assistance Portugal has received from the Community in the form of pre-entry aid for the construction of a network of new vocational training centres to be used to cover the whole country.

I believe the greatest advantage in this respect has been the development of the relationship started with Cedefop and, to further this, I will personally undertake that the Ministry of Labour and Social Security ensures as far as possible that conditions are suitable for fruitful collaboration.

Finally, I would like to express the hope, which is now a certainty, that Portugal, with the assistance of the institutions of the European Community, in particular Cedefop and the European Social Fund, will in a short time significantly improve its situation in respect of employment and vocational training, thus preparing to meet with confidence and optimism the challenge which integration with Europe will involve for a weak economy, such as we still have in this country.



Vocational training in Portugal

a statement by João António Gomes Proença, Secretary-General of the General Workers Union (UGT)

The União Geral de Trabalhadores (General Workers Union – UGT) congratulates Cedefop on this initiative. For Portugal, entry into the European Economic Community is an act of fundamental importance which will make a decisive contribution towards the country's economic and social development.

Vocational training is one of the areas in which a more significant advance is expected, bringing us nearer the situation in the Community countries where experience and technical assistance can be exchanged and in which Cedefop will be able to play a decisive role, and where projects related to infrastructures, particularly in respect of the European Social Fund, can be submitted, discussed and realized.

The Cedefop questionnaire gives an opportunity for discussion – which has to be brief in view of the limited space available; a more detailed study of the subjects tackled is expected later. The document on the survey of the structure of vocational training in Portugal prepared by Cedefop represents a working base to which attention should be drawn.

UGT considers that the full potential of the new technology essential for ensuring the

competitiveness of enterprises will not be fully exploited if there are no personnel capable of applying it and with no social organization to ensure its rational use. In this respect UGT believes that a national priority, made more urgent by entry to the EEC, is investment in education and vocational training as a means of making the most of manpower, the nation's greatest asset.

In view of this, we consider vocational training to be of maximum importance, in so far as it is a process complementary to education and a means of assisting young people to integrate into the labour force.

In addition, it is essential to provide a training system for the retraining of workers with the object of preparing them adequately for work following restructuring, conversion and the introduction of new technology in enterprises and sectors and, at a regional level, so that they may be capable of responding to changes involved in regional development programmes.

UGT is making a careful study of the problems arising from the introduction of new technology and its effect on the content and organization of labour.

UGT considers it essential to establish agreements on the introduction and development of new technology so that changes may be facilitated and resistance reduced. In view of this UGT believes that it is necessary that:

■ the introduction of new technology is not carried out haphazardly but is programmed and negotiated with the employees and their unions so that social factors are not forgotten;

■ the technology to be used is selected to enrich the work content and not to eliminate the need for skill which could transform workers into robots instead of robots being at the service of man;

■ the processes of converting the traditional sectors, either industry or service, are accompanied by more general measures for the development and diversification of activities, or exploration of other areas of services which would ease the pressures from employees and enable better use to be made of manpower, which increasingly constitutes the country's greatest asset;

■ the education and vocational training policies are made flexible, able to cope with rapid and radical changes and linked to an active policy for the creation of employment;

■ industrial democracy is promoted by the development and improvement of participation by workers at all levels, in particular in enterprises.

The whole European trade union movement has the right to request to be informed, consulted and to negotiate when new technology is to be introduced, with areas of agreement being created at EEC level, as was shown at the Val Duchesse meeting on 12 February last when this problem was tackled by the social partners (Confedera-

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Chemical engineer,
Former researcher and university lecturer,
Member of the National Apprenticeship Council,
Member of the Permanent Council for Social Harmonization,
Secretary-General of the Civil Servants Union,

ções Sindicais e Patronais (Trade Union and Employers Confederations) and the Chairman of the Committee, Jacques Delors.

We also believe that there should be training in new technology for the workers' representatives so that they would have sufficient knowledge to play a responsible part in negotiations, observations and the assessment of the introduction of this technology.

In order to improve the poor state of the country's economy, UGT considers that it is not sufficient to adjust management to suit the conditions, but that medium or long-term structural measures must be introduced. To achieve this, UGT considers that the economy must be modernized, so gaining Portugal a more favourable position in the international labour sector. This will involve defining linked policies with a view to:

- reorganizing the nation's economy, promoting the introduction of new economic and social infrastructures for regional development and for the re-introduction of Portugal to the international scene;

- developing the equipment sector to reduce the nation's dependence on imports of agri-foodstuffs and energy and modernizing the traditional export sectors by using and developing new technology;

- developing new service sectors to explore the opportunities of exploiting services on an international scale and taking advantage of the country's geographical location and its relationship with Africa and Latin America.

UGT has been actively engaged in the implementation of the Programa Nacional de Aprendizagem (National apprentice programme) since its inception. The representatives and technicians proposed by UGT have played an active part at all levels of the organization of the National Apprenticeship Committee and the Regional Committee.

The programme is for the alternance training of young people in which, although it has only just started, the collaboration from enterprises, especially the small and medium-sized enterprises, is encouraging.

In order to encourage training in enterprises it is considered essential to decentralize the structures for the promotion and coordi-



nation of training programmes, technical, educational and financial aid, the incentive for the forming of small and medium-sized enterprise groups in the same region for the development of training and the special aid from the Iniciativas Locais de Emprego (Local Employment Exchanges) which, with the aid from the authorities, link the creation of employment with vocational training.

UGT and its unions lay great stress on continuous training. In this respect UGT and some of the unions – particularly in the service sector – have been, and still are, engaged in providing training courses, chiefly after work. In addition, in our work of collective negotiation we have been fighting for the concession of time credits and leave of absence, with or without pay, for training, and in addition for the recognition by enterprises of training course diplomas or certificates.

UGT also considers the role to be played by the Centros Protocolares de Formação em Cooperação (Cooperative Training Protocol Centres), which have tripartite administrations in which all parties are involved, to be very important. These centres will be able to carry out training in times of under-employment or when conversion is being carried out.

This subject is so far not covered by agreements. However, UGT has already made contact with some sector associations; it considers that, in the case of restructuring or conversion programmes, training programmes will have to be designed and managed jointly, either to adapt to the new technology or to facilitate the transfer of surplus labour for alternative employment inside or outside the enterprise. In this case there are traditional sectors, such as textiles, or areas of unemployment where the problems are more serious, such as at Setúbal, Tramagal and Águeda.

UGT takes full advantage of the discussions and exchanges of experiences with the unions from the other countries in the extended EEC and the remainder of Western Europe. This is a relationship which UGT has been developing since its formation and which has been further encouraged since our entry into the Confederation of European Trade Unions.

We believe that, from this point of view, participation in the EEC Economic and Social Council will be very advantageous for contacting not only other unions but also other social partners. We very much look forward to cooperating with Cedefop in the field of vocational training.



Vocational training in Portugal

a statement by Rosa Maria Marques,
member of the National Council
of the CGTP 'National Inter-Union'

Vocational training (VT) is one of the basic methods of making the optimum use of the labour force so that it can respond to modernization and, therefore, to changes in the economy. In order to be able to make use of this potential it must be included in a development policy in which sectors with expansion priority are clearly identified, and in which the control of unemployment is the principal objective. In addition to this basic condition for the effectiveness of a VT policy there are others, namely:

- VT must be compatible with, and linked to, the education system and policy;
- VT must be based on a system of employment statistics sufficiently detailed to illustrate the situation and any tendency to spontaneous change in the different sectors of the labour market.

In order to incorporate these factors logically, a national vocational training plan, a measure the CGTP has been requesting since its IVth Congress in 1983, will have to be prepared and put into operation.

The general introduction of new technology is not a feature of the present stage of economic and social development in Portugal. Moreover, since modernization of the national economy is associated with the restructuring and renovation of production sectors, the replacement of old or obsolete equipment and processes does not neces-

sarily have to be carried out solely by the introduction of new technology.

However, new technology is already playing an important part in some branches of the economy (banking and insurance, communications and telecommunications, transport and electrical equipment). Its introduction will, of course, still have serious repercussions at all levels of employment, in labour organization or in the field of hygiene and safety at work, areas in which its effects will be significant, judging from experience abroad.

We believe that for the development of our country, in spite of the fact that new techniques and equipment will without doubt have to be imported, attention will have to be paid to the following:

- the encouragement of an increase in scientific knowledge and an attempt to have at least some sophisticated equipment designed and produced in Portugal;
- the observation of the process of introducing new technology and the restructuring of production processes, for which retraining and the encouragement of qualified status will be essential, together with continual discussion with representatives of the workers' organizations.

This discussion can, and must, be included in collective agreements at all possible levels, i.e. enterprise, sector and confederation. Unless attention is paid to the points referred to, the general introduction of new technology will create greater labour instability and could even result in purely fictitious development in Portugal.

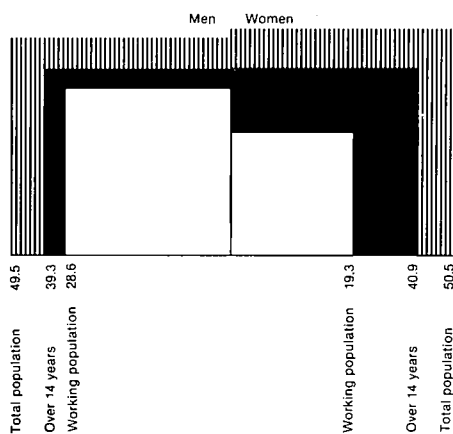
Unfortunately, this problem has rarely been discussed with the trade unions. Recently the Portuguese Government even awarded a contract for the automation of the telephone system to two multinational companies (Alcatel and Siemens) without any previous, or even retrospective contract, with the unions concerned. Consequently, a decision was made to introduce a project which required considerable capital investment and for which a substantial reduction in labour was anticipated, without publicly announcing investigations into its profitability and its effect on the country's economy.

With regard to the first point, the CGTP believes that the country's economic development policy must satisfy three requirements simultaneously: (i) to permit the full, rational exploitation of the nation's resources; (ii) to reduce our very high degree of dependence on other countries; (iii) to promote an increase in employment. Under these terms the CGTP considers that priority will have to be given to the following sectors:

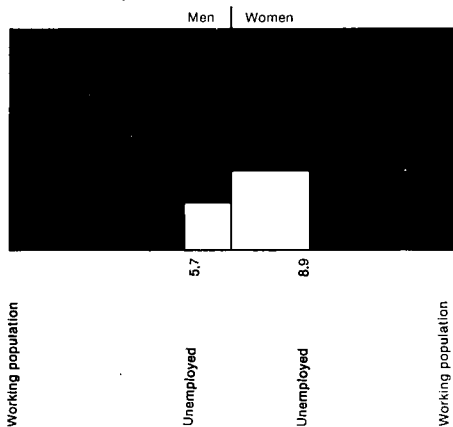
- Agriculture – which requires modernization, for which attention must be paid to the following: State aid for the formation of farmers' groups to overcome the excessive fragmentation of farms and smallholdings in the north of the country; the restoration of legality relating to intervention in agricultural reform; incentives for mechanization; a substantial increase in vocational training activities, especially for young farmers.

ROSA MARIA MARQUES.
39 years, chemical engineer, member of the 'Federation of Public Authority Unions'

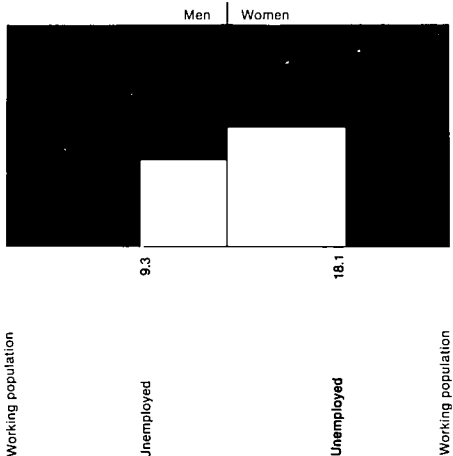
Total population subdivided into men and women with the proportion for each of those over 14 years as well as the total working population.



Proportion of male and female unemployed to the male and female working population



Proportion of the unemployed to the male and female working population up to 24 years



RUDOLF J. SCHMITT, Berlin

■ Fishing — for which a new fleet is required to exploit our exclusive fishing zone, for which capital is needed, the conversion of our shipbuilding and repair industry which has been seriously affected by the crisis.

■ Civil engineering,

■ The deficiencies in industrial sectors competing with imports (metallurgy, steel-making, the manufacture of instruments and equipment) must be made good and conditions created for true independence in external relations. With regard to the second point, it should first be said that to implement the policy defined earlier necessitates the fulfilment of two basic conditions:

- the renegotiation of the present text of the Treaty of Accession, paying attention to the many serious obstacles to our development contained in it;

- the acceptance of the planning project in the Constitution of the Portuguese Republic. As previously stated, in addition to these general conditions, the CGTP is requesting a national plan for vocational training (PNFP). The decree-law on cooperative training published during this year, under which enterprises, authorities and unions may put forward candidates for government grants, does not comply with PNFP requirements. This law in fact reproduces the schemes current in the EEC for giving priority to aiding VT activities which do not feature in the policies stated.

However, the Institute of Employment and Vocational Training is not fully exploiting the most important potential in the country. The CGTP is asking to be allowed to participate in the management of the Institute since it believes that only tripartite management will satisfy the requirements for the development of vocational training linked to employment and integrated in a national plan.

Collective agreements can be used to persuade enterprises to provide sufficient time to introduce in-company training.

Small companies will find it advantageous to form groups powerful enough to represent their interests. Moreover, it is only by grouping that they can afford the equipment and premises necessary for training, which would otherwise have to be financed by individual enterprises.

The formation of groups must be encouraged, not only at sector level but regionally and locally as well, and attempts must be made to enlist the cooperation of regional and local authorities in addition to that of the State.

Various schemes must be employed as incentives for encouraging the grouping of small companies, i.e. technical and educational assistance, prizes for training activities, the authorization of the use of public

premises (schools, government centres, etc.). In all cases however, these incentives must conform with the aims of the national vocational training plan which we would like to see drawn up.

We prefer to use collective agreements with employers or their associations for endeavouring to create conditions to motivate workers to ask for and participate in training activities to improve their skills.

When collective agreements have been concluded, particularly with large enterprises, under regulations covering careers and promotion or a change of career it is very often obligatory for promotion to be accompanied by training and lectures so that the employee will be qualified to carry out progressively more difficult duties. He will be keen to take part in such activity, provided that it is associated with an increase in pay.

Unfortunately we usually encounter objections and opposition to these regulations from employers, even in the case of public bodies. These attitudes do not stem from duties arising from VT (which in time will be compensated for by the extra skill and increased productivity of the workers) but from the fact that employers persist in considering subjective appreciation more important as far as the internal mobility of personnel in their enterprises is concerned.

Apart from this method of continuous training within enterprises, we are endeavouring to create facilities for study for workers who regularly attend courses at officially recognized teaching and training establishments.

Collective employment agreements nearly always contain specific clauses extending the legal rights of student workers. In many enterprises, in addition to a reduction in the hours worked by the employees, employers have to pay at least part of the expenses or the cost of study.

Workers with diplomas are naturally more mobile within or outside their companies since such qualifications are recognized, putting managerial and specialized posts within their reach in almost all collective agreements.

Retraining and specialized training are not only important but essential in the age of changing technology in which we live.

When considering the role retraining can play in stabilizing employment, in addition to the obligation to provide and receive this type of vocational training specified in some



collective agreements, it must be generally recognized and its use approved.

Portugal must make the optimum use of its manpower; we must not accept the role of supplier of cheap labour for Europe which many people attribute to our country. The CGTP unions will strive hard for a policy and plan for labour in which the two factors – employment and training – fulfil their inseparable roles, and even provide the driving force for development.

Discussion with other trade-union organizations in Europe, in particular those of common market countries, has always been a concern of the CGTP, independently of Portugal's entry into the EEC. It was for this reason that the CGTP requested entry to the ESC, which was refused on grounds which were only ideological, not statutory. However, the serious problems discussed by workers in the different EEC countries, such as unemployment, the precarious

nature of employment, regional inequalities, etc., will inevitably strengthen the bonds between workers and their organizations.

The CGTP will do everything in its power in open constructive discussion to enable common harmonious bases to be formed for the improvement of living and working conditions in Europe and the reduction of exploitation within a more just development.



Interview with Luís Ferrero Morales

**Former Secretary of State for
Employment and former Minister
for Labour**

The quality of the workforce has an important part to play in ensuring the competitiveness of firms and the modernization of Portuguese industry. Please indicate what Portuguese occupational associations have undertaken in the area of modernization and how Portuguese employers have met the challenge posed by new technologies.

What is the role e.g. of the Technical Training Centre of the National Laboratory for Civil Engineering and Industrial Technology (LNETI)?

The framework essential for the process of modernizing Portuguese industry – which will not stop with the introduction of new technology – is not sufficiently clear at macroeconomic level and, consequently, has not been generally accepted at management level.

However, the importance being accorded to this subject, and within it to vocational training, by enterprises, their associations and the government becomes apparent as the lack of skilled labour begins to be felt following the dismantling of technical vocational training, which up to 1974 prepared skilled operators and middle manage-

ment for agriculture, industry and commerce. This is the situation today.

Enterprise associations and enterprises themselves denounce this lack of training and have placed themselves at the disposal of the government to rectify the situation and, as a result of close cooperation, since 1980 the following has been made possible, with a reasonable degree of success:

- the commencement of the first experiments on apprenticeship now regularized by Decree-Law 102/84 and being introduced into the priority sectors;

- the re-introduction of vocational training ending the purely academic system of education;

- the development of vocational training centres in the most active sectors of the economy in conjunction with the social partners;

- the planning and commencement of the construction of a network of vocational training centres, decentralized in order to cover local and regional training requirements.

Mention should also be made of the role the Associação Industrial Portuguesa (Portuguese Industrial Association) has been playing through Coprai since 1960 in the field of vocational training of middle management and overseers and also the links which are being established by enterprises and their associations with the government with regard to assessing training requirements.

The work of the Centro de Formação Técnica do Laboratório Nacional de Tecnologia Industrial (Technical Training Centre for the National Industrial Technology Laboratory) at present does not include new technology, but is mainly related to management. It would be desirable if in the near future it reverted to its true role and worked specifically in this area, as might be expected from the quality of its specialists and management.

How can training in industry be promoted in Portugal, not only in large firms but also in the small and medium-sized undertakings which are one of the characteristics of Portugal's business landscape? Please indicate what position employers adopt in the world of training. What responsibilities are employers willing to take on and what steps do they propose taking?

The size of the enterprise does not affect its attitude to vocational training. A significant number of large enterprises have their own vocational training organizations – sometimes assisted technically and financially by the government – designed to satisfy their own requirements.

The difficulties that these enterprises have in the field of vocational training arise principally from the lack of an overall system linked to the different levels of responsibility.

Unless they have formed groups to organize their training, the problems of small and

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Graduate in law
Former Director of the National Employment Service and Labour Promotion Fund
Currently Executive Vice-President of the Portuguese Industrial Association
Member of the National Commission for Apprenticeships

medium-sized enterprises are different and more serious. Grouping should be carried out with assistance from the associations and the government in order to make the most profitable use of resources.

In the meanwhile certain significant measures taken recently are encouraging vocational training in enterprises and their important role in this field is at last being recognized. I refer to:

- Decree-Law 165/85 of 16 May, a law of cooperative vocational training, which makes funds available to important enterprises for developing their own systems of training;

- the tripartite system specified in Decree-Law No 102/84 for the administration of a system of apprenticeship, again with considerable financial assistance;

- Decree-Law No 247/85 of 12 July which finally authorizes the tripartite administration of the Instituto do Emprego e Formação profissional (Employment and Vocational Training Institute).

It appears that recognition has finally been given to the importance of enterprises and

their organizations in relation to vocational training, not only as users but, and more important, as consultants to assist in designing, planning and setting up the system.

However, it is important to examine carefully this participation of the social partners and even to obtain their participation in defining an overall policy for the development of manpower, which could continue with an extension of the duties of the Conselho Permanente de Concertação Social (Permanent Council for Social Harmonization), turning it into an 'Economic and Social Council', and through participation of the partners into an 'Interministerial Committee for Employment' which in the future would function integrated with it, then as an entity specializing in the field of employment and vocational training policy.

What are employers doing to promote continuing training?

The statistical documents available on vocational training projects submitted either to the Instituto de Emprego e Formação Profissional (Employment and Vocational

Training Institute) under Decree-Law 165/85, or to the European Social Fund, are impressive not only because of the amount of funds available but mainly because of the number of persons involved and the professions covered.

If a significant proportion of these projects are executed, as is expected, an effective method of encouraging permanent training by this method of providing financial assistance will have been found.

What are the priority sectors for Portugal's economic development and what are the principal skills required by labour as a consequence?

Portugal, as is well known, is one of a number of countries in an intermediate stage of development and was recently subjected to a restrictive policy imposed nationally with the object of reducing the external deficit. Conditions were therefore not ideal for forecasting economic development in the near future, even with the effect it would have on the foreign debt, or for carrying out the structural modifications considered necessary.



Nevertheless, having achieved an improved financial situation it is time to define a development strategy to meet the competition from Europe into which we are becoming integrated, and to consider new technology.

This policy, which must take into consideration the increase in competitiveness of the production system, will have to include a careful assessment of the deficiencies in vocational training and the establishment of effective mechanisms to compensate for them, otherwise it could be the weak link in future development. Certain serious deficiencies are being found in the metalworking and mechanical, construction, tourist, electronic and telecommunications sectors.

How can the links between education, training, labour market and economy be improved and made more effective?

As was stated earlier, significant steps have been observed bringing together enterprises and their representatives in the administration of the vocational training system, for which the Ministry of Labour is responsi-

ble. There are independent sectors where no thought has yet been given to this; in the education system the situation is worse since only feeble attempts are being made to reintroduce vocational training.

Overall alterations to structures are required both to establish parameters for development, and to select from them the actions necessary to adapt manpower to the requirements of development.

There is no doubt that Portugal's accession to the European Economic Community represents a considerable challenge to Portuguese industry: while it will aid the expansion of some sectors others are likely to face problems of competitiveness. What is your view? What is the role of vocational training in this context? What part can be played by the private sector? How do you see Portuguese employers responding to the challenge in the area of vocational training?

Vocational training can, and must, play a decisive part in reducing the deficiencies in our development. The changes in the structure of industry, the development of the potential of our labour force at all levels and

the introduction of effective administration regulations will make it possible to achieve higher levels of productivity.

Vocational training will have an important part to play here in so far as significant changes will occur in the field of production: improvements in products, new forms of production and new requirements, the introduction of new technology and adaptations which will require both better qualifications and considerable requirements for retraining personnel. Only in this way will we be as competitive as we wish to be.

Private enterprise expects to be asked to play its part in this field, individually and through its associations. However, it is necessary to have a better understanding of the agreements which were negotiated with the Community and the legal framework governing it must be the same as that of the countries in the European Community and must permit it to have more effective ways of managing the labour force. Under these conditions we are confident that private enterprise will take up and overcome the challenges presented.



Training in Portugal to meet the competition from Europe

Artur Mota

The policy of making the optimum use of manpower becomes increasingly important in national development policies since training is naturally included in government policies. Although this is the case in most countries, in countries with fewer resources or a lower degree of development, such as Portugal, such a policy will have to be a more prominent feature.

It should first be remembered that Portugal, a small European country (92 000 square kilometres), has for centuries contributed to the development and enrichment of other nations by the very significant emigration of its citizens.

In my opinion the acknowledged successful integration in the majority of

EEC member countries of hundreds of thousands of Portuguese workers is the result of recognition by these countries of the contribution made by these workers, due to a considerable extent to their suitability for skilled work.

We felt that reference had to be made to this at the beginning of an article in which we propose to analyse the training situation in Portugal as our country is entering the European Community.

To achieve this, it is necessary to describe the essential characteristics of the Portuguese people and their situation in relation to employment – information from which many of the training requirements can be extrapolated more clearly.

1970s and to the return of Portuguese from the former colonies.

The population density varies very considerably from region to region, from 14 inhabitants per square kilometre in the Alentejo to 319 in the self-governing region Madeira, the national average being 107.

Employment and unemployment

In 1981 the working population amounted to 42.5 % of the total population, a significant increase over 1960 (37.7 %) and 1970 (38.8 %). This change is due to an increase in the numbers of young people and women available for work. In addition, the percentage of working people on mainland Portugal reached 48.7 % at the end of 1983, with a slight decrease (to 47.6 %) at the end of 1984; this was explained by the gradual ageing of the nation's population, in spite of the increase in the resident population over the same period.

The female working population of Portugal increased from 12.8 % of the total population in 1960 to 38.6 % by the end of 1984, the figures for 1970 and 1981 being 18.9 % and 29.0 % respectively.

With regard to employment, at the end of 1984 the distribution of the working population was as follows: 24.5 % in the primary sector, 34.6 % in the secondary sector and 40.9 % in the tertiary sector. In addition, during 1984 there was a fall in employment of nearly 1 %, although there was an increase in the number of workers employed

The quest for employment and training requirements

The population

In 1985 the resident population of Portugal was slightly over 10 million.¹ The population at the 1981 census was 9 818 000, an

ARTUR MOTA
President of the Interministerial Commission for Employment
Graduate in law
Former Secretary of State for Employment
Coordinator and co-author of the monograph on the education and vocational training system of Portugal

increase of almost 800 000 over the figures from the previous general census in 1970. There was a slight fall throughout the 1960s, clearly related to the large migration of workers abroad during the decade. An analysis of the age groups of the resident population in the 1960s, 1970s and in 1981 shows that the average age was higher, illustrated both in the relative size of the over-50 groups (1960 – 21.2 %, 1981 – 27.1 %) and the reduction in the 0 to 9 years group (1960 – 19.8 %, 1981 – 16.8 %).

The increase in population between 1970 and 1981 was due principally to the fall in the number of workers emigrating in the

in agriculture, accounted for by the nature of the sector, or by concealed unemployment. Figures from the 1981 census showed a fall in the proportion employed in the primary sector since 1970 to 19.8%. *The high proportion of the population employed in the primary sector* compared to the average in EEC countries should be noted.

The working population of Portugal at the end of 1984 was 4 079 000, three million of whom were employees.

It is interesting to note that a very high proportion (97.3%) of enterprises in Portugal employs fewer than 100 workers and only 2.7% employ more than 100. However, the latter group employ 45.4% of the total workforce.

Another important factor is the low level of education of the working population, 72% of whom have had only preparatory education and 11% can neither read nor write.² Only 3% of the workforce have had a higher education.

With regard to unemployment, at the end of 1984 there were 493 000 unemployed, or 10.8% of the workforce. The unemployment rate, which is not appreciably different from the European figure, has increased gradually in recent years.

There is considerably more unemployment among women workers than men, in fact almost 300 000 workers out of 493 000 are women. At the end of 1982 the rate for women was five times higher than that for men.

At the end of 1984 about 272 000 unemployed were under 25 and 183 500 of the total number of unemployed had not yet found employment. *Very little training is given to the unemployed although more is available for workers seeking their first jobs.*

In view of its increase in under two years (from 16.6% in 1983 to 19.44% at the end of 1984), there is concern that unemployment in Portugal is tending to be of a long-term nature. These facts indicate the seriousness of the problem and reveal the unquestionable shortcomings in training confronting the country.

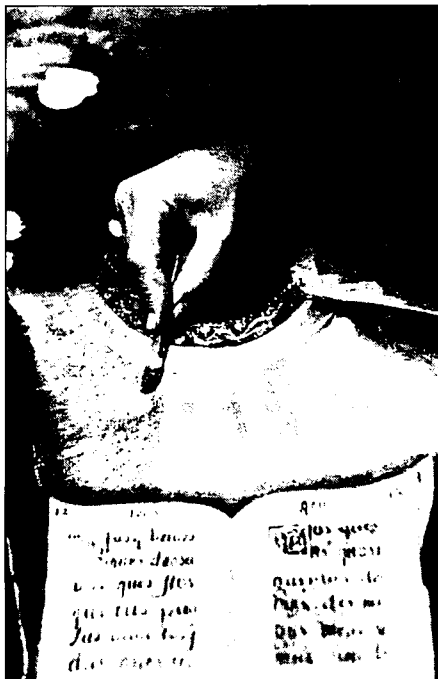
Regional differences

In spite of its size there are considerable regional differences in the country. The population density is extremely low in regions such as the Centre or Alentejo. In

addition the average age is very high, as it is also in the North Interior. On the other hand, the population is increasing in the Lisbon, Oporto and Algarve regions, as is economic activity.

65% of the working population is concentrated in the North and Lisbon regions. Most of the work here is in the secondary and tertiary sectors, while in the North Interior and Alentejo regions it is mostly in the primary sector. In the self-governing regions of Madeira and the Azores employment is mainly in the tertiary sector, the secondary sector having the next highest labour requirements in the former and the primary in the latter.

The last 10 years have seen changes in the pattern of employment, the biggest being in the Alentejo, Centre, Azores and North Interior regions. In the Alentejo the proportion of workers in the primary sector fell from 57.3% to 24.9%, while in the secondary and tertiary sectors it rose from 15.7% and 27% to 27.6% and 47.5% respectively. In the Azores in the primary sector it fell from 49.8% to 31.7% with an increase in the other sectors, principally the tertiary. In the Centre the primary sector's share fell from 44% to 30.6%, while in the secondary and tertiary sectors it increased from 30.4% and 25.6% to 39% and 30.4% respectively. Finally, in the North Interior there was a 15% fall in the primary sector, an increase of 7.9% in the secondary and 7.1% in the tertiary.



It should be pointed out that the Centre, North Littoral and Lisbon regions are the prime agricultural areas, the highest productivity being found in the last. This is due to better soil, better irrigation, improved crop planning and increased modernization. It is interesting to note that the number of workers in these regions has decreased more and faster than elsewhere. Modernization is therefore a major problem in the other regions.

At the end of 1981, the Algarve had the highest unemployment rate and the Azores the lowest. The region with highest unemployment rates for young people and women was the Alentejo, while that with the lowest was the Azores.

Touching briefly on the supply and demand of labour in the various sectors, demand is greatest in the tertiary sector; employment available for skilled operators was in civil engineering, woodworking, metalwork and mechanics and textiles. It is evident that there is a lack of opportunity for women and a need for vocational training for them which will enable this unbalanced state of the labour market to be rectified.

With regard to the standard of education of the working population, the proportion of illiterate persons³ is considerably higher in the North Interior, Centre Interior, Alentejo and Madeira regions than elsewhere. Since 1970 there has been an appreciable increase in school attendance in all regions, although even in 1981 70% were leaving school by the sixth year in the North, Centre

Training in Portugal

The principal difficulties encountered by Portugal with respect to the type and amount of employment, revealing obvious deficiencies as far as training was concerned, have been indicated briefly. Will the training facilities in the country be adequate to satisfy these requirements? In answering this question a description, although only brief, must be given of the nature of training in Portugal.

To begin with it must be understood that *there is no national integrated system of education and training, nor are there any separate associated systems.*

This warning is particularly necessary since our reason for concentrating on education and training separately is not only a desire

to be systematic. However, it is felt useful to point out the interest that the subject of training has aroused in Portugal in recent years; it is of course going to result in a considerable amount of work to draw up new, or amend existing, legislation and launch training activities.

The Portuguese education and vocational training system

The Portuguese education system consists of the following stages:

Basic education – including primary (4 years) and preparatory education (2 years). Attendance is obligatory.

Secondary education – consisting of a general 3-year course (7th, 8th and 9th years) and a supplementary course of two years + one (10th, 11th and 12th years). Teaching (at night classes) is on secondary and technical lines in parallel. Technical/vocational and vocational education was re-introduced in 1983–84 with the object of preparing the under 25s who have had 9 years' schooling for their working lives.

Higher education – Includes higher university education for a period of 4 to 6 years (qualifying with a licentiate) and non-university higher education for a period of 2 to 4 years (qualifying with a baccalaureate).

According to the 1982-83 figures, 67% of all pupils in the education system were receiving compulsory basic education, while 18,1% were receiving secondary education (for the 7th, 8th and 9th years), 10,6% were receiving supplementary secondary education and 4,7% were at higher education establishments.

An analysis of the efficiency of the system indicated concern over *staying down and dropping out* of State education, affecting about 93% of the system. In the case of primary education, the stay-down rate reached 41% and 27% in the first two years and the last two years respectively. The rate for preparatory education in 1982 was between 15% and 18%, with similar figures for secondary education.

9% ceased attending in the 4th and 5th years and 7% in the 6th year, indicating that a large number did not complete compulsory education. In the case of the 6th year (end of compulsory education), in 1981 17% left with a diploma (equivalent to not completing the course). In secondary education, 14%, 11% and 9% left before the end of the 7th, 8th and 9th years respectively.

These figures show the need to improve the quality of education in order to increase the proportion of pupils completing compulsory education and its gradual extension.

An experiment begun in this field in 1983-84 (and extended considerably in the following years) indicates that the expectations of young people and enterprises are more likely to be fulfilled, although they do not respond fully to requirements. The majority of pupils leave school by the 9th year (about 120 000 pupils in 1983), and it is known that 76% of these leave by the 6th year.

Only a very small number of young people leave the system for other initial training schemes. In fact, in 1983 a total of about 1 760 attended courses on health, tourism, agriculture and nautical subjects.

It is estimated that nationally the number of students on training courses (not integrated in the education system) will be about 11 000, while the requirements indicate around 40 000 per year⁴ should be trained.

In view of this situation and recognizing the shortage of current training schemes and their inadequacy to meet the country's requirements, in March 1984 Decree-Law No 102/84 was published giving approval to the apprenticeship system based on the alternance training system for young people leaving school, with the object of providing them with the techniques and information essential for embarking on specialized careers. Under the system, with its own tripartite organization which operates within the Institute of Employment and Vocation Training, priority is given to five sectors: agri-foodstuffs, electronics, data processing, metalwork and mechanics and services. The initial training programme was planned to accommodate 20 000 students with programmes for the different vocations chosen from each one of the above. However, by the end of 1985 the estimated number of young people for training was about 3 000, which, although a more realistic figure, was not even achievable.

This error in estimation, or planning, may also apply to the launching of other government initiatives connected with vocational training, the reception of which by enterprises will have helped to make these enterprises less keen on the new system of apprenticeship.

The fact is that the initial training systems can only respond to a very limited extent, apart from illustrating serious problems,



the solving of which is urgent and will involve improving the quality of the education system by adjusting it to social and economic problems, in addition to increasing the capacity of the training structures. The potential which recent projects such as the technical vocational education experiment and the launching of the apprenticeship system will reveal are unknown.

However, even here these encouraging initiatives could be jeopardized if they are not protected by minimum conditions designed to ensure their correct development.

Continuous training

The scarcity of information available nationally on vocational training carried out exclusively by enterprises or other entities must be pointed out. The extent and the relative amount of training may possibly be better known when Portugal has entered the EEC, since after the projects chosen in conjunction with the European Social Fund are submitted, a much clearer picture will be obtained of this aspect of training, the importance of which should in any case be stressed.

The facts available only relate to the activity carried out at State level and the training organized through cooperation between the State and the enterprises or other entities. A study⁵ recently published shows that in 1983 training activities organized by the State (or

with its cooperation) will have involved 65 000 workers, equivalent to less than 2% of the working population.

The anticipated extension of the network of vocational training centres, which includes the plan for the creation of 25 new centres by the Institute for Employment and Vocational Training, 10 of which to be jointly financed by the EEC, will make it possible to increase training capacity on a medium-term basis even more.

The publication of Decree-Law No 165/85 on 16 May to regulate training by Enterprises or other entities, enables priority areas of action to be defined according to the type of programme. *The application of this legislation will act as a good stimulus to vocational training and will also contribute towards the logical development of training in Portugal, permitting a clearer and more precise idea of the training given in enterprise or other entities to be obtained.*

The proposal and realization of actions aided by the European Social Fund and the participation of the social partners in the management of the Institute of Employment and Vocational Training will doubtless result in similar encouragement and clarification.

In spite of what has been said, reference must be made to the absence of training programmes for those sectors of the working population which find difficulty in obtaining employment. Among these, the most important are the long-term unemployed or workers the retraining of whom has become necessary when restructuring has occurred in sectors of the economy. There are no specific programmes for these cases.

The present situation and the European challenge

It is clear from the foregoing that the problems of vocational training confronting Portugal at present are not simple.

In this article we shall endeavour to describe the features of training in this country, pointing out the difficulties rather than the positive aspects – which do exist and enable us to be optimistic about the future. We have done this deliberately, mainly because we consider that, *as far as vocational training is concerned, Portugal's entry to the EEC represents a challenge to be met, since it is something which involves a cold, objective appreciation of the present state of the whole national training structure, a starting point necessary for the careful planning of effective policies for the future.*

Making the optimum use of manpower was one of the questions which deserved more attention from the European Community and those in Portugal responsible for pre-entry aid since this aid has been directed towards:

- assisting the creation of 10 new vocational training centres for the Institute of Employment and Vocational Training, which forms part of the Ministry of Labour;
- the programme for aid for the development of regional agriculture (PADAR), in respect of vocational training in agriculture;
- the Institute for Aid for Small and Medium Firms (IAPMEI), in respect of vocational training for small and medium-sized enterprises.

In this case, the fact that the whole country is considered a region of first priority within the European Social Fund was another important reason for aid which the Community has given in this respect and which will make it possible for the country to have access to Community aid for vocational training under more favourable conditions.

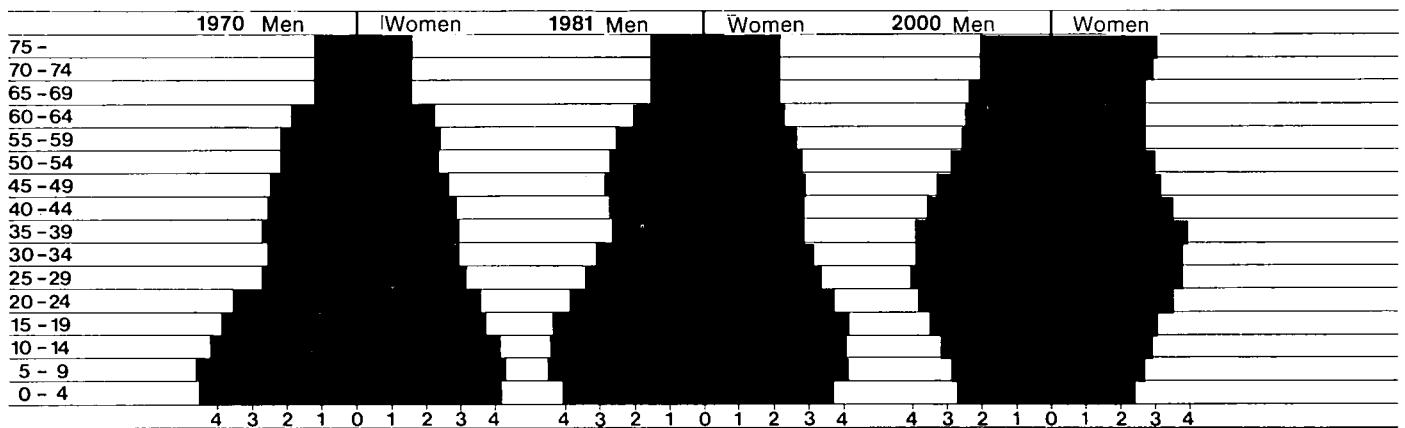
It should be stressed in relation to this proposal that *the response of sectors of the economy and other national entities to the possibility of aid for vocational training from the Social Fund is a very positive indication of the growing interest the question of training is arousing nationally.*

The recognition of the need for the improvement and modernization of all aspects of training in Portugal, evidence of which is the aid already given by the Community in the years preceding entry, is an indication and a good omen for continued cooperation in this field.

This cooperation and aid are essential, both in a plan for aid from the Community authorities and institutions and within the framework of bilateral cooperation where experience acquired by other countries can serve as a point of reference of inestimable value.

However, the improvement in the situation regarding vocational training in Portugal will have to be perceived and accepted by every Portuguese, whose duty is of course to make a serious effort in this challenge to the economic and social development of the country.

The establishment of a national training plan must be a short-term objective in which all interested parties are involved; it will be



Age profile for the years 1970 and 1981 and a projection to the year 2000 (All over 75 are brought together into one group)

achieved by staggering priorities, defining them as short and medium-term objectives, and employing suitable actions to control the work.

To achieve this objective will naturally require considerable effort at participation by the social and economic partners – this being one of the factors determining its success. Recent experience of the participation by the social partners in areas such as apprenticeship will serve as an example to be followed in this case.

The cooperation and participation of the various ministerial departments at headquarters and regional level will also be a key factor in the achievement of this objective.

The first of a number of actions to be realized will possibly be the clear definition of competence and duties.

The lack of a *framework law on vocation training* is a deficiency to which urgent attention must be given. However, in addition, it increases the urgency to rationalize existing structures and human and material resources, which, in a country of limited resources such as Portugal, is a matter of great importance.

Areas requiring prior action have been clearly highlighted throughout this article.

The following are especially important in this respect:

- the low level of education of the working population and the continued fairly high rate of illiteracy;
- the inadequate education and training systems, with a patent lack of ability to respond to known requirements;
- the difficulty in coordinating and linking actions promoted at planning, resource rationalization and assessment levels;
- limited experience of participation by the social or economic partners in the planning and execution of education and training activities.

This is not intended to be a comprehensive list of the principal problems confronting Portugal in the field of education and training. The effects of the introduction of new technology relating to vocational training, the presumed need for retraining or activities for workers to be used into sectors subject to restructuring, the lack of specialists qualified at an intermediate level, or the lack of training personnel could also be indicated as areas for priority attention when attempting to list aspects or areas of concern in the field of vocational training in Portugal.

However, we felt it necessary to make it clear that the measures and programmes will have to be implemented in stages when resolving the national problems in education and training.

The positive effect that Portugal expects from its integration into the European Community will obviously require a great national effort at all levels. Making the optimum use of manpower must be one of the areas of supreme effort since, as was pointed out, there is much to be done in this field and there is nobody today who is not aware of the importance of training in the modernization and development of the social economies.

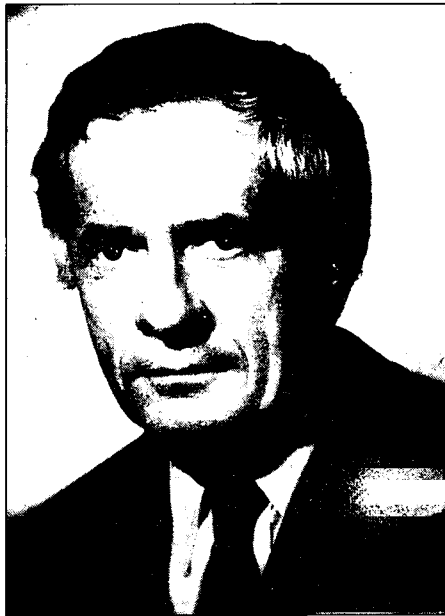
¹ 10 173 700 of whom 4 882 200 are male and 5 291 500 are female, according to the 1983 statistics publication of the National Institute of Statistics.

² Second half of 1982 – Permanent survey of employment, INE.

³ Approximately 18% of the population of over 10 years are illiterate (Programme for the modernization of the Portuguese economy – Education and Vocational training, August 1985).

⁴ SOARES, M. CÂNDIDA and ABECASSIS, M. MARGARIDA: Policy for the development of manpower in Portugal – Reflections on employment, MTSS Study series.

⁵ Programme for the modernization of the Portuguese economy – Education and vocational training (First version). Central Planning Department, August 1985.



Youth training and employment in Portugal

Jean Vincens

Since 1960, the entry of young people into working life in European industrial nations has followed a certain pattern of evolution, which is described in the article. Portugal has lagged somewhat in following this pattern. Since 1974, world economic recession and events within Portugal have altered the facts of the problem of young people's entry into work. Its recently launched training policy is on the right lines but stringent conditions must be met if it is to be successful.

The 'boom in school education' that began in every country in 1950 has affected the structure of the labour market by reducing the percentage of those under 17 and under 18 years of age and increasing the percentage of adult women there. That structure has been radically modified by a combination of later entry into working life and earlier retirement. Work now tends to be the province of adults between the ages of 20 and 60. This trend is both the cause and the result of departures from the organization of work and the inter-generation relationships which used to exist in traditional workplaces. Economic trends are also bringing about marked changes in the con-

tent and structure of jobs and are creating new relationships between jobs associated with skills and jobs associated with hierarchical authority. The number of specialists has been growing not only in education, health and research, but also in many technical fields, mainly because of the development of new technologies.

If this model of development is to be coherent, several conditions must be satisfied. The acquisition of training must be reasonably consistent with the ensuing job prospects. Now that young people stay on in education far longer than before, there must be more appropriate methods of transition from the educational system to the working world.

Each industrial nation has evolved its own model for the relationships between training and employment, reflecting its specific economy and culture. The Federal Republic of Germany, Japan, France and the United Kingdom have arrived at solutions to the problems with which they were confronted, although a feature common to all has been the extent of competition among young people within the educational system and the way in which a hierarchy of training and educational establishments has governed access to the jobs open to newcomers. *The educational system, therefore, has performed a twofold role of training and differentiation* (or selection), in more or less close liaison with any employers and trade organizations substantially and directly involved in training.

These models have been disrupted by economic recession. With less money available and fewer job prospects, the demand for training has fallen in some places, the United States for example. In other countries, the reverse has occurred: fear of unemployment has reinforced the trend towards prolonging school education. Current technological changes have also led some countries to step up their training efforts, on the grounds that training helps to solve the problems of recession and is a prerequisite for a return to growth. Looking at the immediate future, however, rising unemployment among young people has once again drawn attention to the ways in which people enter the working world, the role of diplomas in differentiating between people and the problem of downgrading or de-skilling.

In any analysis of youth employment, therefore, thought should be given not only to how people enter the working world, moving from a situation in which the status of pupil or student predominates to a situation where work (or the search for work) predominates, but also to the early years of working life up to the time when workers are no longer viewed as newcomers by their employers. The patterns of youth employment differ from one country to another and from one period to another. They differ in the distribution of the level and nature of the initial training of each year's intake, in the type of jobs to which young newcomers can aspire and in the degree to which they compete with older workers. Tables giving a breakdown of newly recruited manpower

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by occupation or sector give us a clear picture of integration into work and subsequent job mobility. Youth unemployment is thus a result of the general economic situation and its impact on the specific population of young workers.¹ Although overall unemployment was low in the boom period (2% to 4%, depending on the country), the patterns of unemployment in terms of age differed widely. The rate of unemployment for the under-25, for example, was roughly the same as that of adult unemployment in the Federal Republic of Germany and twice to three times as high as that of adult unemployment in the United States and France. This difference was associated with two factors: first, most people come onto the labour market before the age of 25 and they often go through a period of unemployment before their first job; second, it is more common to move from one employer to another, whether or not by design, during the early years of working life, and these moves often entail a period of unemployment. *These observations call for explanations which are in fact to be sought in the relationship between the educational and employment systems in countries with a highly developed initial training system, and in the division of labour and manpower management.*²

The high unemployment rates to be observed today in most European countries have not eliminated the discrepancies between the rates of unemployment of different age groups; in a context of general job shortages, however, the manner in which the recession occurs obviously has an influence. For example, in a situation where workers already in employment can hold on to their jobs and the working population is growing for demographic reasons, failure to create new jobs will lead to a *queue for work*, and the people in that queue will be the young. If, on the other hand, jobs disappear but the loss is offset by the creation of new jobs elsewhere, young people will have a better chance of finding employment and it will be the older workers who are at greater risk. If overall employment growth is zero, a higher proportion of employers will look for ways of making their manpower more flexible, one of them being to take workers on for shorter periods. If these short-term jobs are generally offered to newcomers, the period of precariousness and recurring unemployment will be prolonged and a growing proportion of young people will find themselves in this situation.

These analyses suggest that although the trends may seem similar at first sight³ they may in fact be due to different factors related to the volume of overall unemployment. It ensues that policies to combat youth unemployment must be based on a proper understanding of the machinery involved in each case. In the same way, policies on initial training, more specifically vocational training, will be ineffective⁴ unless they reflect the ways in which employers use their manpower or unless they are capable of modifying employers' use of manpower.

These analytical factors shed some light on

the situation in Portugal, which has evolved over the past 25 years along lines not encountered elsewhere.

Portugal has been no exception to the general move towards wider schooling for young people, although it has lagged a little behind most other countries in Western Europe. The total size of the school population has been as follows:⁵

1960-61	1970-71	1977-78	1981-82
1 147 200	1 503 300	1 905 200	1 950 000

The percentage of young people in education has risen, the rise being more marked among girls.⁶

Percentage of young people in education									
Age	1960			1970			1980		
	10-14	15-19	20-24	10-14	15-19	20-24	10-14	15-19	20-24
Total	47.8	11.4	3.4	80.4	18.0	5.7	82.0	31.2	10.0
Boys	51.1	13.0	4.3	82.3	16.6	5.6	83.3	29.1	7.5
Girls	44.4	9.9	2.6	78.5	17.3	5.7	80.4	33.4	12.6

Despite this rise, the percentage of secondary schoolchildren in full-time education is

still fairly low by comparison with other countries.⁷

	Portugal (1977)	Italy (1980)	Greece (1980)	United Kingdom (1979)	France (1980)	Spain (1979)
Gross percentage of age group enrolling in secondary schools	55	73	81	82	85	87

For reasons associated with the country's economic situation after the Second World War, the type of growth it has experienced and its policy on education, *Portugal has not yet built up a complete system of initial training* that can meet future needs or help it to take advantage of the opportunities that may be opened up by its membership of the European Community. Furthermore, the relationships between its training system and its system of jobs seems to be in an

inevitable phase of change. It is important to take a closer look at that change.

In 1960, 40% to 50% of Portugal's working population was in agriculture. Per capita income was low and its industry consisted mainly of small firms, with a great preponderance of traditional activities.⁸

The employment rates by age reflected this economic structure.

	10-14	15-19	20-24	25-29	30-34	55-59	60-64	65 +
M + F	22.7	55.9	56.7	53.0	51.8	47.2	42.1	30.2
M	35.1	83.7	88.1	90.3	90.1	90.0	82.1	65.2
F	8.8	27.8	26.2	18.2	15.6	13.0	11.9	7.9

It will be noted that the rate of employment among young people and workers aged over 60 was high and that the percentage of women in work was low at every age level. In an economy of this type, most young people embarked on their working lives at an early age. A more or less informal system of apprenticeship was widespread; there were many more 'jobs for the young' – often the very young – and they had a very specific place in the division of labour. Most manual and office skills could be acquired on the job, and the role of secondary and higher education was to train specialists and some executives. *There was no need for mass education. Provided that the educational system produced an élite of reasonable quality, the system could be perpetuated or even meet the need for growth which would not at first disrupt the structure of skills and qualifications of the organizations of business and industrial concerns. Apparent unemployment may have been low.* In 1960, the breakdown of unemployment by sex and age was as follows:⁹

	M + F	M	F
10-24	5.8	7.3	1.0
25 and over	0.9	1.1	0.3
Total	2.4	2.8	0.6

The rate of female unemployment was low, probably because women tended to state that they were not seeking work. Adult unemployment was also low, whereas unemployment was far higher among young men, undoubtedly because the machinery for their entry into employment was ineffective. *There was a good deal of disguised unemployment in agriculture.* This model continued at least until 1974, mainly because of two regulating factors: *economic growth and emigration.* More than 1 400 000 people emigrated between 1960 and 1974, which meant that there was little variation in the total and working populations. There was a considerable decline in work on the land; work in industry increased, but its structure changed little, at least until 1970. The percentage of women in the working population rose, as did female unemployment in the 10-14 age group (6.5% in 1970). The machinery for entry into the working world may have been imperfect but it continued to function without creating intolerable social pressures. The exodus from agricultural work in

inland areas created an 'unlimited supply of labour' for the towns. The pattern of jobs and skills changed fairly slowly and the educational system was for a time able to cope with the demand.

The events of 1975, the world economic recession and political change in Portugal led to a new order. The outflow of emigrants dwindled sharply, inflating the working population by about 20% between 1970 and 1981. The exodus from the land continued and regional imbalances became more marked. The percentage of female employment in the working population rose to 39% by 1984. The structure of employment changed somewhat, with the engineering and chemical industries accounting for a growing proportion of jobs, as did the civil service, banking and insurance.

Global unemployment rose to over 10% in 1984. At the same time, its nature changed: female unemployment soared to 15%, while youth unemployment was consistently higher than adult unemployment.

Legislation to protect workers against dismissal was introduced after 1974 and unemployment among young people tended more and more to be a queue for work, with first-job seekers accounting for a large proportion of the jobless. In the second half of 1981, 65% of the unemployed were under 24 and two-thirds of these were looking for their first job.¹⁰ Recent trends, however, show that the absolute figures for first-job seekers has varied little, the increase in global unemployment being due entirely to people seeking new jobs. This reflects both the movement towards restructuring the Portuguese economy and greater flexibility in legal obligations as to job permanence.

This, then, is the pattern of young people's entry into working life that now predominates in Portugal. *It has become less and less common to start work very young, usually in 'young people's jobs, and gradually work up. There are several reasons for this: the shrinking proportion of agricultural employment, disguised unemployment in rural areas, the changing organization of labour within business and industrial concerns, a refusal by young people to take certain jobs (domestic service, for example) and an increase in the overall rate of unemployment. For the time being, the old and the new models exist side by side. There is still a rejection of school education and a high number of drop-outs from school motivated by a desire to work – in other words to add to the family income – and*

the idea that prolonging one's education serves no useful purpose. Nevertheless, it is also apparent that young people take a very realistic attitude to the job prospects opened up by training.¹¹ There is a gradual change in employers' demand for manpower. In industry, traditional sectors have been declining and there has been an expansion in sectors having a higher management ratio and more highly skilled staff.¹² Improved productivity is one of Portugal's prerequisites in maintaining or returning to competitiveness by comparison with other European countries in term of labour costs. This will be reflected by a growing demand for skilled labour, and the skills needed will be too complex for training to be acquired on the job.

In this context, the Portuguese authorities are trying to conduct a youth training and employment policy whose aims are threefold: to contain and reduce unemployment; to raise the general standard of education by promoting equal opportunities; and to train the workforce that is needed in order to restore and boost economic growth at a time when Portugal is joining the European Community.

Global unemployment may well rise, since the working population will grow and the exodus from the land is tending to continue. The policy of combating unemployment consists of halting this exodus, increasing employment in traditional industries while at the same time encouraging those industries to modernize, and revitalizing the building industry.¹³

What effects is this policy likely to have on youth unemployment? If it is successful, the implication is that hidden unemployment will continue in agriculture and low-cost labour will continue in the traditional industries, and these are factors that may promote more work for the young. Higher aspirations, however, may well conflict with this policy. Another way of combating youth unemployment is to reduce the proportion of young people in the 10-14 and 15-19 age groups joining the working population by encouraging them to stay on at school. The two policies are not necessarily incompatible, because of the heterogeneous nature of the population in question.

Higher standards of general education and an improvement in vocational training for economic growth are two inseparable objectives. In Portugal today, a higher standard of education is not just a matter of prolonging the period of education: it will also take

a considerable effort to improve what already exists in primary education (the first four years of schooling) and pre-secondary education (the 5th and 6th years of school). How should vocational training be grafted onto this system? Since 1974 there have been efforts to unify the first three years of secondary education (the 7th to 9th years of schooling) to prevent children from having to specialize too early, promote equal opportunities and eliminate the distinction between 'general' and technical education, especially in practical work. For some years now, the aim has been to develop vocational education – apprenticeship in particular – along new lines (1984 Law).

It seems that this policy is taking the right path, but there are certain prerequisites for its success and the following points should be made:

■ **The concern for equality of opportunity should not delay too long the introduction of a variety of forms of education.** In Portugal today, the move towards apparent unification is in fact helping to prolong inequalities in that pupils who do not succeed become disheartened and see no purpose in prolonging their education.

■ **For many long years to come, there will be a simultaneous need to train the growing proportion of each new age group reaching the minimum school-leaving age and to offer an opportunity to return to education to members of the 14-24 age group who have dropped out. These two aims are not altogether compatible because of the lack of resources.**

■ The economy will need more and more workers with a sound background of education and training. If a choice has to be made between quantity and quality for financial reasons, the decision will probably have to be for quality.

■ **The quality of trained people depends not just on the quality of training provided but also on initial selection.** It is vital that, in the general development of school education, Portugal should avoid a hierarchical streaming of education in which technical education, especially for young people working towards jobs in industry, is taken only by pupils who have failed to gain access to general secondary education.

■ **For all these conditions to be satisfied, there must be close coordination between training policy, employment policy and employers' attitudes.** Vocational courses will attract young people of good calibre if they lead to attractive job prospects, in



other words if the pay offered is reasonably high, career prospects are wide open and jobs are easy to find on completion of training. **This consistency must be established in the field and calls for a pragmatic approach from all the parties involved.**

■ This policy presupposes acceptance of the following reasoning: equality of opportunity is impossible if youth unemployment spreads. To combat such unemployment, efforts must be directed towards growth. For growth there must be well trained workers. If training is to be good, it is inevitable that throughout the transition period young people will have to compete for admission to the more attractive fields of training, where the number of places available is smaller than the number of applications.

These observations apply to apprenticeship as well as to vocational education in the school as such. Obviously articles of apprenticeship are not the same as a contract of employment, as laid down by the 1984 Law. But it would be very undesirable if the employers requiring specialist industrial skills were to fail to recognize the quality of training imparted through apprenticeship or if on the whole they do not recruit their former apprentices for permanent jobs, at the price of inevitable mobility.

In matters of youth training and employment, Portugal has to tackle all the pro-

blems simultaneously in an economic situation where the tendency towards rising unemployment makes the outlook bleak. All the more reason, then, to define the essential aims and to pinpoint the conditions that must be met in order to achieve those aims.

In 1981, the percentage of young people in the working population was as follows:

10-14	15-19	20-24
10.0	54.7	74.7

By 1990, the percentage of 10-14 year olds is likely to have dropped sharply, but in the 15-19 age group it will probably still be 45-50%. In the 20-24 age group the percentage may remain stable or even rise if the prolonging of education is more than offset by the tendency among girls – who today neither work nor attend education – to want to enter employment. The impression conveyed is one of continuity. The training policy is likely merely to accelerate slightly a trend that has existed for the past 20 years. The impression given, however, is deceptive, since there have been considerable improvements in the quality of education. The role of initial training is changing in line with changes in Portuguese society, including the concentration of its population in coastal areas and its urbanization. In the years to come, there will probably be clearer dividing lines between four categories of young people emerging from the educational system:

■ Those leaving school at or soon after the minimum school-leaving age. They will continue to be in the majority, although the percentage will decline. Their position on the labour market will undoubtedly become ever harder, since economic change will eliminate some of the jobs to which they might otherwise have access. Nevertheless, there is a faint possibility that new jobs may come into existence for them in the 'informal sector' or the 'black' economy.

■ The second category will consist of all those who have received a sound technical education at school or through apprenticeship, one that meets the needs of the economy. They should not find it hard to enter working life provided that the conditions described above are satisfied.

■ The third group will consist of young people who have completed their general secondary education, perhaps having started but not completed their higher edu-

ation. They will come onto the labour market at the age of 18 to 20, and some of them may not find the jobs to which they aspire. It is perhaps in this group that sex-based differences will be the most marked.

■ Finally, there will be young people who have acquired a thorough technical or university education as needed by the economy. They should have no difficulty in entering working life.

A general rise in the proportion of young people in education, then, will lead to greater differentiation. If the policy designed to develop vocational training achieves its aims, the gap between those who leave school at the minimum age or after a few years' secondary education and those who have completed their vocational

training will tend to broaden. A similar trend may occur in higher education. Differentiation of this type is inevitable, but its effects should be closely monitored as it might counteract the success of policy on vocational training and create a dichotomy on the labour market based on the nature of education and training actually acquired. A certain imbalance in the medium term, however, may be the price that must be paid for lasting development.

- ¹ The specific feature of this group is the fact that they are embarking on their working lives.
- ² The relative prices paid for the work of new or experienced workers exert any influence they may have through this division of labour and management of manpower, more particularly by wage increases based on length of service.

- ³ The difference or absence of difference between the rate of youth unemployment and the rate of adult unemployment
- ⁴ Either by directly helping to reduce unemployment or by contributing towards making the economy more effective.
- ⁵ OECD, *Reviews of national policies for education: Portugal*, Paris, 1984, p. 14.
- ⁶ OECD, *Facilitating the employment of young people. Policies for Ireland and Portugal*, Paris, 1984, p. 140.
- ⁷ *Economic surveys 1983-84: Portugal*, Paris, June, 1984.
- ⁸ Cedefop, *Description of the vocational training system in Portugal* by ARTUR MOTA, EDUARDO MARÇAL GRILLO and MARIA CANDIDA SOARES, Berlin, May, 1985, p. 134 of French translation.
- ⁹ *Idem*, note 8, p. 139.
- ¹⁰ OECD, *Reviews of national policies for education*, op. cit., p. 44.
- ¹¹ OECD, *Facilitating the employment of young people*, op. cit.
- ¹² Cedefop, *Description . . .*, op. cit.
- ¹³ Cedefop, *Description . . .*, op. cit.



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