

COMMISSION OF THE EUROPEAN COMMUNITIES

COM(78) 476 final, PART II

Brussels, 20 November 1978

SIXTH REPORT ON THE ACTIVITIES ON THE
EUROPEAN SOCIAL FUND
1977 FINANCIAL YEAR

(Report from the Commission to the Council and the
European Parliament)

(Supplement to report : National reports on the activities
of the European social fund in the Community countries)

CEE: 4/78

FOREWORD

1. In the foreword to its Sixth Report on the Activities of the European Social Fund, the Commission states: "Moreover, again for the first time a supplement is being added to this Report consisting of summary national reports on operations assisted by the Fund in 1977".
2. The Commission thinks it highly desirable that alongside the report on the Fund's activities there should be national reports to help give a clearer idea of its impact in the Member States.

Accordingly, in the Guidelines for the management of the Fund during the financial year 1977 (1), the Commission announced that it would "invite the Member States to forward, at the end of each year, reports summarizing the results of operations for which Fund assistance has been obtained. These reports will, in particular, include indications allowing a judgement to be made of the quality of the training, its direct effects and the success obtained in placing workers benefiting from the training in employment.

The Commission will forward summaries of these reports to the Fund Committee and will append them to subsequent annual reports of the Fund's activities".

3. The Commission considers that the first reports covering the financial year 1977 are a very useful contribution towards a better understanding of the Fund's impact in the Member States.

Since this is the first experience of its kind, the Commission is to publish them in full without comment, reserving itself the possibility if necessary of adopting a different approach to future reports.

Article 5 of the Commission Decision of 27 July 1978 on certain administrative procedures for the operation of the European Social Fund, pursuant to Article 13 of Regulation (EEC) No 2396/71 amended by Regulation (EEC) No 2893/77 (2), states that "On the basis of an outline prepared by the Commission and forwarded to the Member States before 1 January, Member States shall forward to the Commission not later than 31 March of the same year a summary report of the results of operations carried out with assistance from the European Social Fund in the previous financial year". In presenting an outline for the reports covering the financial year 1978, the Commission will endeavour, in consultation with the Member States, to make the material and figures in the reports more comparable and ensure that they complement the Seventh report on the Fund's activities.

4. The fact that the Commission is circulating the national reports as they stand without commenting on the various points they raise does not necessarily mean that it agrees with all the views expressed in those reports.

(1) OJ No C 141 of 15 June 1977, p. 2

(2) OJ No L 337 of 27 December 1977, p. 1

B E L G I U M

This report was drafted in response to a request by the Commission of the European Communities contained in the Guidelines for the Management of the European Social Fund during financial year 1977 (OJ No C 141/2 of 15 June 1977) that the Member States draw up reports permitting an assessment to be made of the usefulness and efficacy of Fund intervention.

In view of the diversity of training operations carried out with financial assistance from the Fund, it was thought preferable to classify the beneficiary bodies rather than give a general description.

I. VOCATIONAL TRAINING

a) Office national de l'emploi (ONEM) (National Labour Office)

The Office national de l'emploi is a public body responsible for training. Pursuant to the various laws passed in connection with an active labour policy, its task is to help workers looking for employment or for better posts and to obtain, for undertakings, the manpower they need.

It is estimated that with assistance from the Fund, it was possible to train the following persons in 1977 :

AREA AND TYPE OF MEASURE	NUMBER	%
Agriculture	30	0.3
Textiles/clothing	750	7.5
Youth centres	3.000	3.2
Training courses for young people	160	1.6
Regions	6.000	60.4
- ONEM centres	3.900	39.3
- In-service training	360	3.0
- Individual in-service training	300	3.0
- Conversion and resettlement	1.440	14.5

A breakdown of the statistics by age group and type of training gives the following percentages :

- (a) persons who attended courses in youth centres and/or training periods provided for by the Royal Decree of 13 August 1975 (promotion of in-service training for certificate-holders seeking work) belonged to the 15-25 age group;
- (b) all other types of training:

AGE	%
Under 25	58.88
25 - 34	26.45
35 - 49	11.95
Over 50	2.75

The effect of Fund assistance on the employment situation as measured by the impact of the training schemes on beneficiaries was as follows :

- (a) all workers who received in-service training in undertakings re-locating, expanding or converting found jobs ;
- (b) training in centres set up in conjunction with undertakings : 91 % of beneficiaries found stable posts ;
- (c) individual training in undertakings or technical training institutes ; 85 % found new jobs;
- (d) courses in ONEM centres: the present economic situation made it difficult to reemploy trainees.

Whilst the rate was as high as 70 % the construction sector it was lower (50 - 65 %) in metalworking and only about 45 % in textiles and clothing.

These figures show that through Fund assistance, a substantial number of workers received training; thanks to improved qualifications, they found employment despite the economic crisis.

b) Migrants

Organizations which tackled and tried to solve some of the problems facing immigrants mainly directed their efforts to providing language training classes (French and Dutch) in conjunction, in certain cases,

The summary table below shows some of the operations carried out in Belgium :

ORGANIZATION	NO OF BENE- FICIARIES	AGE	TYPE OF TRAINING
- Conseil consultatif des immigrés de St. Josse-ten-Noode (1)	17	14 - 17	French language course plus rudimentary housing improvement techniques
- Association pédagogique d'accueil aux jeunes immigrés a.s.b.l. (2)	29	under 25	Vocational introductory course
- Conseil consultatif des immigrés de Charleroi (2)	25	under 25	French language course
	5	25 - 35	
- Dienst voor Migranten VZW Vilcoorde (2)	21	35 - 50	Dutch language course
	30 - 40	under 18	
- Institut St Laurent (2)	about 60	13 - 15	Bi-cultural instruction
- City of Ghent (1)	25	2 - 5	Beginners' classes in Dutch Intermediate Dutch language classes Intermediate Dutch language classes
	110	6 - 12	
	55	over 12	

(1) Public body responsible for training

(2) Private training institution

In addition, mention should be made of the action taken by the Service Provincial d'Immigration et d'Accueil (SPIA) (Provincial immigration and reception service) which was omitted from the table for the sake of clarity.

On 31 December 1977, 397 pupils had completed full introductory language courses and 163 were enrolled for the 1977-1978 course.

The SPIA also provide technical assistance by loaning audio-visual teaching equipment for 10 courses for an estimated total of 250 pupils.

In 1977, six teachers were trained and on 31 December 1977 three teachers were being trained to fill the needs of courses given by bodies outside the SPIA.

Effect of Fund assistance :

(a) as a result of the economic crisis, young people are the most hit by unemployment; the situation is still more serious in the case of immigrants, who have little or no vocational training or knowledge of the language of the host country.

Training given by the bodies mentioned eradicates these two negative factors.

(b) Fund aid improves the chances of recent immigrants or those who began to attend school in Belgium too late and enables them to acquire a skill more quickly.

(c) These courses facilitate immigrants' integration into the economic and social environment.

II. VOCATIONAL REHABILITATION

a) Fonds national de reclassement social des handicapés
(National fund for the social reintegration of handicapped persons)

The national fund for the social reintegration of handicapped persons is to solve the problems of the handicapped, both individually and collectively, and facilitate their rehabilitation and integration into society. The operations are not carried out directly by the national fund, whose object is to promote a rational programme for setting up institutions to rehabilitate handicapped persons and further their development.

For rehabilitation operations in 1977, the national fund submitted applications for assistance for :

- vocational training (Article 4) : 15 persons
- reabsorption into employment (Article 5) : 3.290 persons.

TYPE OF OPERATION	NO OF PERSONS
Functional assessment	150
Functional rehabilitation	2.000
Psychological tests	30
Vocational training	700
Vocational adaptation	410

Since the 1977 and 1978 budgets of the national fund were overspent, Social Fund aid partly made up the deficit. Moreover, to some extent Fund assistance acts as a stimulus on policy, particularly as regards training and vocational rehabilitation for handicapped persons, since it necessitates and justifies concertation between the different institutions concerned.

(b) La Prévoyance sociale asbl

Centre for neurological rehabilitation and treatment of neurological speech disorders.

The Centre is own by a private training institution. In 1977, 149 patients were hospitalized and 36 treated as out-patients.

Its propose is the vocational and social rehabilitation of persons suffering from brain damage who have memory, behavioural, communication and loco motor disorders.

The overall results following rehabilitation are given below :

56 % of patients : condition improved
15 % : deteriorated
29 % : unchanged.

(c) St Pierre University hospital
(Private training institution)

- Two months after an attack, victims of coronary thrombosis are given a thorough physical and psycho-social test which is used for vocational guidance.

Between 1 April and 31 December 1977 73 cases underwent these tests.

Number of handicapped persons covered by the rehabilitation programme

	PSYCHO-SOCIAL AID	KINESITHERAPY
<u>Men</u>		
35 - 49 years	18	10
over 49	48	16
TOTAL	66	26
<u>Women</u>		
35 - 49 years	2	--
over 49	5	1
TOTAL	7	1

Effect of Fund aid :

(a) Breakdown by sex :

	MEN	WOMEN
Active, same work	30	2
Light work	7	1
Incapacity for work	15	1
Unemployed	5	--
Retired	7	1
No occupation	--	--
Deaths	2	--
TOTAL	66	7

(b) Breakdown by age :

	35 - 49	OVER 49
Active, same work	11	21
Light work	3	5
Incapacity for work	5	11
Unemployed	--	5
Retired	1	7
No occupation	--	2
Deaths	--	4
TOTAL	20	53

Thus, 55 % of the 73 coronary thrombosis cases took up an occupation one year following the attack.

Return to work is more frequent among young people, when the work is light or when patients follow a complete rehabilitation programme.

D E N M A R K

The Commission of the European Communities has asked the Member States to submit a report on the measures which received support from the European Social Fund in 1977 with a view to assessing assistance from the Social Fund.

The reports, which are made for the first time, will be sent on to the Advisory Committee on the Social Fund and used by the Commission when it draws up its report on the activities of the Social Fund in 1977.

1. Introduction

In 1977, aid from the European Social Fund was to a great extent directed towards employment problems in Greenland and to regional development in the south of Denmark, towards youth unemployment and the vocational retraining of handicapped persons, but also covered aid for migrant workers and for the solution of structural employment problems within the commercial and clerical sector.

Aid was primarily granted to vocational training measures.

As background to our description of the measures which received assistance from the Social Fund and in order to assess the effect of aid from the Social Fund there follows a general survey of the labour market situation in Denmark and Greenland.

1.1. General situation in Denmark

About 5.1 million people live in Denmark and the labour force is about 2.6 million strong. Women account for a little more than 40 % of the labour force.

The period from 1960 to 1974 was marked by high growth rates and considerable changes in employment structures. The following table shows the composition of the labour force according to main occupational groups over the period 1960-1975.

	1960		1975	
	Number of persons	pct.	Number of persons	percentage
agriculture etc .	370.000	18.4%	230.000	9.3%
industry etc.	760.000	37.9%	835.000	33.6%
trade, transport and private services	574.000	28.6%	686.000	27.6%
public administration, education, health services and liberal professions	267.000	13.3%	690.000	27.7%
unspecified	37.000	1.8%	45.000	1.8%
Total	2.008.000	100.0%	2.486.000	100.0%

The period was marked by a considerable rate of departure of labour from agriculture and a sharp increase in the numbers employed in public administration and education, etc .

Since the beginning of the seventies, however, the rate of increase in the numbers employed in the public sector has slowed somewhat. At the same time the economic crisis since 1974 has led to a fall in numbers employed in the private sector. A further characteristic of the seventies has been that the labour force has increased very sharply. The reason for this is partly the fact that the "baby boom" years have now worked their way through to the employment market, and partly a sharp increase in the number of married women who go out to work. Thus the percentage of married women going out to work increased from 54 % in 1972 to 59 % in 1976. As a result of these factors, since 1974 unemployment has been high and in 1977 an average of 7.7 % of all wage earners were registered as unemployed.

Unemployment has affected all sections of the population, but young people, the elderly, handicapped people and those without vocational training including many women, have been particularly hard hit.

The sharp increase in unemployment since 1974 has affected all areas of the country, with the result that the earlier marked disparity between the unemployment rates in the regional development areas and the more industrially developed districts has narrowed appreciably.

During the period of considerable economic growth in the sixties the training system was extended and developed. In spite of this there are still a relatively large number of people who have received no training after compulsory school leaving age. In 1976 this applied to 20 % of men and 40 % of women in the 20-29 age group.

Vocational training after compulsory school leaving age can be divided broadly into further education (universities etc.), specialist vocational training (apprenticeships, semi-technicians etc.) and short-term employmentbased training courses which are directed towards both the skilled and the unskilled. Vocational training courses are to a very great extent organized by the public authorities, but as a rule the vocational training courses cover both theoretical instruction in day schools organized by the public authorities and practical training in vocational training centres and other centres.

Finally, it should be pointed out that Danish industry is characterized a relatively large number of small or medium sized firms (employing less than 200 workers). Consequently most firms have no facilities for training their workers themselves. This is one of the reasons why in Denmark vocational training is largely undertaken by public bodies.

1.2. Special information on Greenland

Greenland is fifty times as large as the rest of Denmark, but only has about 50.000 inhabitants. The population is concentrated on the west coast of Greenland which exceeds for some 2.300 km.

Since 1953, Greenland has been an integral part of Denmark, although within this context it has enjoyed a certain measure of autonomy.

Industry in Greenland is primarily based on fishing and fisheries, and there is also a little sheep farming in southern Greenland. In recent years the fishing industry has been undergoing a sharp recession, primarily because the most important fish, the cod, is disappearing from Greenland waters for various reasons including changes in climate and over-fishing. Fishing and the fisheries industry, however, still employ most people in Greenland, but an increasing number of people are employed in other industries, including building and construction, and the schools and health services.

The annual average income in Greenland was Dkr 12.400 in 1975 (last available figures), which is appreciably below the corresponding average income in the rest of Denmark. One explanation for this is that on 1 January 1977 about 38 % of the population of Greenland was aged under fifteen years of age.

There are no exact figures for unemployment, but an estimate by the employment offices shows that employment problems resulting from the harsh arctic winter determines the high level of unemployment and the considerable seasonal fluctuations. Unemployment hits the very young particularly hard. It is estimated that more than half of the unemployed belong to the 14-24 age group. The labour force in Greenland is expected to increase by about 44 % over the period 1977-1985 and it is also expected that unemployment will hit the unskilled particularly hard.

1.3. Comments on the numerical data in the report

The following section lists the measures which have received aid from the Social Fund in 1977. However, the figures for 1977 will not be available until the summer of 1978, since the training statistics etc. generally follow the financial year which, up to and including the 1977/78 financial year, runs from 1 April to 31 March, and the figures concerning expenditure must to some extent be derived from the national accounts. Thus the figures in the report are estimates based among other things on the 1976/77 figures.

2. Summary of contributions from the Social Fund for training measures etc. in 1977

The Social Fund granted a total of Dkr 99.6 million for training measures in Denmark in 1977. The following tables show the breakdown of these contributions between the various measures within the areas of aid under the Social Fund.

2.1. Aid to special measures for migrant workers (Article 4 of the Council Decision of 1 February 1971, in conjunction with the Council Decision of 27 June 1974).

a. Vocational guidance	Dkr 29.750
b. Training of guidance counsellors	Dkr 22.500
c. Language instruction for adults	Dkr 3.197.500
d. Special teaching for the children of migrant workers	Dkr 425.000

Dkr 3.674.750
=====

2.2. Aid to special vocational training measures for unemployed young people aged under 25. (Article 4 of the Council Decision of 1 February 1971, in conjunction with the Council Decision of 22 July 1975).

a. Special training measures at technical or commercial schools	Dkr 265.000
b. Special teaching and practical training places in State undertakings	Dkr 4.129.975
c. Special teaching as part of the basic vocational training course	Dkr 10.570.000
d. Vocational preparation courses for unemployed young people	Dkr 6.200.000

Dkr 21.164.975
=====

2.3. Aid to training measures for unemployed persons, persons threatened with unemployment or under-employed persons in the regional development areas.

(Article 5 of Council Decision of 1 February 1971, in conjunction with Council Regulation (EEC) No 2396/71, Article 1(1)(a), Article 1(2)(a)).

- a. Vocational training measures for the population of Greenland Dkr 18.172.459
- b. Courses for unskilled workers and special retraining measures in regional development areas in the rest of Denmark Dkr 37.580.000

Dkr 55.752.459
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2.4. Aid to training measures for workers who are unemployed or threatened with unemployment, as a result of substantial and long-term changes in the conditions of production or disposal of products in groups of undertakings with similar or connected activities. (Article 5 of the Council Decision of 1 February 1971, in conjunction with Council Regulation (EEC) No 2396/71, Article 1(1)(c) and Article 1(2)(a)).

- a. Retraining of unemployed commercial and retail sales staff Dkr 2.884.000
=====

2.5. Aid for the vocational rehabilitation of handicapped persons. (Article 5 of the Council Decision of 1 February 1971, in conjunction with Article 1(3) of Council Regulation (EEC) No 2396/71).

- a. Operation of rehabilitation institutions Dkr 16.120.288
=====

2.6. General survey of aid from the Social Fund for measures in Denmark in 1977.

	Amount in Dkr		Percentage allocation	
Migrant workers	3.674.750 -		3.7	-
Unemployed young people	21.164.975 -		21.3	-
Total Article 4	- 24.839.725		- 24.9	
Training measures for the population of Greenland	18.172.459	-	18.2	-
Training measures in other regional development areas	37.580.000	-	37.7	-
Structural problems within the commercial and retail sectors	2.884.000	-	2.9	-
Vocational rehabilitation	16.120.288	-	16.2	-
Total Article 5	- 74.756.747		- 75.1	

	<u>Amount in Dkr</u>		<u>Percentage allocation</u>	
Total aid	99.596.472	99.596.472	100.0	100.0

3. Description of the various measures which have received aid from the Social Fund.

The description of the various measures gives further details. As regards the numerical data concerning numbers participating, expenditure etc. there is still no final information available and as a result the figures given are estimates. The measures will be described in groups according to the area of aid, cf. Section 2.

3.1. Measure for migrant workers

Since the 1960s there has been a considerable number of migrant workers in Denmark. To begin with they were mostly men working in the country for a few years and then returning home to their country of origin. Since the late '60s migrant workers from countries such as Yugoslavia, Turkey and Pakistan have increasingly brought their families with them to Denmark. Consequently the sojourn of the migrant worker in Denmark has become more permanent in character and to a considerable extent, they have needed to adjust themselves to Danish conditions, both in relation to work and socially. The foreign workers are particularly concentrated in a few communes in the area of the capital.

One of the districts, Ishøj, set up an advisory service for migrant workers in 1975 which was particularly aimed at facilitating the migrant workers vocational integration. The advisory service covers between 500 and 800 adult workers. In 1977 the Social Fund granted Dkr 22.500 for the training of advisers and Dkr 29.750 (after a proportional reduction) for the advisory activities themselves.

In addition, three communes in the area of the capital received aid from the Social Fund for courses in the Danish language for adult workers as part of the legislation on leisure classes and also for teaching in reception classes in primary schools where the children of migrant workers receive intensive instruction in Danish and the opportunity to take classes in their mother tongues.

Expenditure on these measures for children and adults in 1977 are estimated at about Dkr 3.4 million and Dkr 6.4 million respectively, and the number of participants are estimated at 385 children and 6.395 adults.

The expenditure is borne by the communes concerned. However, the State grants a 50 % refund on the cost of the language courses for adults.

For 1977 the Social Fund has granted Dkr 425.000 (after a proportional reduction) for the teaching of children and Dkr 3.197.500 for language teaching to adults.

Aid from the Social Fund to the communes concerned for the implementation of special measures must be regarded as a basic contribution and an encouragement to retain and improve these measures, which the communes are only obliged to hold in so far as they concern the teaching of children.

There are no details concerning the total expenditure by communes on special measures of the kind described.

3.2. Measures for unemployed young people

In Denmark, as in other countries, unemployment among young people is one of the most widespread problems in the present employment situation.

The high rate of unemployment among young people is partially a result of the general economic recession and partly of the fact that the young people born during the high birthrate years are now coming on to the labour market.

Statistics on unemployment appear to show that in 1975 there were about 50.000 young persons unemployed aged under 25 years and that in 1977 the figure had risen to about 70.000. About 60 % of these were women. A certain uncertainty surrounds the figures because a considerable number of unemployed young persons are not registered with the employment exchanges.

About 13 tot 14 % of young people are unemployed while the figure for all age groups is about 7.7 %.

The surveys have supported the impression that unemployment has largely hit young people without any vocational training and in particular young people who have left school early.

Some young people who have undergone training and young people with a good school record who under normal conditions would have obtained employment or begun a training course are now unemployed as well.

Against this background the Government instituted an action programme against youth unemployment in 1975. The action programme which for 1977 is based on special appropriations under the State budget (Finance law), covers a series of vocational training measures which have received support from the Social Fund.

The following measures have been implemented under the Ministry of Education :

- 1) On-the-job instruction and special courses within the technical training courses and courses within the commerce and business sector at various levels and varying in length.

The courses are selected from within the general training system as being specially suitable for young people wishing to use a period of unemployment to acquire better vocational qualifications.

- 2) The establishment of special apprenticeships and practical places within State undertakings.

This scheme is aimed at young people who have searched in vain for a traditional apprenticeship training, or who have been unable to complete a basic vocational training course or a comparable theoretical/practical training course because of the lack of practical places.

A considerable proportion of these apprenticeships relate to commercial training which corresponds to the training requirements of young unemployed girls.

- 3) Special instruction for young unemployed persons in the basic vocational training courses in the commercial and office sector and the iron and metal working sector at commercial schools and technical schools respectively.

This special instruction is regarded as being particularly suitable for young unemployed persons, since the basic vocational training courses follow on directly from the ninth or tenth year of the basic school and provide a broad vocational basis for working life and for later further training courses.

The training courses, which have partially taken the place of traditional apprenticeships, consist of one year basic training within the main vocational area. This is followed by a practical training course within a more specialized area normally for two to three years with periodical instruction in commercial or technical schools.

The following measures have been implemented under the Ministry of Employment :

- 4) Vocational preparation courses organized specially for unemployed young people and in particular for those young people who have left school early or who have not begun or completed an actual vocational training course.

The courses consist of practical/theoretical introductions to several major sectors and of more detailed information concerning one or two sectors. The courses end with vocational guidance and practice.

The measures are implemented in close cooperation with the local training institutions, the employment services, the social services and the two sides of industry etc. The measures are coordinated with other measures to combat youth unemployment within the local area.

The measures are implemented within the framework of existing training legislation in commercial schools, technical schools, engineering schools and unskilled workers schools which are all public institutions.

The expenditure of the measures is borne completely by the State.

Participants in courses lasting for three months or more will be able to obtain grants from the State Training Support Board. The level of grant will depend on the economic circumstances of the recipient. However, apprentices and those undergoing practical training receive a special fixed apprentice or trainee wage. In addition, a personal grant is paid to participants in the vocational preparation courses.

The expected total expenditure and number of participants concerning the measures discussed above and the aid from the Social Fund are shown below.

	Expected total expenditure Millions Dkr	Expected number of participants	Aid from the Social Fund Millions Dkr
Special instruction within the vocational training scheme	10.0	796	4.130
Special apprenticeships and practical places	31.0	450	10.570
Courses at technical schools and commercial schools	16.1	2.866	0.265
Total for the Ministry of Education	57.1	4.112	14.965
Vocational preparation courses - Ministry of Employment	13.1	1.200	6.200
Total	127.3	9.424	21.165

As regards the level of contributions from the Social Fund it should be noted that the contributions are on the one hand restricted to young people who are seeking employment for the first time, and on the other to a certain extent they are further restricted to such young people in regional development areas, while thirdly a reduction has been applied in view of the number of applications made and the available resources.

Concerning the effect of aid from the Social Fund, it should be noted that aid from the Fund will not affect directly the implementation of the measures, since aid from the Fund is given retrospectively and not always at the level expected. However, support from the Social Fund for measures already carried out will have an indirect effect in so far as the contribution from the Social Fund will be taken into consideration when further national resources are being granted for measures of the same kind. It should be pointed out here that the contributions are increased considerably year after year.

3.3. Training measures for the population of Greenland

In recent years there has been a large scale build-up of the opportunities for vocational training available to the population of Greenland and also of training capacity.

In so doing an attempt is being made to meet the training requirements of the young people born during the "baby boom" years, cf paragraph 1 above, and to create the training needed for the establishment of new jobs and for the assumption by the local population of a number of functions which up to now have had to be carried out by labour from the Danish mainland.

The Social Fund has granted aid to the larger part of the vocational training courses in so far as they applied to participants over the age of eighteen threatened with unemployment.

The aid covered the participation of about 2800 persons, most of them unskilled, in training courses for unskilled workers, seamen's courses, commercial and clerical training courses, courses within the health and social services and apprenticeship courses and basic vocational training courses in craft and industry. The commercial and clerical training courses were put on in a commercial school (Ikast), in Southern Denmark and some of the apprenticeship training courses were also given in Southern Denmark.

The vocational training courses are financed by the State and carried out with the participation of the vocational Training Council under the Minister for Greenland Affairs and are held in Greenland.

The contribution from the Social Fund (60 %), amounting to a total of Dkr 18.2 million in 1977, accounted for about 30 % of the State's total expenditure on vocational training for the population of Greenland.

The contribution from the Social Fund is taken into account when fixing the sharply rising budgets for vocational training in Greenland. The aid from the Social Fund had a direct contributory effect in promoting a number of courses which had been requested for a long time, in 1977.

3.3b Courses for unskilled workers and special retraining measures for unemployed workers and workers threatened with unemployment in the regional development areas.

In earlier years the Social Fund also granted aid to the following training measures for unemployed persons those threatened with unemployment or underemployed in the national regional development areas, included in the aid provisions of the Regional Fund :

- 1) Training for unskilled workers and
- 2) Special retraining measures for workers, offered employment in newly created jobs in firms in the regional development areas.

The unskilled workers training courses provide non-skilled workers with systematic training within a number of sectors.

The training may take the form of either basic or further training, a continuation course or a retraining course depending on the individual participant's training requirements and previous experience. The courses are organized on a sectoral basis in the form of a number of independent courses which can be grouped together to form longer courses. Typically the individual courses last for three weeks. They are carried out as day-time courses in unskilled workers schools and in schools belonging to private undertakings.

The special retraining measures which support the unskilled workers training courses are aimed at retraining and training unemployed workers or those threatened by unemployment with a view to the employment presently available in new jobs established in regional development areas.

The retraining is implemented for one group of workers at a time and most often takes the form of one course lasting for several weeks at an unskilled workers school followed by systematic retraining under instruction while carrying out productive work within an undertaking, where the worker is to be employed. The retraining lasts for an average of ten to twelve weeks.

The unskilled workers training courses and retraining measures constitute an important part of the total regional development aid provided by the State and contribute to a large extent to creating the training needed for industrial development in the regional development areas.

For the many workers who were originally employed in agricultural or outdoor work and for women workers these courses are of particular importance. In addition it should be stressed that the training courses fulfil a training and retraining function, which the many small and medium-sized firms in these districts are unable to provide themselves. The courses are organized under the auspices of the Ministry of Employment and are administered with the help of the Central Committee, which contains representatives of the two sides of industry. In addition, the two sides of industry can influence local planning of training measures via the irrepresentation on the management board of the local unskilled workers schools.

The State is responsible for operating costs and the cost of individual grants. However, the two sides of industry and the local authorities each contribute 9% to the operational costs of the independent unskilled workers schools.

It is expected that about 6.800 persons will participate in the training measures. Following a proportional reduction the aid from the Social Fund has been fixed at Dkr 37.580.000. For purposes of comparison the total expenditure on training courses for unskilled workers and special retraining measures amounted to a total of Dkr 300.000.000 during the 1977-78 financial year.

Concerning the effect of aid from the Social Fund it should be noted that aid from the Fund will not affect directly the implementation of the measures, since aid from the Fund is given retrospectively and not always at the level expected. However, support from the Social Fund for measures already carried out will have an indirect effect in so far as the contribution from the Social Fund will be taken into consideration when further national resources are being granted for future measures. It should be pointed out here that contributions have increased considerably in recent years.

3.4. Retraining of unemployed clerical and retail sales staff

In previous years the Social Fund also granted aid for the retraining of unemployed workers in commerce and the retail trade to prepare them for clerical work.

The retraining requirements in this sector must be seen against the background of the development towards concentration and large-scale operations within the sales and distribution sector. As a result many smaller shops and commercial enterprises have had to close, with a result that many commercial and retail sales staff, in particular belonging to the slightly older age groups, have become unemployed.

At the same time a special unemployment problem has emerged in relation to young people within the employment area, since the less competitive shops and commercial enterprises have continued to take on apprentices whom they then dismiss once the apprenticeship period is over and they would have to pay them the full collectively agreed wage.

Retraining for clerical work must be seen against the background of the fact that in the future an increased requirement for trained workers can be expected in this sector.

The training course is organized in the form of a day course lasting for ten weeks (thirty-five hours) in general clerical work and in office work concentrating on the operation of EDP, punch card machines and registers. The courses are implemented in accordance with the Ministry of Employment Skilled Workers Further Training Scheme etc. The State is responsible for 85 % of the operational expenditure involved in the implementation of the courses and for the cost of grants.

It is estimated that about 350 unemployed commercial and retail sales staff took part in the course in 1977.

The contribution of Dkr 2.9 million from the Social Fund covers 50 % of the State expenditure.

The aid from the Social Fund is granted retrospectively, but is taken into account when budget plans are being made for future courses.

3.5. Administration of the rehabilitation institutions

The Social Fund granted aid on the one hand to the administration of seven rehabilitation clinics, and also to the administration of thirty-five rehabilitation institutions for physically and mentally handicapped persons.

The rehabilitation clinics undertake trade tests and in connection with these tests the assessment of suitable employment and job opportunities for the handicapped persons concerned. They are also able to undertake specially organized functional training and vocational integration activities.

The training institutions accept handicapped persons for trade tests, vocational training, instruction and retraining with a view to the re-integration of the handicapped person into the general labour market.

A person is accepted by a rehabilitation institution on a recommendation from the Social Committee of the Commune as part of the implementation of a rehabilitation plan for the individual handicapped person.

On average, the person concerned stays at the rehabilitation clinic for a period varying between two and three months, while the time spent at a training institution is somewhat longer, generally between three and six months.

Each year between 4.500 and 5.000 handicapped persons are referred to rehabilitation institutions.

Most of the rehabilitation institutions are private, some are the responsibility of the Communes or are owned by organizations for handicapped persons.

Under the Social Assistance law the County authorities are responsible for the operation and financing of the institutions. The expenditure is borne 50 % by the County authority and 50 % by the Commune to which the handicapped person belongs.

Taking into account a proportional reduction, the aid from the Social Fund is fixed at Dkr 16.1 million corresponding to about 32 % of the aid applied for.

GERMANY

REHABILITATION 1977

In 1977 the European Social Fund contributed to vocational rehabilitation measures in

- vocational advancement centres (Intercompany centres for the retraining handicapped adults)
- vocational training centres (intercompany centres for the training of handicapped young people)
- workshops for the handicapped (centres for the reintegration of handicapped persons into working life, who on account of the nature and extent of their handicap are unable or not yet able to work in a normal job).

1. Vocational advancement centres

50 % of all retraining measures for handicapped adults in the Federal Republic take place in vocational advancement centres.

The Social Fund contributed to 3 410 measures, amounting to about 25 % of all retraining measures in vocational advancement centres; about 12.5 % of all retraining measures for handicapped adults in the Federal Republic.

The Fund's contribution amounts to DM 33 598 250 i.e. about 12 % of total expenditure on vocational rehabilitation in vocational advancement centres.

2. Vocational training centres

Between 25 and 30 % of all training measures for handicapped persons under age of 25 in the Federal Republic take place in vocational training centres.

988 young people were aided from the Social Fund (9.5 % female, 90.5 % male, 11 % seeking their first job), i.e.

- about 9.9 % of all training measures in vocational training centres,
- about 3.3 % of all training measures for young handicapped persons in the Federal Republic.

The Fund's contribution amounts to DM 12 983 415, or about 5 % of the total expenditure on measures in the vocational training centres.

3. Workshops for handicapped persons

The Social Fund assisted 2 200 handicapped persons engaged in Stage II in the workshops for handicapped persons, i.e. about 6.3 % of all measures in reorganized workshops for handicapped persons.

The Fund's contribution amounts to DM 3 010 133, i.e. about 1 % of the (estimated) expenditure on the training of handicapped persons in workshops.

Assessment

Vocational training leading to a qualification is an indispensable prerequisite for lasting integration into the labour market. Unemployment statistics in the Federal Republic show that the majority of long-term unemployed persons received practically no vocational training.

The Federal Government drew the logical conclusions from the statistics and established the vocational advancement centres and vocational training centres. In these centres handicapped persons, regardless of the extent of their handicap, are given skilled training in accordance with their remaining capabilities and skills. Thus the basis is provided for lasting vocational integration. In spite of all the problems on the labour market the favourable statistics concerning the number of persons trained in these centres who have been placed in employment only go to prove the point.

In view of the large number of other calls on the support of those bodies providing rehabilitation an effort must be made to ensure that both as regards numbers and quality the development of vocational rehabilitation is not neglected. In this connection the Social Fund has an important function. Its assistance acts both as a support and an encouragement for the organizers, to encourage, in spite of the strained financial situation, those measures which because of their quality offer the handicapped the best opportunities on the labour market. The recognized vocational rehabilitation centres guarantee such a quality level. We were pleased to see that support from the Social Fund corresponded to the aims laid out in the Rehabilitation Action Programme of the Federal Government.

It should be noted that there is a lower limit set on assistance from the Social Fund at which level assistance loses its value both as a support and an encouragement. This limit is reached when the proportion of the organizers' expenditure borne by the Social Fund reaches an insignificant level.

Migrant workers 1977

1.a) Guidance and counselling

Problems concerning the labour market and the second generation which is now growing up, face foreign workers and their families with considerable difficulties. In this situation the guidance and counselling on employment by the social services supported from public funds is of paramount importance. A total of 548 social counsellors, mostly from the country of origin of the clients, work for the independent welfare service organizations alone.

In 1977 and the following years the main aim is to gear the work of the social services to the main problems resulting from the reuniting of families and the increased number of births among foreign workers; a change of emphasis from the system of individual assistance existing at present (in 1977 for about 40 % of the measures supported) to comprehensive motivational work in fairly large self-aid groups (proportion of group work is at present about 60 %).

In 1977 1 500 000 guidance sessions were recorded, i.e. 2 800 per counsellor. It is estimated that of those persons who made use of the guidance facilities,

32.5 % were aged under 25,
29.1 % were aged between 25 and 35,
30.4 % were aged between 35 and 50 and
8.0 % were aged over 50.

According to plan the total expenditure of public and private bodies on guidance and counselling in 1977 amounts to: about DM 49 000 000 of which

DM 17 400 000 are borne by the Federal authorities,
DM 9 068 000 are borne by the Länder and
DM 13 234 000 are reimbursed by the European Social Fund, i.e.
27 % of all expenditure on guidance and counselling in the
Federal Republic.

1.b) The further training of social counsellors

The in-service training and further training of social counsellors is intended to prepare them for their tasks which have become more difficult as a result of the reuniting of families and the increased birth rate among foreign workers. The aim of this training and further training continues to be the creation of a State approved profession at national level of "Social counsellor for foreign workers and their families".

In general, training and further training are organized by the independent welfare service associations; the schemes are largely financed from public funds.

Provisional figures show that in 1977 the Federal authorities and the Länder spent about DM 1.2 million on these schemes of which about 40 % is borne by the European Social Fund.

Assessment

Subsidies from the Social Fund have made a significant contribution to increasing the effectiveness of the counselling services. They have given a strong impetus to the efforts of the Federal authorities and the Länder to provide qualified counselling facilities.

2. Language teaching for adults

a) At Federal Level

Language teaching is organized at central level in the Federal Republic by the Language Association "Deutsch für ausländische Arbeitnehmer e.V." (German for for foreign workers). This association allocates the public funds made available to it to organisations organizing German teaching at Federal level (the Goethe Institute , adult evening classes, welfare associations and trade union educational facilities), which offer German courses in the Federal Republic on a regional basis. The Language Association has laid down uniform guidelines covering the nature and extent of the support given, the conditions for receipt of support, the teaching books and materials used and the procedures for applying for recognition and receipt of funds for the courses.

In 1977 the head office of the Language Association in Mainz contributed to 1 065 language courses with about 13 000 participants. Expenditure amounted to DM 1 224 065.

b) At Land Level

In 1977, the Länder, in particular through the evening institutes and the welfare associations, contributed to about 1 000 courses with about 18 000 participants and with expenditure amounting to about DM 2 100 000 (the figures are estimates).

Assessment

If foreign workers and the members of their families are provided with an adequate command of German not only are their vocational opportunities improved, but also their general opportunities for social integration. As a result of contributions from the Social Fund it was possible to extend considerably the language courses offered and to improve the regional allocation of the courses.

3. Help with homework

According to the recommendations of the Federal/Land Committee on the further development of a comprehensive policy of employment of foreigners in the next few years integration policy must concentrate on improving the opportunities offered at school and at work to the second generation of foreigners. The problems encountered by the children of foreign workers in their efforts to acquire knowledge and integrate into society are essentially based on an inadequate command of the German language, a lack of motivation to attend school and the educational "shortfall" which they have brought with them from their home countries. As a result the children's opportunities for integrating into their occupation and into society are reduced. Consequently out-of-school measures are intended to stabilise the willingness and capability of the children to learn and make it easier for them to succeed at school.

a) At Federal Level

In 1977 about 12 000 children were given help outside the school in the form of help with homework. The total cost amounted to DM 892 573.50.

b) At Land level

In 1977 the Länder gave assistance to about 20 000 children at a total cost of about DM 3 000 000 (the figures are estimates). To a large extent the measure are supported jointly by the Federal authorities and the Länder.

Assessment

With the aid of the Social Fund it was possible to extend the scheme of help with homework by 50 %. In particular it was possible to improve considerably the quality of the assistance given by employing trained teachers and social education workers.

4. Preparation of young people for a career

Each year about 45 000 young foreigners reach the age of employment. Since almost two thirds of them have not completed the basic school course their chances of obtaining vocational qualifications are low and there is a danger that their careers will be marked by work as casual labourers and by unemployment. The aim of the youth programme organized by the Federal authorities and the Länder is therefore to prepare foreign school leavers for an organized pattern of vocational training or skilled activity by helping them to eliminate shortcomings as regards language and education.

Basically, the measures consist of intensive language teaching, supplementary educational measures, general help with social integration and vocational guidance. The aim is to put the young people in a position to participate in further programmes, particularly those organized by the Federal Labour Office.

As regards content and organization the programme is coordinated by the Language Association "Deutsch für ausländische Arbeitnehmer e.V." whose member organizations organize the courses throughout the Federal Republic. The close cooperation between the organizers of the courses and the employment authorities ensure that placing or transfer to the next measure takes place in good time and without any problems.

In 1977, initially 34 courses were supported with about 510 participants. From the autumn of 1977 the financial support by the Länder and aid from the Social Fund meant that the programme could be extended to 60 courses with about 1 000 participants. IN 1977 the total cost of the measure was DM 2 030 319.

Assessment

The increase in numbers attending the courses meant that the number of regional courses could be improved. Help from the Fund contributed to a more intensive pattern of teacher counselling and the introduction of specialist monitoring of the courses for the purpose of observing progress and the effectiveness and improving the quality of the measures.

5. Training and further training of teachers

a) At Federal Level

The more intensive implementation and extension of training for foreign workers and their families as described above leads inevitably to an increasing need for teaching staff. In order to prepare these teachers for the special requirements of teaching the persons concerned and to acquaint them with the contents and methods of the teaching centres, special training or further training is necessary. This training is given in what are known as "practical teaching seminars" by the Institute in Munich in accordance with a uniform training plan developed by the Language Association.

In 1977, 200 teachers were prepared for their special teaching work in a total of 14 practical teaching seminars. In 1977, the total cost of training and further training of teachers amounted to DM 516 812.

b) At Land Level

As part of the further training programme for teachers German and foreign teachers are acquainted with problems of teaching foreign children. In 1977, the Federal Länder spent about DM 700 000 for the training and further training of about 1 000 teachers (the figures are estimates).

Assessment

As a result of assistance from the Social Fund it was possible to increase the number of practical teaching seminars, to step up the training schedules and to train a large number of teachers.

6. Special teaching for children of migrant workers

The second generation of foreign children now growing up poses considerable problems for the German school system. The fact that most of the children of foreign workers suffer from shortcomings as regards their command of language and their previous education means that they cannot be completely integrated immediately into the school system. The result is that up to the present time only about one third of these children have managed to complete the basic school course. As a result the Federal Länder are faced with the task of providing special education which is designed:

- a) to integrate the children into the German school system in order to establish the conditions for later integration into the working environment and society of the host country;
- b) to preserve the pupils' awareness of the language and culture of their home country, in order to facilitate reintegration should they return home.

With this in mind the Länder have introduced three specific forms of special teaching:

- a) preparatory classes: intended to facilitate the transition of these children into classes in German schools appropriate to their age;
- b) additional German teaching: these classes are taken by children who have already been integrated into German classes, but whose command of language still needs improving;
- c) additional instruction in the mother tongue: intended for children attending German schools.

These measures are supplemented by assistance with home work already described above. It is estimated that in 1977 the Länder spent about DM 120 million on special teaching. The Social Fund assumed responsibility for about 10 % of this expenditure.

Assessment

Special training is particularly expensive since in order to achieve the objective the classes need to be smaller than in the general school system.

As a result of the high birth rate among foreign workers and the policy of reuniting families the number of foreign children is increasing. On the other hand the Länder are subject to financial limits. For this reason they have needed and continue to need aid from the Social Fund in order to maintain the necessary range of special educational provision for the children of migrant workers both from the point of view of the numbers involved and the quality of the courses.

Federal Labour Office

1) Joint Measures

The activities forming part of the joint measure on "improvement of regional economic structures" are intended to facilitate the occupational integration or reintegration of workers into working life in selected areas of the Federal Republic of Germany.

Total	of which from column 1		of which from column 1					of which from column 1			
	m	f	under 25	25-35	35-50	50 and older	First job	Unempl./fully employed	Underem- ployed	Threatened with unem- ployment	Self-em- ployed
1	2	3	4	5	6	7	8	9	10	11	12
8 534	5 974	2 560	960	3 410	2 990	1 174	-	8 534	-	-	-

2) The agriculture measure

The measure on "agriculture" of the FLO aims to encourage the vocational relocation and mobility of persons leaving agriculture in such a way that they are certain to obtain optimum lasting reintegration in dependent paid employment outside agriculture.

Total	of which from column 1		of which from column 1					of which from column 1			
	m	f	under 25	25-35	35-50	50 and older	First job	Unempl./fully employed	Underem- ployed	Threatened with unem- ployment	Self-em- ployed
1	2	3	4	5	6	7	8	9	10	11	12
1 836	826	1 010	15	961	740	120	15	1 180	-	-	641

3. Textiles measure

The "textiles" measure of the FLO is intended to encourage the vocational and geographical mobility of persons employed in the textiles industry, whose activity is immediately affected or likely to be affected by quantitative or qualitative changes in structure, in such a way that they are certain to achieve lasting integration or reintegration into employment within and outside this sector.

Total	of which from column 1		of which from column 1					of which from column 1			
	m	f	under 25	25-35	35-50	50 and older	First job	Unemployed/fully employed	Under-employed	Threatened with unemployment	Self-employed
1	2	3	4	5	6	7	8	9	10	11	12
832	622	210	5	340	227	260	-	832	-	-	-

4. The clothing industry measure

The FLO measures for the clothing industry are aimed at encouraging the occupational and geographical mobility of persons employed in the clothing industry whose activities are immediately affected or likely to be affected by quantitative or qualitative structural adjustment measures or who have already lost their job and have already lost their job and have to be reintegrated into working life.

Total	of which from column 1		of which from column 1					of which from column 1			
	m	f	under 25	25-35	35-50	50 and older	First job	Unemployed/fully employed	Under-employed	Threatened with unemployment	Self-employed
1	2	3	4	5	6	7	8	9	10	11	12
326	200	126	6	125	75	120	-	326	-	-	-

5) Youth unemployment measures

As a result of the economic recession unemployment of young people aged under 25 has increased so considerably that special measures or special action at Land and Federal level are necessary for this problem group.

The aim of these measures is to create opportunities for improved integration into working life and to eliminate unemployment.

Total	of which from column 1		of which from column 1					of which from column 1			
	m	f	under 25	25-35	35-50	50 and older	First job	Unemployed/fully employed	Underemployed	Threatened with unemp- loyment	Self-em- ployed
1	2	3	4	5	6	7	8	9	10	11	12
14 911	11 371	3 540	14 911	-	-	-	14 911	-	-	-	-

6) Measures in the clock and watch-making industry

The qualitative and quantitative adjustment measures resulting from changes in the technological structure in the clock and watch-making industry has necessitated giving the workers affected by this process the opportunity of bringing their vocational knowledge and skills into line with the new procedures resulting from the transition from mechanical to electronic techniques and the related changes in qualification requirements.

The further training and adjustment measures are necessary in order to qualify the workers and facilitate integration into employment or to preserve jobs.

Total	of which from column 1		of which from column 1					of which from column 1			
	m	f	under 25	25-35	35-50	50 and older	First job	Unemployed/fully employed	Underem- ployed	Threatened with unem- ployment	Self-em- ployed
1	2	3	4	5	6	7	8	9	10	11	12
80	75	5	-	40	30	10	-	80	-	-	-

Measures	Vocational training	Vocational retraining	Vocational further training	measure training	Removal
			%		
Joint measures	--	67.1	24.3	8.6	--
Agriculture	0.9	95.8	--	3.3	--
Textiles	0.6	51.0	17.8	30.6	--
Clothing	1.8	18.4	36.8	42.9	--
Youth unemployment	97.2*	--	--	2.8	--
Watch and clockmaking industry	--	--	75.0	12.5	12.5

* Including basic training courses

2) Assistance with necessary training, in order to enable people to take part in training or in an occupational preparatory measure and in courses of vocational further training and retraining and to cover the necessary unavoidable cost of

- course fees (paragraph 12 - further training and retraining directive, paragraph 13 - training directive)
- learning materials (paragraph 13 - further training and retraining directive, paragraph 13 - training directive)
- work clothing (paragraph 15 - further training and retraining directive, paragraph 13 - training directive)
- board and lodging (paragraph 16 - further training and retraining directive)
- travel expenses (paragraph 14 - further training and retraining directive, paragraph 13 - training directive).

Integration grants (paragraph 49 of the Employment Promotion Law, paragraph 19 - further training and retraining directive for a fixed period of time and at a fixed level, in order to guarantee the worker full remuneration in his new job, where the employer is providing him at the place of work with the necessary occupational knowledge and skills to enable him to achieve full output capability.

Integration aid (paragraph 54 of the Employment Promotion Law, paragraphs 28 ff of the Employment placement directive for workers who because their reduced capacities are difficult to place in a permanent job on the normal labour market conditions.

Removal costs, installation costs and travel expenses (paragraph 53 of the Employment Promotion Law, paragraphs 10(1)(3) and paragraph 13 of the Employment placement directive for workers in cases where removal is necessary because of placement in employment away from home.

Travel expenses to enable unemployed young people to attend interviews and take up work.

Relevant legal and/or administrative provisions :

Paragraphs 33-49, 53, 54, 56-62 of the Employment Promotion Law

Directive of the Management Committee of the Federal Labour Office on the promotion of vocational training in individual cases (training directive) in the version of 19 July 1977.

Directive of the Board of Management of the Federal Labour Office on the promotion of vocational further training and retraining in individual cases (further training and retraining directive) in the version of 19 July 1977.

Directive of the Board of Management of the Federal Labour Office on the promotion of placement in employment in the version of 24 March 1977.

The following detailed measures were granted in accordance with these legal and administrative provisions:

- (1) Subsistence allowance (paragraph 44 of the Employment Promotion Law, paragraph 10 of the further training and retraining directive) or aid for subsistence requirements (paragraphs 11, 12 training directive), in order to allow the participants and - in the case of married participants - also his family to take part during training in an occupational preparatory measure for any vocational further training and retraining course. In case of sickness or accident people who are drawing subsistence allowance are insured against sickness and accident (paragraph 155 of the Law on the Promotion of Employment, paragraph 17 of the further training and retraining directive).

The vocational further training measures build on existing vocational training or the experience usual in the occupational context concerned.

Vocational training provides knowledge and skills for an occupational activity of a new kind.

Vocational training grants are granted to young people who under special measures receive in-service or inter-company training or who take part in a preparatory vocational measure.

In accordance with paragraph 40(1) of the Employment Promotion Law basic training courses are regarded as preparatory vocational measures. They correspond both to the social requirements of the individual young people and to the general labour market requirement for a capable vocational labour supply and at the same time they constitute a considerable contribution to solving the problem of youth unemployment.

Type G 1 basic training courses last for a maximum of one year. The courses, which are tailored to the practical requirements which will face the participant later as a trainee provide participants with practical and theoretical basic knowledge and skills in several occupations within a particular occupational field.

Type G 2 basic training courses, which also last for no more than one year, provide participants with largely practical knowledge of those occupations for which, normally speaking, workers are trained within the firm. They are intended to equip the participant to be able to deal with the requirements which will face him later as a worker.

Type G 3 basic training courses last for up to nine months, and in exceptional cases up to one year, and provide participants, in addition to practical occupational skills, with information concerning attitudes to work, employment protection and job security. In addition, depending always on the foreseeable development of the labour market the teaching programme will be based on various employment opportunities within a particular occupational area. Participants in G 3 courses, depending on the length of any previous occupational activity, receive support under the training directive or under the further training and retraining directive.

Assessment

By means of the various vocational training measures it has been possible to qualify a large number of workers. In this way it has been possible to make a considerable contribution to the vocational and regional mobility of workers, to compensate for the negative consequences of technical developments, to improve the regional structure of employment and reduce unemployment. In this way employers have received appropriately qualified workers, and unemployed workers have received jobs which are less vulnerable to crisis.

On the basis of the possible granting of a subsidy from the Social Fund within the existing regulations and decisions action programmes for specific groups, economic areas and regions have been planned and implemented. As a result of these actions, which basically comprised vocational training, the number of vocational training measures has increased. In addition, by making use of the European Social Fund resources it has been possible to organize the various training courses specifically for certain groups or certain occupations and to improve the quality of the measures. Thus for example as part of the action on youth unemployment the number of available basic training courses has been considerably increased. At the same time the course material to be taught in these courses has been brought into line with the latest knowledge (learning programmes, organization of teaching, training methods). As a result these measures have improved from the point of view of quality.

In the less-favoured regions of the Federal Republic (districts covered by the Outline Plan) it has been possible by means of the contributions granted to implement retraining and further training measures which would have been impossible without the help of the ESF. In this way a contribution has been made to eliminating regional imbalances.

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INTRODUCTION

In 1977, in connection with intervention by the European Social Fund, the French public authorities concentrated on three aspects:

1. With a view to providing full and varied information on possible recipients of assistance from the Fund, working sessions were organized by area of intervention or in regions which had been given priority.

Commission officials were involved in this work which was carried out very thoroughly.

This action made it possible to implement operations qualifying for various types of aid, e.g. for training or for job mobility, aid applicable to certain categories or certain activities (textiles, agriculture, young people, migrants, etc.) or to less favour regions (some 15 regions including the 4 overseas départements).

2. Applications for assistance submitted by public or private organizers were coordinated and centralized through a single administrative unit with interministerial responsibilities but coming under the Ministry of Labour in view of its particular competence within the Government.

This administrative unit collected the various applications for aid likely to be approved by the Fund, so that on a national level it became the focal point through which any activities likely to receive Fund support had to be channelled. This unit is responsible for upholding the French projects in the Fund Committee and keeping track of the precedents set by the Commission in its decisions of approval.

3. To facilitate the settlement of claims for payment by the Commission, the French authorities in conjunction with the Commission have taken steps to provide for the technical and financial control of claims for payment presented by the bodies responsible for projects.

This task has been particularly difficult due to the complexity of the criteria adopted by the Commission and their application to operations. The difficulties that arose in this connection were the original cause of delays in payment.

II - ACTIVITIES BY AREA OF INTERVENTION

A. Persons leaving agriculture

The volume of applications concerning persons leaving agriculture to take up activity outside has been almost static due to a slackening in the rate of departure from the land.

Certain young people in particular, in view of the continuing high level of unemployment in industry, show a preference for training related to agriculture or multi-skill training which enables them to take up a second job in tourism or craft activities.

These two trends emerged clearly from the applications submitted.

The continuation of the national training programme aimed only at workers leaving agriculture accounts for the greater part of the expenditure borne by the public authorities with the assistance of the European Social Fund. A regional application presented by the Département of the Loire gives a clearer impression of the trend towards specific training in line with regional requirements for trainees of rural or maritime origin: advanced technicians, supervisory staff of cooperatives, salesmen, flower arrangement specialists, etc.

The other operations concentrate more on tourist activities and the hotel trade and are perhaps more in line with trainees' requests. Preparation for the usual jobs in hotel chains as receptionists or managers, in small hotels as cooks and waiters, in tourist agencies as travel agents or as organizers in holiday villages reflects a new trend in the reemployment of former farmers, and particularly their children and wives.

The cost of training programmes in non-agriculture activities approved in 1977 totalled FF 83 million, with the following breakdown:

FF 39 million - 1977

FF 32 million - 1978

FF 12 million - 1979

B. Persons working in the textile and clothing sectors

The efforts to transform the traditional textile industry into a modern industry with efficient technology led to the submission of varied applications by undertakings being restructured.

Leaving aside overall applications based on estimates by national employment services rather than on operations actually carried out, the French Government gave preference to the training of workers in techniques that would transform the sector.

Accordingly specific training has been given in areas where sometimes 30% of the working population is employed in textiles (in the North) and in small and medium-sized undertakings particularly affected by the crisis (Vosges).

For the preliminary selection of applications the criterion set out in the guidelines was applied: transfer from one job to another in the textile sector in a branch showing prospects of viability.

The continuing crisis in this sector and the inevitable loss of jobs encourages the establishment of vocational training operations to retrain workers in an occupation which will guarantee their employment in other sectors.

The applications already received for 1978 confirm this trend, e.g., retraining of textile workers in traditional building trades in the Rhône-Alpes region.

ESF assistance amounted to FF 15.7 million, of which 9.1 million for 1977
6.3 million for 1978
0.3 million for 1979.

C. Migrant workers

Despite the acute employment crisis and the curb on the immigration of workers from non-member countries, the volume of applications has remained steady. This apparent contradiction is accounted for by the efforts made to assist with the adjustment of immigrants and their families settled in France and the many associations which, convinced of its value, provide special instruction.

The priorities laid down in the guidelines were retained as a whole and put into effect via specific programmes to remedy regional or structural problems.

The training and advanced training of instructors made it possible to make more effective provision for the needs of migrant children for whom instruction given outside normal schooling seemed desirable: e.g. classes of 13 to 15 pupils instead of the usual 25.

A pilot project was implemented to facilitate integration of Portuguese inhabitants in a Parisian region while maintaining their links with their original culture. Through closely related actions supplementary training was given to Portuguese instructors and social workers to introduce them to intercultural teaching for adults and to train Portuguese workers and their families living in the Val de Marne (employment guidance problems, organized activities for young people).

An operation carried out in the Bourgogne served as a demonstration project to facilitate the social and occupational adjustment of young people between 16 and 18 in a region where there are few migrant training facilities in relation to the total immigrant population.

The main advantage is that it reached very retarded young people and provides a sufficient level of instruction for them to become apprentices.

In the case of all these programmes which have clearly defined aims in accordance with Community guidelines, the determinant effect of the ESF has been clearly demonstrated: its financial support is essential for the smooth running of the operations.

ESF aid amounted to FF 31 million, of which

8.8 million for 1977
14.4 million for 1978
7.8 million for 1979.

D. Young people

In 1977, as in 1976, absolute priority was given to measures to combat unemployment among young people. In France, an estimated 650 000 school leavers come on to the labour market every year (5 890 job applications recorded in July 1977). To cope with this massive influx of young job seekers, the French Government adopted a set of measures to facilitate their entry into working life.

This instrument has three different but complementary aims:

- to mobilize all possibilities of employment for young people,
- to prepare job seekers better for their future occupation by increasing the vocational training possibilities,
- to facilitate the mobility of young people.

Effective participation by the ESF made it possible to carry out this large-scale operation to which were added a number of small specialized operations organized by regional bodies which had carried out research to improve the transition from school to work and to introduce new systems of basic training and preparation for an occupation.

These operations reserved for first job seekers led to active collaboration in certain areas between the employment authorities and employers.

ESF aid amounted to FF 293.6 million of which, 251.2 million for 1977
 42.1 million for 1978
 0.3 million for 1979.

E. Handicapped persons

Article 4

The programme given first priority was an experiment proposed by the Commission Handicapés - Inadaptés in the context of the guidelines under the VIth Plan to improve the social and occupational re-integration of handicapped persons. Twenty preparation and follow-up teams consisting of welfare officers, specialized educators, employment counsellors, psychiatrists and psychologists were established throughout France:

- to inform handicapped persons and their families of the possibilities available,
- to advise ill-prepared social services,
- to take over responsibility for difficult cases,
- to persuade employers to integrate into their undertakings handicapped persons capable of working in a specially adapted job,
- above all to ensure support and protection for handicapped persons in their new occupations and in their social life.

With ESF assistance, this operation has been successfully completed. When expanded, it will eliminate the feeling of rejection which prevents handicapped workers from being accepted and integrating smoothly.

Article 5

The operations presented for ESF approval fairly accurately reflect the considerable effort made by the nation as a whole to facilitate the vocational rehabilitation and integration of handicapped persons at all stages of their rehabilitation.

Certain more specialized small associations have had the benefit of ESF assistance and have successfully completed more complex demonstration projects: the vocational re-integration of handicapped migrant workers directed towards their re-employment in mining areas, e.g., the handicapped persons reception centre in Lorraine which trains persons for specialized tasks in the iron and steel and processing industries.

ESF participation amounted to FF 20.5 million in 1977.

F. REGIONS

Although the overall volume of applications from regions as defined on the Regional Fund map is static, there is some diversification in training programmes adapted to specific unemployment problems. A qualitative approach to operations has led to the selection of responsible bodies providing training that is innovative, both as regards methods and qualifications, so that access to employment is ensured on completion of courses.

Regional authorities have worked to this end and presented authorized programmes which they have supported particularly in the context of the creation and maintenance of jobs in small- and medium-sized undertakings.

Operations ranging from the retraining of unemployed workers in Brittany and maritime apprenticeship training to the retention of the working population in areas threatened with depopulation such as the Ardèche, through the provision of multi-skill training activities, all benefited from ESF participation.

Particular stress was laid on the overseas départements (Guadeloupe, Martinique, Guyana and Réunion), which are absolute priority regions; the contribution by the French public authorities has doubled by assistance from the Fund. Through specific operations organized in traditional training centres (AFPA) and Chambers of Commerce or professions 8 000 persons were trained in the hotel trade, the agriculture and foodstuffs sector, the services sector, etc.

Most of the modest but job-oriented activities encouraged by aid from the Community will be able to expand, particularly in the least-favoured region of Guyana (91 000 km², 50 000 inhabitants, 750 persons trained in 1977).

ESF assistance amounted to FF 240 million, of which 212 million in 1977
24.6 million in 1978
in 1979.

G. TECHNICAL PROGRESS

Most of the 1976 applications had been approved for three-year periods and consequently few new applications were presented in 1977.

Technical progress is an area of intervention where a long period of research is essential. Regional authorities concentrate on selecting interesting and novel projects.

Two original operations in the Rhône/Alps region to train technicians in data-processing, digital control and micro-processing have concentrated on assisting small- and medium-sized undertakings. The presence of trained staff will facilitate the use of small-scale data-processing.

ESF assistance amounted to FF 3.7 million, of which 1.8 million for 1977
0.9 million for 1978
1 million for 1979.

III. Pilot schemes and preparatory studies

Although operations carried out in 1975 and 1976 had been carried over under Article 5 and Article 4 some projects were submitted which revealed interest in a methodical approach to new training methods and techniques aimed at a varied public.

Young people and women received aid in the framework of pilot schemes.

Preliminary training workshops in the Paris suburbs

This scheme is intended to enable young people between 16 and 18 years of age who are unemployed and in danger of lapsing into delinquency to be given preliminary training over a minimum period to facilitate their social re-integration and to guide their choice of an occupation - e.g. woodworking, metalworking, horticulture.

Counselling for women in a rural environment with a view to taking up an occupation

This pilot scheme is particularly remarkable. Local associations, supported by municipal authorities, have introduced a new approach to the training of women integrating socio-economic and psychological aspects of women's work. The communes have been chosen for their demonstration value: although in a rural environment they are close to large conurbations. The problem concerns the integration of women from a rural environment into an urban environment with which they are in violent conflict and into which they have been thrust as a result of changing economic circumstances.

These schemes conform to the Community guidelines and will certainly contribute to the conception of improved training programmes, particularly for women.

IV. Efficacy of assistance

In accordance with the new guidelines, an assessment was made of four applications before approval:

Article 4 - Migrants: AEFTI

- bringing up to standard of handicapped immigrant workers and language training for the immigrant workers' wives.
- social advancement establishment in Grenoble
preparation of unskilled migrant workers seeking employment.

Article 5 - Regions

- Mines in the Lorraine coalfields
training of unemployed persons and retraining of workers in mining occupations.
- Union Nationale des Maisons Familiales et Rurales
training of unemployed persons.

The assessment visits reinforced the close and effective collaboration between the Commission and the national authority while the reports helped to improve mutual knowledge of vocational training techniques.

FINANCIAL ASPECTS

V - Payments and reimbursements

This stage represents the main hurdle facing reimbursement claims in France.

The slowness of reimbursement has created uncertainty and a feeling of insecurity among the promoters of vocational training schemes, which is very damaging to the credibility of the European Social Fund in France.

Reimbursements are made two or even three years after the year in which operations are carried out. In 1977, for example, one payment was made for an operation carried out in 1973.

The consequences of such delays are :

- log jams build up, which affect all applications and get worse as time goes on;

- it is difficult to establish an objective scale of priorities making it possible to deal with outstanding reimbursement claims in a logical order;

- the delays play havoc with the promoters' cash flow - particularly in the case of bodies limited financial resources.

Although claims for payments have not yet been presented for all the operations carried out in 1977, the amount of assistance approved for France totalled FF 897 million, whilst payments made by the Community over the same period amounted to FF 189 285 003.90, corresponding to 21.10 %.

The situation implied by this low figure is neither new nor exceptional.

- Breakdown of payments made by the Commission in 1977, by year of operation

1973 operations	285 311.00
1974 operations	44 746 424.90
1975 operations	102 170 854.33
1976 operations	42 082 413.67
TOTAL	<u>189 285 003.90</u>

The multiplier effect in relation to work carried out, the realignment of programmes and the efforts made on behalf of young people are a few of the focal points of the activities and results achieved in France thanks to the European Social Fund. The relative stagnation in certain areas, agriculture or migrant workers, for example, is due to the way needs have developed rather than to a lack of interest in these areas.

The operations relating to the regions and to technical progress reflect the concern to promote specific demonstration operations designed to generate employment and giving trainees a reasonable degree of skill and a variety of outlets.

This year again intervention focussed on the most vulnerable categories and the regions with the weakest structures.

The only real problem is that of delays in payment for projects, since this calls into question the conditions of intervention by the European Social Fund and consequently the whole principle of intervention.

I R E L A N D

NATIONAL REPORT ON THE USEFULNESS AND EFFICIENCY OF
THE EUROPEAN SOCIAL FUND IN RESPECT OF OPERATIONS
CARRIED OUT DURING 1977

General Description of Activities Assisted

1. Social Fund grants amounting to £19.6m were approved by the Commission for Ireland for operations to be carried out during 1977. These grants were approved in respect of applications for assistance by both public bodies and private organisations. The types of activity undertaken may be broadly classified in the following categories, (a) training and retraining schemes for unemployed and redundant workers and for workers threatened with redundancy, (b) training of workers for higher qualifications, (c) resettlement schemes for returning emigrants and internal resettlement of persons moving to new areas within Ireland to take up jobs which could not be filled locally, and (d) vocational training of handicapped persons. A more detailed description of the type of operations undertaken by individual organisations is given at (i) to (x) hereunder.

(i) AnCO - The National Industrial Training Authority

The main types of training operations undertaken by an Chomhairle Oiliuna (AnCO), the National Industrial Training Authority are

- (a) programmes for unemployed and redundant adults,
- (b) programmes for craft trainees undertaken in conjunction with the Department of Education,
- (c) programmes for young unemployed school leavers, and
- (d) programmes for instructors for industry. [In addition to direct training activities, AnCO also promotes training by private firms to meet their own needs under a training grants scheme for domestic industry. Companies which are undertaking major development projects involving the expansion of production or the introduction of new technology or product lines are eligible for grants in respect of training programmes associated with these projects. Training grants are provided in respect of the training of new employees for jobs and the retraining of certain existing employees for higher qualifications.

(ii) Industrial Development Authority

The Industrial Development Authority (IDA) is a State organisation entrusted by legislation with the task of creating new jobs in manufacturing industry in order to alleviate Ireland's chronic structural unemployment problem. Among the incentives which it provides, the Authority operates a scheme of training grants to firms which create new jobs. It has been receiving from the Social Fund a reimbursement of 50% of moneys expended by it on such training grants. Training programmes approved for assistance by the IDA range from single in-plant courses of relatively short duration, which give relatively low-skills, to the longer multi-course programmes.

(iii) Irish Management Institute

The activities undertaken by the Irish Management Institute (IMI) with Fund assistance during 1977 may be divided into two categories viz. the training of managers already in employment for higher qualifications and the re-training of unemployed managers. A wide range of courses was carried out and managers were trained for higher qualifications in a variety of disciplines. The lack of management skills has been identified as a primary cause of job losses through redundancies or closures of firms. Training of managers to a higher level of management ability leads to increased employment through improved efficiency. The availability of skilled management also helps to attract new industry to the country.

Managers who have become unemployed are catered for specially by the IMI Career Development Programme. The Institute ran four of these courses during 1977, each of six weeks' duration. These programmes are designed to secure speedy re-employment of participants at their pre-redundancy level or higher.

(iv) Aer Lingus

The operations carried out by Aer Lingus with Fund assistance during 1977 concerned the training of young, unemployed/under-employed Irish workers as (a) Aircraft Technicians and (b) Commercial Airline Pilots. By arranging

these programmes Aer Lingus is contributing to the provision of highly skilled training for young Irish workers. On obtaining these skills, the trainees are offered full and secure employment.

(v) Gaeltarra Eireann

The training operations of Gaeltarra form part of its overall activity for the development of the Irish-speaking areas, mainly located along the West coast of Ireland, through the provision of new jobs in viable enterprises. The objective of Gaeltarra's training programme is to assist and encourage the provision, organisation, training and development of a skilled work force at all levels for employment in their own areas. The programme is mainly concerned with training for jobs in new enterprises but also applies to the expansion and diversification of existing projects in the Gaeltacht. All trainees are prepared for definite employment positions in specific companies, although the training given may be sufficiently flexible to allow the trainee subsequently to move his/her position laterally or vertically within the company.

(vi) CERT Ltd. (The Council for the Education, Recruitment and Training for the Hotel, Catering and Tourism Industries)

CERT Ltd., in conjunction with the Department of Education, undertakes a wide variety of training programmes for workers for the hotel, catering and tourism industries.

Approximately 85% of CERT's training expenditure relates to full-time craft courses and until September 1977 this was the only area which had been qualifying for Fund assistance. As from 1st September, 1977, however, some other training activities of CERT are also being assisted under the Article 4 young persons' decision.

(vii) SPADCo

The Shannon Free Airport Development Co Ltd (SPADCo) was originally established to develop and promote Shannon International Free Airport. It was later given

responsibility for the industrial development of the Mid-West region generally. The assistance which SFADCo has received from the Social Fund has contributed towards the training of unemployed persons and to the retraining of under-employed persons in the Mid-West region whose jobs were in danger because of product changes. In addition, a Supervisory Training Programme was undertaken which helped to raise the level of supervisory personnel skills throughout the region.

(viii) National Manpower Service

Social Fund assistance has been used to develop a scheme of grants to returning emigrants and to persons moving to new areas within Ireland to take up jobs which cannot be filled locally. The NMS also recruits trainees for various Fund-assisted programmes undertaken by AnCO and by the Department of Education.

(ix) Department of Education

The following types of training operations were undertaken by certain Vocational Education Committees under the administrative co-ordination of the Department of Education:

(a) Pre-Employment Training (also called Pre-Employment Courses)

(These are also provided by some Community and Comprehensive Schools). The operation was aimed at young persons who having left school to seek employment at the end of the compulsory schooling were prepared to return to school for special training on failing to gain employment. The programme aimed at providing these young persons with marketable skills which were general enough to facilitate absorption into employment and which made for more reasoned and meaningful job-choice; at familiarising the trainees with working life and working conditions and at placing them in stable employment within a reasonable period of time.

(b) Middle Level Technician Courses

These courses provided off-the-job vocational training in middle-level technician, secretarial and computer programming skills. Trainees were recruited by the National Manpower Service in association with the Authorities responsible for the programme.

(c) Middle Management/Supervisory Courses

The courses offered were part-time, of a minimum of 100 hours duration and covered off-the-job training in supervisory and/or middle management skills. All the trainees were in employment.

(x) Bodies concerned with training of handicapped workers

The activities assisted by the Social Fund in respect of handicapped persons during 1977 consisted of both skilled and semi-skilled training and vocational preparation of the handicapped for placement in open employment and their social integration into society. In addition to the activities assisted under Article 5, a number of pilot projects, viz. the development of cardiological rehabilitation programmes, the training of rehabilitation nurses, the training of cardiological technicians, the provision of a vocational assessment unit and an experiment in novel training procedures for mentally handicapped young adults, were also assisted during 1977 under Article 4.

Numbers trained

2. A total of 38,658* workers is estimated to have benefitted from the Social Fund during 1977. It is not possible to provide a complete break-down of the trainees in terms of age group, sex or employment status - whether first-job seekers, unemployed after having worked, threatened with unemployment or self-employed - but a partial break-down based on all the available information is set out in the appended schedule. Information (insofar as this is available) concerning the kinds of operations assisted e.g. skilled training, vocational preparation etc and a break-down of operations between public training authorities, private training institutions etc is also given in the schedule.

* This figure does not include numbers trained in certain operations which commenced in 1975 and 1976 and which continued into 1977. Also, in respect of group applications on behalf of private firms for operations commencing in 1977 and continuing into 1978 and 1979 a breakdown of the numbers trained on an annual basis is not available. Accordingly in respect of those operations numbers trained over a three year period have been included in total figure above.

Evaluation of the Effect of Social Fund Aid

3. (a) Effect of training operations on employment situation

To date at least, the Social Fund has not been able, because of its rules, directly to assist measures designed to create employment. However, the availability of improved vocational training facilities, which the Fund has facilitated considerably, has undoubtedly contributed indirectly to helping the employment situation. It has acted as an incentive to industrialists to establish enterprises in Ireland in the knowledge that their skilled labour requirements are either already available or can readily be trained. It has also made it possible for existing firms to undertake major restructuring programmes designed to improve competitiveness so that existing jobs are preserved and new jobs created. At the individual level, the improvement in training facilities has enabled large numbers of workers to aspire to the acquisition of skills which will lead to good employment and for those unfortunate enough to suffer from disabilities of one kind or another, it has improved their prospects of being fitted to take a full role in the world of work. The availability of expanded training facilities has also been of great value in a period of unprecedented unemployment.

(b) Extent to which level of training activity in Ireland was greater with Fund aid than it would otherwise have been

The Social Fund has made a significant impact on the level of training activities in Ireland, facilitating an expansion of training operations which would not have been possible without the assistance of the Fund. The extent of this expansion in relation to individual organisations which received approval for Fund assistance is given in detail hereunder.

(i) AnCO

There has been a significant growth in training activity by AnCO for unemployed adults and craft trainees since Ireland's accession to the EEC. Since 1973 an increase of almost 73% has been achieved in the trainee capacity of the AnCO training centres. The number of trainees involved in AnCO's direct training programmes increased from 4,488 in 1973 to 13,825 in 1977 and in addition 5,280

trainees were catered for in training operations commencing during 1977 under the AnCO training grants scheme for domestic industry.

It is true to say that AnCO's development in terms of numbers trained and range of skills provided was made possible by a combination of increased subvention from the Irish Exchequer and a matching increase in Social Fund assistance.

(ii) Industrial Development Authority

Since Ireland joined the EEC in 1973 the level of annual training grant expenditure by the IDA has increased dramatically i.e. from £0.5m in 1972 to an estimated £4.5m in 1977. This level of expenditure could not have been achieved without assistance from the Social Fund.

(iii) Irish Management Institute

Without Social Fund assistance it would not have been possible for the IMI to build up and maintain training courses in their present volume and variety. Indeed, the IMI would have been unable to maintain its faculty staff at the present level of 25.

(iv) Aer Lingus

The availability of Fund assistance has been an important factor in influencing Aer Lingus to introduce and continue programmes for training young persons as aircraft technicians and airline pilots rather than recruit workers already equipped with the requisite skills on the open market, many of them from outside Ireland.

(v) CERT Ltd

As a result of receiving assistance from the Social Fund, CERT Ltd has achieved a 50% increase in the number of trainees recruited to its courses. Social Fund assistance has also enabled CERT to introduce training allowances for trainees on its formal craft training courses. The availability of such training allowances enhances the attractiveness of the courses and indeed without these allowances, numbers of the course participants could not afford to avail of the opportunity to take part in them.

(vi) National Manpower Service

As a consequence of access to aids from the Social Fund, the NMS has been involved to a far greater extent in the selection of trainees for certain training courses and in the subsequent guidance and placement of the trainees in employment.

(vii) Department of Education

The present scale of the operations and the degree of direction, support and co-ordination exercised are directly attributable both to the influence of the E.S.F. and to the financial aid available. In the case of the Pre-Employment Courses, Fund influence prompted the two Government Departments involved (Education and Labour) to mount highly specific intervention programmes (through the Vocational Education Authorities and the N.M.S.) to better prepare these young people for working life and to assist in their absorption into employment.

For middle-level technician courses, Fund assistance has enabled these trainees to obtain skills which enhanced their prospects of employment.

For the middle management course, Fund assistance has enabled these persons to improve their management/supervisory skills which in turn has helped Irish firms (average size is small) to survive in the expanding free market conditions.

(viii) Bodies concerned with training of handicapped workers

The availability of assistance from the Social Fund has led to an increase in the level of training activity and has also enabled the training operators to develop more comprehensive and diversified training areas. As an example, the Rehabilitation Institute, which is the main organisation involved in vocational rehabilitation of the handicapped, has been enabled, through Fund assistance, to alter and improve existing facilities and to provide new facilities for training handicapped persons. Between 1973 and 1977 the Institute with the aid of Fund grants opened a total of ten new centres. A further centre has been opened in 1978 and nine more centres are expected to be provided during the next two/three years. Great emphasis has been placed by the Institute on increased geographical dispersal of its centres and many of the new centres have been located in areas

where no services previously existed for training handicapped persons. It is estimated that the training capacity of the Institute has increased by about 70% since 1973 and the Institute's teaching staff has also been increased substantially. In addition the Institute has experienced increasing success in placing its trainees in open employment - more than 900 trainees were placed in open employment between 1973 and 1977. The Institute would not have been able to develop its services so substantially without the assistance of Social Fund grants.

(c) Improvement in quality of operations attributable to Fund influence

The quality of training operations in Ireland has been continually improving in recent years. Increasing emphasis is placed on development of systematic training techniques and on training of supervisors in industry in the use of these techniques. More and more companies are appointing training executives on a full or part-time basis. The importance of training is being increasingly recognised. It is difficult to estimate with any degree of accuracy how much of the improvements which have taken place in the quality of training in Ireland can be attributed to Fund influence but the Fund has certainly proved to be a major influencing factor. It would not be possible to detail the qualitative improvements achieved in all Fund-assisted operations but it might be useful to comment on the experience of the largest Irish Fund beneficiary viz. AnSO, the National Training Authority.

As already indicated, AnSO's rapid expansion in terms of training centres, trainee throughput, and staff has been effected largely through assistance from the Social Fund. However, in its expansion, AnSO has taken positive steps to ensure that the quality of courses, in their design, content or teaching, is not neglected. As regards design and content, AnSO established a curriculum development section. Social Fund assistance not only enabled this section to develop appropriate course programmes and learning techniques but enabled AnSO to maintain a very favourable instructor/trainee ratio. Courses also had to be kept relevant in view of industry's supply and demand for skills and in view of the trainees' aspirations for worthwhile employment after training. For this purpose AnSO established a Research & Planning Unit to carry out surveys of supply and demand for skills notable in respect of the manufacturing and construction

industries. These developments indicate that AnSO, in endeavouring to lay the foundations of an adequate public infrastructure for vocational training, has constantly ensured that the quality of its training, undertaken with the assistance of public and Social Fund monies, is both effective and relevant.

Other Irish organisations engaged in the field of vocational training have also been assisted by the Fund to improve the planning and conduct of courses so as to make them more relevant to the needs of the employment situation and of course participants, as well as making the courses more effective.

In the case of bodies concerned with the vocational rehabilitation of handicapped workers, the qualitative results accruing from the intervention of the Fund are that teaching and ancillary teaching staff have been increased in a number of centres. A more professional approach to the vocational training of handicapped persons has also been adopted due to additional specialist personnel being employed. The assistance available has also contributed to a number of centres up-dating their facilities e.g. the provision of new machinery to meet the technological and sophisticated advancements that are taking place in the commercial world. It has also afforded centres the opportunity to introduce more effective methods and new techniques, thereby providing maximum opportunities for the placement of handicapped persons. In addition, further skills and instructional aids have been incorporated into the overall training facilities, together with improvements in teaching aids and instructor: teacher ratio.

(d) Extent to which Fund guidelines influence national training policy

The provision and continuance of Fund assistance has had a profound impact on Ireland's national training effort. National training policy has been to a considerable extent influenced by the rules governing the operation of the Fund and the guidelines used in allocating Fund assistance for particular types of operations. The availability of matching Fund assistance has encouraged the Irish authorities to invest increasing amounts of national resources in those areas. It has also stimulated the introduction of entirely new schemes, based not only on the prospect of financial aid being available for those schemes from the Social Fund, but also on experience and knowledge of operations carried out in other member States with Fund help.

e) Impact of Social Fund aids on correction of regional imbalances

The rules and guidelines of the Fund contain various provisions which are designed to ensure that a substantial share of appropriations available is granted towards programmes carried out in less-developed regions of the Community. Ireland as one of the less-developed regions has fared relatively well from the Fund and to an extent, therefore, it may be said that the Fund has contributed to the correction of the serious imbalances that exist between Ireland and the more prosperous member States of the Community. However, having regard to the size of the imbalances and the volume of resources available to the Social Fund, it would not be possible for the Fund to make a significant contribution to the correction of regional imbalances within the Community. Indeed, without a very substantial increase in the volume of resources available for less-developed Community regions under various Community financial instruments and the adoption in all areas of Community policies of measures designed to achieve substantial transfers of resources, and perhaps new financial instruments, it will be extremely difficult to narrow the regional imbalances to within acceptable limits.

APPENDIX

Name of Organisation	Nos. Trained	Age Group	Male	Female	Employment Position (i.e. whether first job seekers, unemployed, underemployed).	Kind of Training
1. <u>ANCO</u> Programme for unemployed and redundant adults Training of craft trainees Community Youth Training Programme Training of instructors Private enterprise training projects	11,137 1,102 598 988 5,280*	80% Under 25 Under 25 Under 25 - -	77% 1094 576 - -	23% 8 22 - -	Unemployed or redundant Unemployed first job seekers 2,865 new employees 2,415 existing employees 100% unemployed	- Skilled training - Training within the enterprise consisting of both on-the-job and off-the-job training Training within the enterprise
2. <u>Industrial Development Authority</u>	6,200 (Estimate)	-	-	-	480 employed 120 unemployed	Training carried out in the Institute
3. <u>Irish Management Institute</u>	600	47% aged 25 - 35 47% aged 35 - 50 6% aged 50 +	-	-	-	15% skilled training 84% semi-skilled training 1% advanced training Highly skilled training
4. <u>Bodies concerned with the training of the handicapped</u>	4,860	90% approx under 35	-	-	26 first job seekers, 54 unemployed having had a job, 1 underemployed 100% first job seekers	Training within the enterprise
5. <u>Aer Lingus</u>	81	Under 25	100%	-	100% unemployed	Skilled training
6. <u>Gaeltarra</u>	824	774 under 25 50 aged 25 - 35	465	359	100% unemployed or underemployed	-
7. <u>CERT Ltd</u>	530	Under 25	213	317	100% employed	-
8. <u>SFADCO</u> (i) Training of unemployed & retraining of underemployed (ii) Supervisory training programme	80 100	- -	- -	- -	Mainly first job seekers Mainly first job seekers All trainees are in employment	Vocational preparation Off-the-job vocational training Skill improvement
9. <u>Dept. of Education</u> (i) Pre-Employment Courses (ii) Training in middle level technical skills (iii) Middle management training	2570 2127 981	Under 25 Under 25 Under 25	87% approx 65% " 81%	13% approx 35% " 19%	-	-
10. <u>National Manpower Service</u>	600 persons (from figures) 38,658	Assisted under the Resettlement Assistance Scheme.			-	-
	<u>TOTAL</u>					

Notes

- * These projects run for periods of up to three years. The number trained in 1977 alone is not available.
- 1. The figures given for CERT Ltd are in respect of an academic year (1/9/76 - 31/8/77).
- 2. Figures are not shown in the chart for the National Manpower Service in respect of operations carried out in conjunction with Department of Education and ANCO as this would result in duplication of figures.

I T A L Y

A total of 59,017 workers benefited from training measures subsidized from ESF funds in 1977. The breakdown is as follows :

- 27.575 first job seekers,
- 7.190 unemployed and underemployed persons who had worked previously,
- 6.425 employed persons threatened with unemployment,
- 15.655 employed persons attending highly specialized courses,
- 2.172 self-employed workers (formers farmers and disabled persons intending to take up self-employed activities).

The breakdown by age and sex of these workers is as follows :

	<u>Men</u>	<u>Women</u>	<u>Total</u>
- Under 25	26.534	7.870	34.404
- Between 25 and 35	13.841	2.398	16.239
- Between 35 and 50	6.640	1.126	7.766
- Over 50	521	87	608
total	<u>47.536</u>	<u>11.481</u>	<u>59.017</u>

Of the total of 59.017 workers, the percentage breakdown by type of operation subsidized by the Fund as provided for in the Community scheme is as follows :

- vocational preparation	19.36 %
- centres for young people (basic training)	33.59 %
- specialized and advanced training (specific measures)	47.05 %

The percentage breakdown by training centres is as follows :

- training given in training centres	64.84 %
- on-the-job training	25.96 %
- training given on the job and in centres	9.20 %

Lastly, the breakdown according to the kind of organizations providing training for the 59.017 workers is as follows :

- 72.10 % by public bodies,
- 17.08 % by private bodies,
- 6.78 % were employees of public bodies which also provided their training,
- 4.04 % were trained directly by private companies.

About 37,000 migrant workers received assistance from ESF funds in 1977. The amount involved was Lit 590 million.

In addition, a project is under way to train teachers to provide educational assistance abroad for migrant workers children and includes direct assistance measures for this category. It is a three year project (1976-78) and concerns a total of 32,850 persons at an estimated cost in 1977 of Lit 4,794,582,087.

Educational assistance for the children of migrant workers is continuing to be developed as provided for in the context of the integrated three-year plan 1976-79, coordinated by the Ministry of Foreign Affairs and carried out by public and private enterprises in the member countries from which the immigrants come and in certain Italian regions. Aid from the fund has made it possible to improve the organization of the courses, the status and training of the teachers and the quality of the instruction by the provision of a wider range of teaching aids (audio-visual material, dictionaries, etc).

N.B. When preparing this review the suggestion that estimates should be used where necessary was followed.

A summary table of the review in question is attached.

MINISTRY OF LABOUR AND SOCIAL SECURITY

STATISTICAL SURVEY OF ITALIAN MEASURES ELIGIBLE FOR AID FROM THE EUROPEAN SOCIAL FUND AND CARRIED OUT IN 1977

1. Responsible body
2. ESF No
3. Operation financed under Article ... of Decision 71/66/EEC
4. Sector of aid: Ex-farmers ... Clothing/textiles ... Migrants ... Handicapped ... Young people ... Regional ... Technical progress ... Group of undertakings ...
5. Region where operation takes place
6. Regional origin of trainees

Directorate-General for Guidance and Vocational Training

Division 2

Occupational category of persons undergoing training	No of trainees broken down by interest groups		No of trainees broken down by age group					No of trainees broken down by type of training				No of trainees broken down by type of training					No of trainees broken down by undertakings administering training activities					Migrants: Total	
	M (1)	V (2)	25	35	50	75	TOTAL	Preparatory	Basic training centres	Specialized Vocational training	TOTAL	VT Centre	Undertaking	Undertaking + VT Centre	TOTAL	Public bodies	Private bodies	Om staff	Outside staff	Private bodies	Undertakings		Total
First job seekers (young people)	M (1)	V (2)	9371	917	126	20414	2302	11872	2302	20414	20414	20145	10	259	20414	12885	7439	83	.	7	20414		
Unemployed	M (1)	V (2)	6683	428	50	7161	595	3714	595	7161	7161	7022	13	126	7161	6015	1133	.	.	13	7161		
	M (1)	V (2)	4532	2123	184	6846	6059	393	6059	6846	6846	1773	3093	1980	6846	4717	875	1234	.	.	20	6846	
Employed, under threat of unemployment	M (1)	V (2)	168	123	52	344	320	14	320	344	344	49	231	64	344	190	34	56	.	.	64	344	
	M (1)	V (2)	952	1659	1687	4471	2086	1479	2086	4471	4471	2402	1757	312	4471	2384	187	342	.	.	1558	4471	
Employed in highly specialized jobs	M (1)	V (2)	508	862	546	1954	766	824	766	1954	1954	1188	392	374	1954	1527	35	192	.	.	200	1954	
	M (1)	V (2)	706	8804	4494	14304	14218	.	14218	14304	14304	3901	8456	1947	14304	11831	100	1985	.	.	388	14304	
Self-employed disabled and/or ex-farmers intending to take up self-employed activities	M (1)	V (2)	119	816	386	1351	1314	.	1314	1351	1351	154	1152	45	1351	1203	37	111	.	.	.	1351	
	M (1)	V (2)	973	338	149	1501	75	1081	75	1501	1501	1117	121	263	1501	1239	192	.	.	.	70	1501	
TOTAL	M (1)	V (2)	352	169	92	671	34	446	34	671	671	514	97	60	671	559	47	.	.	.	65	671	
	M (1)	V (2)	26534	13841	6640	47536	24740	14825	24740	47536	47536	29338	13437	4761	47536	33056	8793	3644	.	.	2043	47536	
TOTAL	M (1)	V (2)	7870	2398	1126	11481	3029	4998	3029	11481	11481	8927	1885	669	11481	9494	1286	359	.	.	342	11481	
	M (1)	V (2)	34404	16239	7766	59017	27769	19823	27769	59017	59017	38265	15322	5430	59017	42550	10079	4003	.	.	2385	59017	

It was not possible to obtain exact figures of the numbers of trainees or their breakdown by the various types of interests.

1. Male 2. Female

4. Persons in paid employment or unemployed training to take up self-employed activities.

3. Vocational training centre

L U X E M B O U R G

Within the scope of aid A1 (vocational retraining and operation at centres) and A2 (ensuring an income to trainees, the Placement and Vocational Rehabilitation Office for Handicapped Workers provided vocational training for 105 applicants, in the following age groups :

70 persons aged under 25, of whom 41 men and 29 women,
32 persons between 25 and 35, of whom 22 men and 10 women,
1 man in the 35-50 age group and 2 men aged 50 or over.

Most of these beneficiaries were first-job seekers, except for 15 who were forced to change jobs as a result of an industrial or road accident or following an illness.

In addition, 69 trainees are attending courses in specialized centres or ordinary schools in Luxembourg or abroad, while 36 are receiving vocational training in private firms.

The Ligue HMC (Handicapés Mentaux Cérébraux -League of the mentally handicapped) has launched a pilot scheme to rehabilitate 10 mentally handicapped persons under 25, of whom six are first-job seekers. The other four were admitted following an application passed on by the Placement and Vocational Rehabilitation Office for Handicapped Persons. The latter have failed at one or more jobs in open employment because of inadequate vocational training or the nature of their handicap. The project aims to bestow two vocational aptitude certificates, four manual skill certificates and four basic vocational preparation certificates.

This project will be phased over several stages : assessment of ability to work, adjustment to work, guidance, rehabilitation, apprenticeship contract (if possible), probationary period and lastly, selective placement.

It should be pointed out that two handicapped workers have benefited from A1 and A2 aid measures for retraining through the accident insurance association.

Aid C11 which covers the costs for the rehabilitation of handicapped persons with a view to providing them with the trade or professional skills necessary for their reintegration into their former job (or a new job) has been granted to 186 handicapped workers.

It should be pointed out that these figures cover beneficiaries in the industrial sector as well as in agriculture and forestry.

As regards the impact of assistance from the Social Fund, there can be no doubt of its positive effect on the employment situation, since it has been possible to provide rehabilitation for many persons due to the Fund's reimbursement of part of the expenditure. Moreover, these rehabilitation courses have enabled handicapped persons in Luxembourg to receive better vocational training and thus be integrated into an occupation more easily.

Furthermore, it has been possible to expand the national training policy since the appropriations set aside for vocational rehabilitation have increased from year to year.

During the period 1 March 1972 to 1 March 1978, the Ligue HMC and the sheltered workshop placed 42 of a total of 130 young handicapped persons who had received training at the medical and vocational training institute at Cap. Of the workers placed, 40 % changed jobs several times, whilst 25 had to return to the Centre for a short retraining course; 5 % could not be redeployed, however.

An analysis of the reasons for this failure has enabled us to assess the difficulties encountered by young handicapped persons in open employment. These difficulties occur in several spheres :

- (a) inability to adjustment ;
- (b) inability to perform tasks of certain types ;
- (c) inability to keep up with the accepted pace of work ;
- (d) trouble in relating to others ;
- (e) shortcomings in family environment.

The structures set up by the pilot scheme are helping us to eliminate certain unfavourable elements in subsequent placements. In the past, certain stages in vocational preparation and training could not validly and effectively be carried through because of lack of financial and technical resources. Assistance from the Social Fund now enables us to adapt facilities to the needs of young handicapped workers and provide training in close collaboration with representatives of future employers, vocational training centres, the trade associations and the Office for Handicapped Workers. It was therefore possible to conclude the relevant apprenticeship contracts for the vocational training scheme leading to the certificate of vocational aptitude and the certificate of manual skills in all the trades taught in the rehabilitation workshops.

The first positive result was that four handicapped persons trained according to the methods applied during the pilot scheme were successfully placed in medium-sized industrial undertakings. They were replaced by four other young handicapped persons who have been integrated into the current training and rehabilitation operations. This will probably enable us to go far beyond the commitment we entered into vis-à-vis the European Social Fund.

NETHERLANDS

The following should be pointed out by way of introduction:

The Netherlands Government has taken a series of coordinated employment measures, of which measures in the sphere of vocational training and mobility of labour are an integral part, as part of its employment and labour market policy. The vocational training measures undertaken in the Netherlands should, thus, be considered primarily against the general background of measures to promote employment and improve the labour market situation.

Since the ESF is a Community instrument the way in which it operates and its field of application differ in many respects from the schemes and measures considered necessary by the national authorities, which means that a number of national measures fall outside the scope of the Fund. Those measures which do fall within the scope of the Fund are approached, first and foremost, as part of the Netherlands employment and labour market policy. It should, therefore, be clear that the Fund does not take any initiative in the Netherlands in activating measures in the field of vocational training and mobility of labour, although, it does play quite an important complementary role.

If, moreover, the amount of the assistance which the Netherlands receives from the Fund is compared with the funds made available at national level for comparable activities, it becomes obvious that the effect of the Fund's contribution is of secondary importance as far as the Netherlands is concerned.

Another factor to be considered is that any assistance from the Fund for such activities is only forthcoming after these activities have been completed or more or less completed. The implementation and scope of a measure cannot be based on such an insecure foundation.

This consideration, combined with the fact that the ESF is really a mutual aid fund, and that the Netherlands is one of its paymasters, indicate the way in which assistance from the Fund should be regarded by the Netherlands. At the same time, it may be seen from the foregoing why it is difficult to answer a number of the questions posed under point 2 of the questionnaire.

Below are the answers to the various sections of the questionnaire.

1. General description of activities

By way of introduction, two points should be made here :

- a. the ESF has not provided any assistance (point 1, first sentence in the questionnaire) beyond a simple statement of what the highest possible contribution will be if the claim in question appears to be duly drafted and submitted.

- b. the criteria for classifying activities (pursuant to point 1(b)) according to types of training are inappropriate. The first, third and fourth points can occur in combination and sometimes cannot be differentiated. The second and fifth points do not refer to the type or form of training, but to the institute in which training takes place.

Comments on applications are set out below.

Application no 77.101 (no 963/76-N 42) concerns technical developments in the printing industry. The manufacture of type sets has speeded up in recent years, after the general introduction of automation, which entails a whole new series of processes and involves basic changes in the occupational skills required. This also applies to the stages of production resulting from the (new) photographic type setting method.

As this results in rather wide scale retraining of workers whose previous function has ceased to exist but whose labour can be made full use of their skills have been geared towards a new process. In 1977 retraining was required for about 1 200 persons in about 90 undertakings.

The courses are concentrated in a few undertakings which have set up special training facilities which can be used for retraining workers from other undertakings in the printing sector.

A sum of F 13 250 000 has been approved as a maximum contribution for this application in accordance with the application submitted.

Application no 77.102 (no 975/76-N 45) covers measures in the textile and clothing industry which has been in an unstable position, particularly in recent years, as is also the case in other Member States.

Employment measures are intended for workers employed by or intending to join undertakings in this sector, whose survival seems to be reasonably certain.

In textile concerns this involves the retraining of adults (ESF assistance is only granted for persons already employed in the undertakings in question); in clothing firms it involves new training courses for young production workers with the same restriction applying to the ESF contribution as stated above.

In both sectors retraining is unavoidable because of (1) the renewal of equipment in line with modern technical progress and (2) the trend towards other types of higher quality production, which also entails working with different machines.

It is estimated that about 850 workers were involved in training measures in the textile section in 1977, of whom 800 were previously employed in the industry. Appropriations set aside by the Commission as a contribution towards the training costs incurred will be sufficient to cover a full 50% of the costs involved.

About 8 600 young production workers received training in the clothing sector during 1977, of whom about 2 200 had not previously worked in the clothing sector. Commission appropriations were allocated for 6 375 young persons, more or less the same net total.

Application no. 77.103 (no. 976/76-N 41) is specifically geared towards a group of persons who have, in recent years, faced experienced special difficulty in finding work, i.e. school-leavers. Unemployment amongst this category has, proportionally, risen considerably above the average unemployment rate. The promotion of (further) vocational training for school-leavers will, it is estimated, involve about 20 000 persons in 1977. Its objective is, as far as possible, to avoid a situation in which training received at school cannot be continued under in-service apprenticeship schemes. Employers receive a subsidy if they take on school-leavers under an employment contract and an apprenticeship agreement, in order to enable them to continue the training received at school.

Contributions from the Fund will, in view of the across the board reduction applied because of lack of funds, only be sufficient to cover 7 000 school-leavers. The Netherlands Government is, therefore, bearing the full cost for the remainder of this category of young persons.

Application no. 77.104 (no. 962/76-N 41) involves employment measures to be implemented in the "North Netherlands region", one of the two regions designated by the Government as areas which are structurally so backward that special provisions are called for. There is close collaboration between the Ministries of Economic and Social Affairs. The former is concentrating on improving infrastructures and promoting investment and here employment, the latter on geographical and occupational mobility, as well as raising the level of occupational skills as whole.

The application covers the following activities:

- training in Adult Vocational Training Centres where people are trained for about 35 different jobs in the building and metalworking sectors. The centres come under the Directorate-General for Employment measure; the costs incurred in this type of training (which is, moreover, personalized) are financed by the State. About 1 000 trainees attended courses in the five centres in the region in question in 1977.
- training received under the training reimbursement scheme for job seekers. Of the approximately 1 100 persons who began training in 1977 about 800 are unemployed. The ESF contribution covers only training costs incurred in respect of the latter.
- Joint State/industry training scheme (samenwerking tussen overheid en bedrijfsleven - S.O.B.) Training is provided in undertakings in accordance with Government-approved training programmes. In the region in question several hundred workers were trained under this type of training scheme in 1977. Owing to lack of funds the ESF will only be able to contribute towards the training costs of persons who were previously unemployed (about 50).

- The resettlement reimbursement scheme applies to workers who move house for reasons covered by the Government's labour market policy of contributing towards travel, removal and resettlement costs. Again due to lack of funds the ESF is unable to make a contribution towards the cost of these activities for several hundred persons who technically speaking meet all the EEC conditions.

Application No 77.105 (No 964/76-N 43) covers the employment measures planned for the South Limburg region, the second of the structurally backward regions, about which more detailed information is given in application No. 77.104. Up to 1965 the main economic activity there was coalmining and allied industries.

Between 1965 and 1975 all the collieries were closed down.

From the beginning of the seventies (as a result of the onset of deterioration in the short-term economic situation and the increased rate of technological developments) it became constantly more difficult to provide alternative employment with the result that this region experienced quite a marked recession.

- Training in Adult Vocational Training Centres. About 900 persons were trained in the four centres in the region in question in 1977.
- Training under the training reimbursement scheme for job seekers. About 1 100 persons began training in 1977, of whom an estimated 875 were unemployed. The Fund is only able to contribute towards the cost of the latter.
- Joint State/industry training scheme (SOB). The following were trained under this scheme in 1977:
 - . about 200 previously employed persons (no ESF contribution towards training costs owing to lack of funds);
 - . about 40 unemployed persons;
 - . about 500 persons with a higher level of training;
 - . about 175 young persons who were unable to complete their normal schooling.
- Resettlement: about 25 persons, although resettlement costs are not eligible for reimbursement by the Fund owing to lack of funds.

Unless otherwise stated, training costs for the persons referred to above are eligible for assistance from the ESF.

Application No 77.106 (No 977/76-N 47) refers to the retraining received by ex-farmers under the plan to modernize agriculture (corresponding to the scheme implemented in the European context) to enable them to pursue employment outside agriculture. Retraining entails attending a course at an Adult Vocational Training Centre (about 75 persons took part in this scheme in 1977) or undergoing training under the training reimbursement scheme for job seekers (about 100 participants).

About 75 trainees are eligible for assistance from the Agriculture Development and Improvement Fund during their training; in addition, they receive a subsidy on the assumption that, on completing training, they work in a job suited to their training. The ESF is able to make a contribution towards the cost of the three types of activities referred to (the third one comes under the Ministry of Agriculture and Fisheries); an appropriation of about FL. 900 000 has been set aside by the Commission for this purpose. It should be pointed out that since 1972 there has been a drop in the number of heads of holdings and agricultural workers leaving the agricultural sector each year. The fact that the reorganization of agriculture has already, to a large extent, been completed (in the Netherlands, it began really to get under way shortly after the second world war) is a contributory factor; the main reason for the downturn since the beginning of the seventies is, however, the constant fall in the number of openings outside agriculture during a period of mounting unemployment.

Application No 77.107 (No 965/76-N 44) refers to training and occupational integration activities for some 4 000 to 4 500 handicapped persons. It seems unlikely that the Fund will make a contribution to all these activities owing to lack of resources. A list of priorities drawn up by us resulted in an appropriation of around FL. 4 500 000 for occupational integration activities on behalf of handicapped persons who were then able to pursue normal occupations in specially organized employment (sheltered workshops etc.); all this involved 540 persons, about two-thirds of the total number of those who have been able to take up work through this method. Training and occupational integration measures were implemented for the remainder, but of course, were completely financed by the State.

Application No 77.107 (No 2087/77-N 53) refers to a pilot project to which a contribution was made by the ESF pursuant to the provisions of Article 7 of Regulation No 2396/71; the project involves the (last) experimental phase (a suitability test) of a lightspot operated typewriter (LOT), which has been under development since 1967 and which enables persons suffering from paraplegia or hemiplegia to communicate in writing and (if it is connected to a calculating machine or computer) to do calculations (ranging from simple to very complicated ones). The principle is that a light-weight source of light attached to the head of the handicapped person directs a concentrated pencil of light on to a "touch panel" of photo electric cells which in turn sets the real typewriter or attached calculating equipment in motion. The "characters" appear simultaneously as illuminated letters/punctuation marks/figures/symbols in a strip on the wall; in this way the handicapped persons can not only check the "characters", but also, where necessary, make all sorts of corrections. After a few month's practice a few test cases have reached a speed of 130 "characters" per minute.

Paraplegia and hemiplegia are particularly frequent in victims of serious road accidents who are partially paralysed. Even if they are only able to move their neck and head the apparatus in question can be used; the importance of this is even more apparent if the speech centre is impaired or even paralysed. Suitability tests are being carried out in a few rehabilitation centres in the Netherlands. The uses (still at a very experimental stage) are being monitored and supervised and programmes for the use of this apparatus are being drawn up.

There will be a comprehensive assessment of all the experiments and a full final report will be submitted to the EEC. The Community is informed on progress through quarterly reports. The ESF contribution amounts to about FL 100 000 for 1977.

Application No 77.109 (No 2046/77-N 51) refers to the pilot project involving workers who are unable to work owing to psycho-social difficulties and for whom psychiatric help is not appropriate. The aim of the measure in question is to reintegrate these people - who receive unemployment benefits - into society by motivating them to take up work again by means of special treatment by a team of social workers, either with their previous employer or - whether or not this involves retraining - with another employer, in other words functional rehabilitation leading to reintegration.

The lack of (adequate) motivation is largely a result of having the wrong attitude towards one's environment in which social factors play an important role. The Commission has approved this application - which covers a three-year research period and about FL. 20 000 has been set aside for the last two months of 1977.

A number of activities in connection with social and occupational integration for foreign workers and nationals of the Antilles resident in the Netherlands are being undertaken by the Ministry of Culture, Recreation and Social Welfare. The ESF has been asked for a contribution for these activities in the application referred to below.

Application No 78.102 (No 2046/77-N 51) refers to

- the provision of practical language courses in basic Dutch,
- training and advisory activities,
- individual counselling,

for foreign workers, by the Regional Welfare Foundations for Foreigners, subsidized by the Ministry. The facilities referred to above are available for some 60 000 foreign workers, naturally, this potential is not used to the full.

The ESF contribution for 1977 is restricted to language courses (the other activities were given a low priority) and applies to the period from mid-July to the end of December 1977.

Application No 78.103 (No 2047/77-N 52) covers activities on behalf of immigrants from the Antilles in the sphere of advisory services, training, integration and education (e.g. basic language classes). They are implemented by the Antilles Welfare Associations which are subsidized by the Ministry. As far as the ESF is concerned, the same details are as for the previous application. About 3 000 inhabitants of the Antilles made use of these facilities in one way or another in 1977.

Application 78.104 (No 2045/77-N 49) covers a measures designed to provide young persons aged between 17 and 25 who cannot obtain work or further training because of their level of education and lack of working experience, with additional basic education, social counselling and vocational guidance in boarding schools, together with advice concerning their choice of occupation, in other words an occupational preparation programme. About 75 young persons from Surinam made use of this facility in 1977. The ESF made a contribution for the period from mid-October to the end of December 1977.

Application No 28.105 (No 2045/77-N 50) refers to measures designed to provide a special training programme for Dutch people from Surinam with a low level of education and an inadequate knowledge of the working world in centres for vocational guidance and practice. This programme includes

- additional schooling (elementary school level),
- vocational guidance,
- training in manual skills necessary for pursuing an occupation,
- training places in industry,
- vocational preparation based on normal training courses in vocational training centres.

There was some delay in launching the measure, with the result that training only really got under way in the second half of 1977 (300 to 400 participants). The ESF made a contribution for the period from mid-October to the end of December.

The application from the Ministry of Education and Science covers one school year (1 September to 1 September of the following year); three applications are thus under discussion, one of which refers to 1975 for which a budget appropriation was already set aside for 1977.

The applications in question are nos 7521 (No 547/75-N 30, 7621 (No 864/76-N 40) and 78113 (No 2022/77-N 48). They cover the following (partial) measures, geared towards providing special education for the children of foreign workers:

- Training courses for about 125 teachers of foreign origin in Dutch, and social and educational guidance, to enable them to teach in the language and culture of the country of origin within the normal education system.
- Supplementary training courses for additional teachers (about 150) in order to enable foreign pupils to follow lessons in the Netherlands.
- The counselling of teachers in schools with foreign pupils by about 15 pedagogical and didactic experts (reception, organizational approach).
- Additional teaching aids to be used in the special teaching referred to above.

- The payment of the additional Dutch teachers employed in nursery and primary schools.
- Payment of the foreign teachers involved.
- Payment of about 125 teachers to provide foreign pupils with the necessary skills to enable them to transfer to some form of further education.

The provisions referred to above meet the requirements of some 10 000 foreign students.

For financial reasons the ESF can make little or no contribution to some activities; the result is that the Fund's contribution amounts to about 25% of the contribution that would theoretically be possible, or, in other words, that about 12% of the total cost of all measures which are being complemented can be reimbursed by the ESF. These contributions may not total more than Fl. 1 700 000.

2. Assessment of the effect of assistance

As already pointed out in the introduction it is difficult to answer a number of the questions asked under a. to e.

Generally speaking, the effect of assistance may best be assessed, although not completely, by the number of persons and the amount of assistance involved and in this connection reference may be made to the facts stated above.

One cannot speak of a direct effect on the employment situation. It can, of course, be ascertained that the situation of retrained workers on the labour market has improved considerably (question 2a).

As regards questions b, c and d reference should be made to the introduction and it should also be pointed out that it is difficult to measure the complementary role played by the ESF. It is clear that in view of the considerations which finally lead to a decision as to whether or not to undertake a certain measure the possibility of ESF aid plays a role, but it is difficult to assess this factor.

It is also difficult to measure the corrective effect of the Social Fund on regional factors. The fact is that a large proportion of the assistance received by the Netherlands is for projects which are being carried out in the regions, so that it may be concluded that the availability of assistance from the ESF in this area corresponds to Netherlands Government policy.

U N I T E D - K I N G D O M

1. General description of activities assisted by the Fund

The greater part of the assistance given by the Fund to the UK for activities in 1977 (54 per cent in terms of allocations) was in support of the training and retraining of unemployed people in the assisted areas of Great Britain and in Northern Ireland (under the "regions" heading). The training and work preparation of young people also accounted for a sizeable proportion (30%). Also assisted were the handicapped and through schemes of employment rehabilitation and specialized vocational training - and migrant workers and their families (in UK terms principally new Commonwealth immigrants), workers in the textiles and clothing industries, and, to a much lesser extent, those leaving agriculture. An analysis of (a) the numbers trained (b) the kinds of operations assisted, and (c) the types of institution is given below:

(a) <u>Numbers trained</u>	Agri- culture	Textiles/ Clothing	Young People	Handicapped	Migrants	Regions etc.	Handicapped	TOTAL
Age group -								
under 25	259	1,102	74,995	not known	12,500 +	23,781	605	113,242
25 - 35	216	11	-	not known	not known	5,528	608	6,363
35 - 50	84	719	-	not known	not known	10,423	1,112	12,338
50 +	24	540	-	not known	not known	2,778	1,100	4,442
sex } male	not known	280 +	not known	not known	not known	16,085 +	not known	16,365 +
} female	not known	692 +	exact fi- gure not known - at least 34%.	not known	10,000	9,300 +	not known	19,992 +

	Agri- culture	Textiles/ Clothing	Young People	Handicapped	Migrants	Regions etc.	Handicapped	Total
First job seekers	-	60	74,995	-	-	703	465	76,223
Unemployed	583	2,578	-	400	-	56,012	50,255	109,828
Under-employed	-	-	-	-	-	3,023	-	3,023
Treated with unemployment	-	791	-	-	-	1,661	5	2,457
Self-employed	-	-	-	-	-	-	5	5
%	%	%	%	%	%	%	%	%

(b) Kind of operation

Vocational preparation			97			0.01	16.34	30.2
Youth centres								-
Skilled training	100	80.3	10.6		1	95.5	0.88	58.4
Advanced training								-
Training within the enterprise		19.2	17.3			9.5		11.1
Resettlement		1.5			99	0.6		3.5
Rehabilitation				100			83.51	7.3

(c) Type of institution

Public training authorities	92.4	95.5	98	55	99.5	90.2	95	93.3
Private training institutions		1.7	0.5					0.2
Training by public enterprises	7.6		1.2	17		0.3	5	1.1

	Article 4		Article 5					
	Agriculture %	Textiles/ Clothing %	Young People %	Handicapped %	Migrants %	Regions etc. %	Handicapped %	Total %
Training by other public enterprises								
(Our staff)						2.7		1.5
Training by private enterprises		2.8	0.3	28		6.7		3.9

NOTES : 1. Figures for numbers trained are not in every respect complete because of lack of detailed knowledge of, for example, age breakdown. Estimates have been given where possible.

2. Headings under (b) are not mutually exclusive. Some trainees receive more than one kind of training. Percentages shown in some cases therefore add up to more than 100.

2. Evaluation of effect of Social Fund aid

The following evaluation is based upon information from or obtained by major UK applicants and relates especially to the experience of the Training Services Agency. Separate coverage is given in the annex to the impact of the Fund in Northern Ireland, as a special priority region.

- (a) There is good evidence that training supported by the Fund helps to improve the employment situation. The major programme operated under the Training Opportunities Scheme (TOPS) provides training opportunities for the employed and those becoming redundant, and greatly increases their prospects of employment. In 1977 training was being given under TOPS to some 100,000 people. A survey done in 1976 showed that 84 % of trainees from skillcentres under the TOPS found jobs or went to further training within 4 months. The programme also helps to improve the employment situation by meeting skill shortages which exist even in times of higher unemployment. The Fund has supported TOPS operations in the assisted areas, where of course the unemployment situation is worst.

The TSA's programme of special measures for young unemployed people has, by means of grants for long-term training, provided many extra places for young people seeking their first steady job. About 30,000 special measures trainees were supported by Government funds in 1977, of whom about 6,000 were aided by the Fund.

The Manpower Services Commission's Work Experience Programme (WEP) for young people was also extensively supported by the Fund. It is worth noting that a recent survey of a sample of young people who had completed WEP courses indicated that 84 % had been in full-time employment at some time since leaving WEP, and that 72 % were still in employment.

Most of the private companies helped by the Fund have been re-training workers in the assisted areas or in textiles and clothing, and often in both. Many were having to change their type of production in order to keep going and therefore to maintain employment.

The following statement from the British Gas Corporation provides an example of the comparatively small but important impact of the Fund upon the employment situation through assistance given to training by nationalised industries eg for the training of gas distribution operatives recruited from unemployed people in the assisted areas of Great Britain :

"Traditionally, most distribution engineering operatives have been semi-skilled; but this will not do today. Conversion to natural gas and rapid changes in technology have made it necessary to reorganise, upgrade and expand the manual workforce engaged in laying, commissioning and repairing gas mains in public thoroughfares and service pipes into customers' premises. With help received from the European Social Fund, many unemployed and unskilled young people have been given a second chance to become fully qualified gas industry distribution fitters, craftsmen and technicians - up to the same standard as those who are trained by apprenticeship."

- (b) It is difficult to say to what extent the amount of training was greater with Fund aid than it would have been without. Several private firms have said they would have been unable to do the training without Fund aid. The Government already gives a high priority to vocational training and would no doubt have allocated a great deal of money to its various programmes in any case. It is too important and large-scale an activity to be left in uncertainty until an application for Fund assistance is decided upon. The Government does, however, take into account the possibility of aid from the Fund when deciding the size of programmes. For example, ESF financial assistance has been a factor influencing Government decisions on the size of its financial commitment to the Work Experience Programme and hence the level of training activity. The Programme has been extended beyond its original closing date of September 1976 and is expected to run for at least the next 5 years.
- (c) There is no doubt that the overall quality of training has improved because more money has been available for it. An instance in private industry is the switch of emphasis from on-the-job training to integrated off-the-job training. The two courses sponsored by the Engineering ITB - for girl technicians and young operators - are setting an example of good training in these fields.

- (d) The UK has always pressed for Fund guidelines to give priority to young people and to poorer regions. In turn, however, the UK has been influenced and encouraged in its preference for these priorities by the Fund's (and therefore the Community's) support for them. Fund guidelines have for example been one influence leading to an increasing emphasis under the Work Experience Programme on the provision of off-the-job training and further education for young people. In particular, the Manpower Services Commission has developed life and social skills training models for use as a part of WEP, with the aim of equipping young people to cope with the demands of working life.
- (e) The possibility of Fund aid has helped to sway the decision of private companies to set up new factories or to preserve existing employment in the poorer regions, thus generally improving the employment position there. The aid available under the textile and clothing heading has often gone to firms who are in such areas. In mounting sponsorship schemes under their own auspices Industrial Training Boards take account of local labour market difficulties.

EVALUATION OF EFFECT OF SOCIAL FUND AID ON NORTHERN IRELAND

1. To evaluate the effect of Social Fund aid in Northern Ireland it is essential to understand both the main features of the employment situation and the measures adopted by Government to promote co-ordinated manpower and training programmes directly related to economic needs.
2. There are three main features of the employment situation in Northern Ireland :
 - (i) Sustained structural unemployment compounded by the effects of cyclical fluctuations. (In Northern Ireland structural unemployment has been sustained and prolonged because the erosion of employment opportunities in traditional sectors has not been adequately compensated for by the emergency of new industries).
 - (ii) Areas with little or no manufacturing industry (In comparison to Great Britain, Northern Ireland is three times as dependent upon agriculture).
 - (iii) The lack of job opportunity for young people. (N.I. is the region with both the highest birth rate in the UK and the highest percentage of young persons in the population).
3. Without assessing the disadvantageous impact of civil disturbances, Northern Ireland can present an unwelcome set of economic problems including severe unemployment, industrial decline in key sectors, over dependence on agriculture, high rate of population increase and low income levels. These endemic and persistent problems have been further aggravated by the economic recession of the past few years. This has confronted all community members with problems that may be similar in kind but are much less serious in their degree, duration and impact. In contributing towards the resolution of these problems the objective and policies of the ESF are similar to, and support those of, Government in Northern Ireland.
4. To combat this complex of disadvantage, Government must take the initiative and assume direct responsibility for providing opportunities for training and industrial experience in Northern Ireland. This initiative and intervention is particularly necessary if training opportunities and industrial experience are to be created for the young. With the support of the Social Fund an advanced and flexible network of training arrangements have been developed as part of a comprehensive manpower programme designed to identify and meet skill shortages, to encourage free movement of labour, in the region, to stimulate training initiatives specifically aimed at the unemployed and to provide opportunities for young persons entering the employment field.

Social Fund assistance has also been provided for the development of other main elements in the manpower programme such as the training of workers through Enterprise Ulster and operations in support of the handicapped.

5. Currently Social Fund assistance is provided for the crucial apprentice training programmes in 14 Government Training Centres in Northern Ireland. This apprentice programme itself is an important element within the overall Youth Opportunities Programme introduced in 1977 to co-ordinate and develop both existing opportunities for Young People and projects initiated in the community. Adult and Young Persons (non apprentice) training within GTC's has been assisted by the Fund along with a range of attachment initiatives which make use of spare capacity in industry, commerce and Colleges of Further Education. In addition, assistance has been provided for the Junior Management Development Programme and for a number of indirect training schemes undertaken by private enterprises.

To tackle the long term results of structural unemployment and to provide opportunities for those who have special difficulty in obtaining employment the government has set up Enterprise Ulster. The training operations of this statutory public body have been assisted by the Social Fund which has also enabled a number of Industrial Training Boards to increase their activities and supported the integrated continuous process for the rehabilitation of disabled people into open employment which is provided by the government in Northern Ireland.

6. The Social Fund made a major impact in Northern Ireland during 1977. The high level of the Department's training activity was maintained with a number of assisted programmes continuing to show growth. Notably the Attachment to Industry and Junior Management Programmes were significantly expanded. The Youth Opportunities Programme was introduced with the objective of increasing the places available to under 19's from 4000 to 6000, the decision to extend the life of Enterprise Ulster for another 5 years was taken and the DRO service was given increased provision and re-organised on an area basis. All these changes have required substantial additional finance for which Northern Ireland has had to present a case to Treasury. A major factor in being able to maintain and develop the financially demanding programme has been the willingness of the Social Fund to meet a very considerable part of the cost. In addition the grouping arrangement facilitated the growth in the number of private applications to the ESF during 1977, widening and deepening the impact of social fund activity in the community.

7. As described earlier in this paper the aims and objectives of the Social Fund are similar to those of Government in Northern Ireland. It has therefore been policy to develop contacts with the Commission and encourage a free flow of ideas both ways. The visits by the "groups of experts", on two occasions during the year have been both welcome, and helpful. Further discussions will take place but already some of the experts proposals have provided a new stimulus to the developing training programme in Enterprise Ulster.

3. Because of the enduring and long term nature of Northern Ireland's structural unemployment and related problems our major training and employment objectives were clearly defined before entry into the European Community. As a result, the priorities established by the Social Fund guidelines completed and strengthened both the impetus and orientation of our remedial initiatives. Therefore the continued support, assistance and stimulation from the Social Fund has exerted significant influence on the formulation and implementation of our training and re-training policies. As an area of absolute priority within the Community, Northern Ireland has benefitted substantially from the Social Fund.

