

ALTERNATIVE APPROACHES TO FINANCING LIFELONG LEARNING

COUNTRY REPORT

ITALY

1998

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CHAPTER 1. INTRODUCTION: THE COUNTRY SETTING

The lifelong learning concept, in its proper sense, was only recently introduced in the Italian national policy. Previously, it was considered as a fact or an aspiration of the Italian people. In the national policy, it was referred to as “the right to education” of workers (the “150 hours” question), as “lifelong education” (in the regional policy), as vocational training (initial and continuous).

By means of the Labour Agreement, signed by the Government and the social partners on September 24th, 1996, the lifelong learning concept was officially and legitimately introduced in the policies of both Government and social partners.

It is a document that represents a point of reference of historical value for the development of policies and for that of the very idea of lifelong learning. That’s exactly why we believe it useful to quote some extracts from the above document which clearly show definitions and programmatic lines:

The quality of education and training represents a fundamental incentive for the actual and future competitiveness and also to create a balanced social model which is based on the citizen’s rights.

For this reason the Government’s commitment to work and employment, which involves social groups, has to base itself on structural changes which must be supported by suitable resources that follow the efficiency and the effectiveness of the training and the educational system.

The most important aim we have to pursue is, to think about the educational levels of the Italian adults and young people, to raise both the quantity and quality of educational levels, and also to create the conditions to guarantee the continuity of access to lifelong learning, also in relation to the transformation in the competitive area of the labour market, which are characterized by mobility and by jobs which demand adaptability and continuous learning ability.

In particular in our Country there is a lack of measured and well-constructed proposals for professionalism for adults and young people together with the school system which is particularly rigid: all this has provoked a considerable dispersion of human resources, a gap between the formative system and the workplace.

Therefore it is necessary to link the initiatives in the field of education with those which are related to the research, through a deep reform of the education and training system, able to guarantee the coordination and the decentralization of the system, planning of the initiatives and of the resources, the articulation and the personalization of the initiatives in relation to the request for culture and professionalism which emerges in our country. In this context the autonomy will allow school institutions to interact with the social and institutional partners, and also to make the education and training process more personal and flexible.

This involves redefining the learning system as a whole, as well as the roles of the public and private institutions, the individuals, local authorities, state and regional bodies, as regards direction, management, control and certification of the learning activities.

Job qualification, i.e. the acquisition of technical and professional skills and competences, involves the education and training process as a whole. The relationship between these issues related to education, vocational training, and scientific and technological research, requires the identification of priorities and a coordinated review of the institutional and normative structures.

Through these changes, which consider the central role of human resources in the production process, we are expecting a significant contribution to the improving of the job qualification, the competitiveness of the enterprise system and to the increase of employment rates.

In this framework, the following steps might be necessary:

- A coordination between the institutions involved, in order to design shared strategy in the educational area. General goals and planning the resources should fit in a new definition of the roles of State, Region and Local Authorities.
- To identify, in the framework of EU guidelines, the instruments to encourage the social partners to participate in this area, just considering them as representatives for supply and demand of work, and also as the central support in pointing out priorities and needs: all this should always ensure consistency of the education and training processes with the aim of raising competitiveness of the Italian system.
- To target the various initiatives following the analysis of the educational needs which are pointed out in real terms through the structured participation of the social partners, also through the improvement of the bilateral organizations.
- To establish a permanent monitoring system in order to survey the quantity/quality of the educational provision, and also to evaluate its consistency with regard to the real needs of the demand of work which is requested by the productive system and sector.
- To define the priorities beginning from the above mentioned needs, and to intervene in the educational structures accordingly in an organized and direct manner.
- To revise the national policies regarding the research, to support the associations and their development with proper initiatives; to encourage the interaction between the research area and the productive system, that will be advantageous to small/medium size enterprises, and between research, education and training, also through the planning of integrated areas.

<<The Government is committed to increase the compulsory schooling period and to guarantee the right to education. In this sense it is necessary to increase participation in the education and training system (compulsory schooling for 10 years, with a revised curriculum, and the right to education and training until 18 years of age).>>

<<(…) Moreover, it is necessary to put into action a specifically planned initiative in order to fill the educational gaps among the Italian regions, paying particular attention to those that show the greatest social troubles and to the South, also through the involvement of the local authorities, of the social organizations and of the voluntary service.>>

<<Particularly it will be necessary to carry out some projects that, while increasing the value of the “Know how”, will encourage a strong motivation to learn. In this way we will contribute to raise the percentage of success within compulsory education, and to eliminate the drop-out problems, which at the moment represent only a loss of human and financial resources.(…)>>

<<(…) Educational processes following compulsory education could develop through several choices, which are linked in a logical order, and that are connected through the opportunity to choose one option or another. The period following the compulsory education, which is organized in several directions, intends to offer a cultural training that is suitable to study at university level and/or to get a pre-professionalizing diploma. (…)>>

<<(…) It is necessary to establish, besides the university's provision, a system for the higher education, not in continuity with the secondary school and characterized by a connection with the employment trends and with the professional and corporate problems.

- involvement of the learners in the areas of research, production and profession;
- extreme flexibility, also through the utilization of an outward teaching staff;
- utilization of the educational technologies and of new didactical methods.

<<(…)The Government commits itself to put in action a supplemented policy in favour of the right to education in order to obtain a number of graduate people comparable to the one that can be observed in the most industrialized countries of the EU. All this to increase the level of participation to the higher and university education, opposing their selective feature, the large percentage of loss and the differences among the various areas of our Country. For this reason it could be necessary:

- (...) to determine (...) a gradual reconversion of the trainers within the university system, that is: (a) the control of the period to obtain a diploma or a degree; (b) the increasing of the opportunities to learn during the working activity through specialization and updating courses; (c) utilization of a credit system; (d) targeted measures against drop-outs during the first two-years and for the control of the passage from the secondary school to the higher education; (e) opening the research doctorate to the working environment, through stages and conventions, to develop specialisation and master courses addressed to the professional activity.>>

Lifelong learning is the new strategic perspective of the education and the statement of the citizen right to qualification and improvement of his professionalism.

The real ways through which it has to be organized will be defined at regional level basing of national directions and procedures decided together with the social partners.

The opportunity to change and to update knowledge and professional abilities has to be made easier through the utilization of an educational credit system according to the most recent proposals of the European Union. It is appropriate to frame the education and training system within this perspective, because it becomes the ground on which it is possible to carry out some important interventions regarding lifelong learning and the adult education.

It is about:

- to develop the lifelong learning with the gradual contribution of the 0.30%, with the participation of the social partners.(...);
- to create new opportunities of updating, also directed towards the productive reorganization, utilizing annual plans both at the enterprise level, and at territorial level, that had been negotiated by the social partners. The interventions will have to regard the employees (workers, office-workers, managerial staff, executives), self-employed workers, traders, and partners of cooperative societies.

Regarding adult education it is necessary to reaffirm the right to education also through the optimization of the contract obligations in force, and the utilization of leaves for training and sabbatical leaves, with a specific legislative measure.

The educational, vocational and motivational initiatives dedicated to unemployed and socially outcast people will have a great importance, also considering the situation of the labour market particularly in the South regions. They will be comprised inside a general reorganization of the system which intends to promote "active" behaviours of the unemployed, helping them through the requalification of the employment services and the organization of working plans which are socially useful and that intend to utilize specific initiatives.>>

The above Agreement should be also interpreted as an answer to the increasing social demand for lifelong learning, which has been uttered by both social movements (women, young people, elders) and individuals. In order to properly understand this, one has to take into consideration both the aspiration to cultural development and the increasing link between individuals' learning conditions and quality of life. The changes in the labour market and in welfare brought out the relationship between individuals' learning conditions and purchasing power and living conditions (included the hope for a longer life).

Beginning from that day, fundamental effective interventions started, which are affecting both supply (the systems, their integration, their changes, the creation of new formative systems) and demand (introduction of new measures implementing the individual demand for training).

CHAPTER 2. ESTIMATING PUBLIC COSTS OF IMPLEMENTING LIFELONG LEARNING

2.1. Current enrolment patterns

The data relating to the current enrolment patterns of the formal education system are known (cf. surveys by Istat and Ministry of Education, *Ufficio Studi*, concerning the school and university systems and by the Ministry of Labour and Isfol concerning vocational training). Here below reference will be made to the data published by OECD/CERI in the volume *Education at a Glance*, Paris, OECD, 1967. Nevertheless, concept and strategies of lifelong learning, asserted since 1996 have a larger meaning than the traditional ones (foundational learning, higher education and adult education). At present, policies and public expenditure are directed towards a strategy considering training as a complementary aspect of all the phases of individual life. Choosing this policy results in the involvement of several Ministries (Education, Health, Social Affairs, Foreign Affairs, etc.) in the policies of lifelong learning. Exactly the same happens as regards regional Governments. This choice implies, at the same time, the involvement of several systems (specialized in training or not) which sometimes work individually, but are more and more oriented towards integration.

Therefore, it is very difficult to draw statistics of the current enrolment, since lifelong learning policies in Italy need to be read making reference to table 1.

Tab.1 Phases and moments of life object of the lifelong learning policies in Italy

1. Early childhood
2. Pre-school age
3. School age
4. Transition from youth to adult life
 - 4.1. Stages and plans for socially useful works, starting from school
 - 4.2. Accomplishment and extension of compulsory education
 - 4.3. Introduction to social life
 - 4.4. Military service
5. Entering the labour market and adult life
 - 5.1. Study-work contracts
 - 5.2. Strengthening of employment (employment or self-employment)
 - 5.3. Taking part in active social life
 - 5.4. Admittance to informal free education
 - 5.5. Building a family
6. Going back into the school system
 - 6.1. Foundation learning
 - 6.2. Higher education
 - 6.3. University
7. Development of general competence, by means of alternating paid and unpaid jobs
 - 7.1. Social life
 - 7.2. Informal education
 - 7.3. Use of cultural infrastructures
8. Updating while in service
 - 8.1. Training at work
 - 8.2. Building up careers
 - 8.3. Changing functions and mobility
9. Management of all sorts of organizations, from the educational point of view
 - 9.1. Place of work
 - 9.2. Cultural infrastructures
 - 9.3. Family
 - 9.4. Institutions
10. Self-learning
 - 10.1. Individual
 - 10.2. Guided
 - 10.3. Of social groups
11. General development of civil society
 - 11.1. Rights of citizenship
 - 11.2. Ability for individual and organized initiative in civil society
 - 11.3. Building group systems
12. Leaving the labour market
 - 12.1. Training
 - 12.2. Retirement
13. Old age
 - 13.1. Creation of new roles
 - 13.2. Development of new roles
14. Beyond old age
 - 14.1. Going beyond old age
 - 14.2. *Learning for the end of life*

Policies and public investments directed to such phases and moments of life work through formative interventions of unspecialized organizations, training agencies, services and operators working within a system which can be represented as in table 2.

Tab. 2. Lifelong learning system in Italy

Estimating the enrolment rates with reference to the medium and long-term objectives of the lifelong learning policies in Italy is possible if one considers people taking part in education and training programmes provided by unspecialized organizations, agencies and services.

Such a task, as already said, can be properly undertaken only for what concerns the more structured sectors which correspond to the previous strategies, based on formal education. Those data make it possible to identify the best known part of the strategies and policies, which, perhaps, is not the more significant one. Nevertheless the estimate of the number of people enrolled at the various organizations, agencies and services would also take us to draw wrong conclusions, since the data referring to the different sectors cannot be compared for two basic reasons:

a. because the above data are gathered in order to prove the efficiency of the organization involved (and, consequently, as in the case of the vocational and professional guidance, those data reveal the number of contacted people, but they do not provide any information on the number of those who actually make use of the service);

b. because the data are gathered on the base of principles referring to the long-term course pattern (one year or even longer), while, on the contrary, such pattern can be found only in some of the above sectors.

Nevertheless, since it is necessary to try and find at least a general estimate, we believe that the approach should be based on the individuals, in accordance with the lifelong learning pattern. This kind of statistical studies are still rare. The more significant one - because it is based on the *Jugend und Erwachsenenbildung* pattern - in these last years (1996 and updated in 1997), is the one carried out by ASTAT, the *Istituto Statistico* of the Autonomous Province of Bolzano (cf. Astat, "Demand for lifelong learning and education in Alto Adige", *Information/Informazioni*, September 13th 1996). Those data show that 36.7% of the adult citizens of the Province, start every year an education and training programme. This estimate does not include the school age citizens, whose number, therefore, has to be added. In particular, it results that, in 1995, 24.5% of the population in the Province of Bolzano has taken part in at least one job related course; a little lower (18.5%) is the participation in classes of different sort. As for courses and seminars, just those structured in two or more lessons and having one or more speakers have been taken into account. Professional updating applies mostly to men (28.7%) and reaches its apex among population 35 to 40 years of age (39.1%). Non job-related courses see a larger participation of women (20.5%), even though 6.4% of men have taken part in them. The typical age group of the participants in such courses (28.3%) is 25 to 34 years.

Tab. 1. Participation in courses and seminars

During 1995, did you take part in one or more formative courses?

<i>Participant's features</i>	<i>main Job related Courses</i>	<i>Other kinds of courses</i>	<i>of All courses</i>
Gender			
Men	28.7	16.4	39.4
Women	20.6	20.5	34.2
Age			
18 to 24 years	30.9	27.8	49.9
25 to 34	35.0	28.8	53.5
35 to 44	33.1	21.5	50.3
45 to 54	26.9	14.7	35.4
55 to 64	7.6	9.2	15.1
65 and older	2.9	6.7	9.7
Educational attainment			
compulsory schooling	11.0	11.4	20.5
Apprenticeship	29.5	21.7	44.5
professionalizing diploma			
School-leaving certificate	44.2	28.1	58.1
degree certificate			
Labour market status			
Employed	39.5	21.0	50.6
<i>Unemployed</i>			
Students	14.5	38.7	44.8
Housewives	3.4	17.2	19.7
Retired people	0.9	7.8	8.3
Language			
German	27.2	19.4	40.0
Italian	18.1	15.3	28.7
Ladin	27.8	19.1	39.4
Areas			
Rural areas	25.9	18.6	38.4
Urban areas	22.6	18.4	34.3
Total	24.5	18.5	36.7

Source: Astat 1996

This table does not represent the situation at the national level, but it allows us to assume that, at least in the more developed Italian areas, lifelong learning is a reality for approximately half of the population. Therefore the average data should be interpreted as falling, if we take into account the following aspects:

- a. the existing gaps between regions and sub-regions;
- b. the concentration of the provision in some sectors of the larger education and training system;
- c. the limited capability to express the demand for training of some social groups of the population (that can be determined according to their starting level of educational attainment, health conditions, gender, age, job and income).

As regards the analysis of the participation in the formal education system, the previous data can be completed (even if there may be some superimpositions for what concerns the people over 18 years of age) by adding the data provided by OECD (quoted source), which we refer to for the technical and methodological information. Numbers and headings of the tables are the same as those of the quoted sources.

Table A1.1

Percentage of the population and of the labour force aged 25 to 64 years that has attained a specific highest level of education (1996)

Population				
Below upper secondary education	Upper secondary education	Non-university tertiary education	University-level education	Total
62	30	-	8	100

Labour force				
Below upper secondary education	Upper secondary education	Non-university tertiary education	University-level education	Total
54	34	-	11	100

Table A1.2

Percentage of the population that has attained a specific level of education, by age and gender (1996)

At least upper secondary education, by age				
25-64 years	25-34 years	35-44 years	45-54 years	55-64 years
38	52	46	31	17

At least University-level education, by age				
25-64 years	25-34 years	35-44 years	45-54 years	55-64 years
8	8	11	8	5

At least upper secondary education, Women by age				
25-64 years	25-34 years	35-44 years	45-54 years	55-64 years
37	54	45	27	13

At least university level education, Women by age				
25-64 years	25-34 years	35-44 years	45-54 years	55-64 years
7	9	10	7	3

Table P1.1

Number of students enrolled per 100 persons in the population aged 5 to 29 (1994) (Based on head counts)

Enrollments in public and private education						Enrollments by type of institutions		
Early childhood education	Primary and lower secondary education	Upper secondary education	Tertiary education	Undefined	All levels of education combined	Public institutions	Government dependent private institutions	Independent private institutions
8.3	25.5	15.5	9.3	n	58.6	53.0	a	5.6

Source: *Education at a Glance*, 1996.

Table P1.t

Number of full-time students enrolled in public and private institutions per 100 persons in the population aged 5 to 29 (1975-1994)

All levels of education combined (except early childhood education)				Upper secondary education				Tertiary education			
1975	1985	1990	1994	1975	1985	1990	1994	1975	1985	1990	1994
50.8	48.4	48.9	50.3	10.0	11.8	15.5	15.5	4.6	5.5	6.6	9.3

Source: *Education at a Glance*, 1996.

Table C2.1

Percentage of upper secondary students enrolled in public and private general and vocational education (1996)

Men and Women				Women	
All programmes				All programmes	
General programmes	Vocational and technical programmes	of which: school-based	of which: combined school and worked-based	General programmes	Vocational and technical programmes
28	72	72	a	32	68

Source: *Education at a Glance*, 1998.

Table P8.1

Participation in job-related continuing education and training as a percentage of the employed population aged 25 to 64 (1994)

Gender	Primary education	Lower secondary education	Upper secondary education	Non-university tertiary education	University-level education	All levels of education
M+W	m	1	2	a	3	1
Men	0.3	1	2	a	2	1
Women	m	1	2	a	3	2

Source: *Education at a Glance*, 1996.

Table C2.1

Ratio of upper secondary graduates to population at typical age of graduation (times 100) by type of programme (1996)
First educational programmes

Total			General			Vocational and apprenticeship		
M+W	Men	Women	M+W	Men	Women	M+W	Men	Women
79	76	82	19	16	22	59	59	59

Source: *Education at a Glance*, 1998.

Table C2.4

Ratio of upper secondary graduates to population at typical age of graduation (times 100) by type of programme (1996)
Second or further programmes only

Total			General			Vocational and apprenticeship		
M+W	Men	Women	M+W	Men	Women	M+W	Men	Women
11	9	12	a	a	a	11	9	12

Source: *Education at a Glance*, 1998.

Table C4.2b**Ratio of tertiary graduates to population at the typical age of graduation (times 100) by type of programme and gender (1996)**

Non-university tertiary programmes			Short first university degree programmes (e.g. US Bachelor's)			Long first university degree programmes (e.g. German Diploma or Italian Laurea)			Second university degree programmes (e.g. US Masters)			Ph. D. or equivalent		
M+	Men	Women	M+	Men	Women	M+	Men	Women	M+	Men	Women	M+	Men	Women
3	2	4	1	1	1	12	11	13	1.2	1.3	1.1	0.1	0.2	0.1

Source: *Education at a Glance*, 1998.**Table G1.3****Unemployment rates by age, level of educational attainment and gender (1996)**

Age 25-64					
	Below upper secondary education	Upper secondary education	Non-university tertiary education	University level education	All levels of education
Men	7	6	-	5	7
Women	14	11	-	10	12

Age 35-44					
	Below upper secondary education	Upper secondary education	Non-university tertiary education	University level education	All levels of education
Men	8	4	-	5	6
Women	17	10	-	8	12

Source: *Education at a Glance*, 1998.**Table R21 (B)****Youth unemployment rates by age group and level of educational attainment (1994)**

Below upper secondary education		Upper secondary education		Non-university tertiary education	University-level education	All levels of education	
20-24	25-29	20-24	25-29	25-29	25-29	20-24	25-29
27.4	15.9	34.5	16.3	m	28.4	30.8	17.0

Source: *Education at a Glance*, 1996.

2.2. Estimates of participation gaps

If in order to estimate the participation gaps we assume the target suggested by OECD, i.e. how much the participation in the “several sectors should increase in order to reach the goal of lifelong learning”, we have to make some considerations on the new criteria asserted by the lifelong learning pattern for the determination of the gaps.

Transposing the patterns of the right to education, inspired by the principle of the “equality of the starting-points” at the beginning of the working age (the pattern of compulsory schooling) or even during the whole life of an individual (equality of opportunities), has a strong utopian meaning, which should not get lost. Nevertheless it proves to be of little use for the building of an effective pattern and for the estimates of “participation gaps” and, in general, for the estimates of the social results of the lifelong learning policies and their degree of implementation. In Italy, lifelong learning policies are introducing a new concept of right aiming at improving *a lifelong equality of the individual and group possibilities of building new formative and personalized patterns*.

The degree of implementation and development of the lifelong learning policy, aiming at the building of patterns more than at the admittance to the courses, can be estimated, in general terms, by considering three fundamental standards:

- a. the re-entry standards, or even better those of participation in the education and training activities (the number of times in one or more years);
- b. the re-entry standards connected to the type and quality of the education and training supply;
- c. the participation standards (re-entry according to the type and quality of the education and training supply) according to the users of the service (that can be determined by their work positions, their degree of education, their gender, etc.).

The definition of the lowest standards is the result of the political estimates, based on the identification of the resources available in the several sectors, of the plans and of the needs for economic and cultural developments.

On the other hand, if we refer to the pattern suggested in table 1 and compare it with the supply presented in table 2, the available data and the possible estimates show that those not using the lifelong learning facilities correspond to about 50% of the population. The latter should represent the number of citizens who do not get in touch with any kind of education and training supply, after the compulsory education. This estimate is based on the following::

- a. from the lifelong learning perspective, the participation in the compulsory education has a certain importance and can be considered as a necessary but not sufficient condition for the admittance to the lifelong learning;
- b. even when the participation standard in lifelong learning reaches levels higher than 30%, the percentage of population taking part at the same time (or during the same year) in more than one sector of the system is very high;
- c. in the above situation the percentage of yearly rotation of participants is limited (not considering costs and other social aspects, various studies show that the demand for learning is more strongly supported by those who have already taken part in education and training activities).

But a more consistent estimate of the gaps compared to the implementation of the lifelong learning policy should arise from the analysis of the type and quality of formative patterns of the different people using the service. The research carried out on this theme, even if it has just started, and even if it is mostly focused on the active labour force, shows how participating in the different kinds of education and training supply positively affected the professional careers of the involved individuals. From this point of view, it is

possible to choose some crucial moments of the phases and moments of life, object of the lifelong learning policies in Italy, in order to draw estimates indicating the extent of the requested interventions:

a. leaving the school system

If we take as a standard the spread of skill levels among the young population as a whole, comparable with those of compulsory education, we should take into account (initial and final) illiteracy, which seems to apply to about 27% of the young with a lower secondary school certificate

b. introduction into the productive world

b1. Self-employment: the data on the shut-down of 30% of enterprises during the initial three years of activity, can be also interpreted in connection with the deficiencies of the owners' training pattern and with the weakness of the training processes supporting the foundation of a concern or the change in its management.

b2. Employment: the data on the expulsion from the labour market should be likewise estimated in connection with the inadequacy of the training pattern of the individuals involved. This makes reference to the participation rate in education activities and vocational training of employees. At the same time, the lack of *knowledge workers* also shows the lack of training channels assuring the building of professionals up to the new demand of work.

c. participation in organized social life and cultural activities

As regards this latter point, one may take into account the participation rate in social life and in cultural activities: from reading to the media society.

d. reaching the old age

The starting point is represented by the increasing difficulties met once the individual gets old as well as by the lack of learning opportunities helping him/her enter this new phase of life and face the new tasks in the society.

When estimating the gaps, both chronological and territorial variables must be considered because in order to solve existing problems varying degrees of difficulties and commitments are to be assessed in terms of resources needed in different areas of the country. The same applies to large urban areas and suburban areas.

And finally, if we take into consideration the demand and, more specifically, the different levels of the formal system, an estimate of the gaps must start from the consideration of the spread between Italian standards and OECD countries average. This particularly applies to upper secondary education and "tertiary qualification".

Table 3. Percentage of the population who have completed at least upper secondary education. 1995 and 1996

Age Groups	25-34 years		45-54 years	
	1995	1996	1995	1996
Italy	49	52	28	31
Country mean	71	71	53	55

Source: OECD, *Education at a Glance*, 1997 (Table A2.2a) and 1998 (Table A1.2).

Table 4. Percentage of the population who have completed at least university-level education 1996

Age Groups	25-34	45-54
Italy	8	8
OECD Average	15	12

Source: OECD, *Education at a Glance*, 1998, Table A1.2.

There are even more striking differences concerning work force training (OECD, *Education at a Glance*, 1997, Table. C7.1a) and here the distances are definitely greater at times (even 1:15 compared to Denmark). It is important to note that in 1993 only 15% of firms with at least 10 employees implemented lifelong learning schemes for their personnel.

If we then wish to consider the interrelation of data concerning the educational system and job-related training (cfr. Table 1) it becomes clear that upper secondary school diplomas and university degrees give access to vocational training and lifelong learning schemes.

Moreover, we must take into account that in Italy participation in non formal educational activities makes for much of the lifelong learning and this is not directly connected to the educational system or to job related training.

Another variable to consider concerns the quality of population groups whose priority is participation in structured training schemes. The data show both problems related to the female population – particularly upper levels (cfr. OECD, *Education at a Glance*, 1996, Table. C2.1.1.) – and the range of population aged over 45 (cfr. *ibid.* Tables. C2.2 and C.1.3.). Other groups must be added to these.

If the target definition to pursue is modeled on the relationship between the overall population and those interested in educational services Italy could reach targets set only in the long term, given that current systems remain unchanged, or at best only if there were a considerable shift in resources allotted to education.

In this framework it is important to stress that the rate of completion of upper secondary school has increased by about 2% per year during this decade and that, for year 1996, the rate was at 79% (OECD, *Education at a Glance*, 1998, Table C2.3) and the overall percentage of dropouts during the first two years of upper secondary school has dropped from 24.5% to 16.8%. In the same period The rate of completion of university degrees has, however, stabilized around 30-35%.

Table 4. Schooling indicators

<i>Conditions</i>	<i>Academic Year</i>						
	<i>1989-90</i>	<i>1990-91</i>	<i>1991-92</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>	<i>1995-96 (5)</i>
Percentage of lower secondary school certificated compared to cohorts (14-year-olds)	99.0	99.9	99.8	99.6	99.4	94.7	95.1
Rate of entry into upper secondary school	86.7	87.9	88.7	91.3	92.5	95.0	96.1
Rate of schooling ages 14-18 (1)	66.2	68.4	70.8	72.7	75.5	77.6	80.0
Percentage of upper secondary school graduates compared to Cohorts (19 yrs.)	48.8	51.7	55.3	57.0	60.2	65.3	66.7
Upper secondary school completion rate (2)	57.7	60.3	62.3	62.8	64.7	68.1	74.2
Rate of entry into university	72.6	74.3	73.4	72.3	68.0	65.6	68.4
Rate of schooling ages 19-23 (3)	19.7	21.3	22.7	24.1	25.7	24.6	25.8
Percentage of enrolled students compared to cohorts (19 yrs.)	33.7	35.5	38.4	40.6	41.2	40.9	42.9
Rate of university completion (4)	36.5	37.7	36.1	34.2	32.9	33.8	32.9

Notes

1. Ratio of students attending upper secondary school and corresponding age cohort.
2. Ratio of those with diploma and those enrolled in the first grade, five years earlier.
3. Ratio of university enrolled students and the corresponding age cohort.
4. Ratio of degrees achieved and students enrolled five years earlier.
5. Provisional data.

Source: ISTAT data processed by ISFOL: Rapporto ISFOL 1997, *Formazione e occupazione in Italia e in Europa*, Milano, Franco Angeli, 1996 and 1997, Tavola IV.1.

Table 5. Students enrolled in the first year of upper secondary school divided by types of institute (a)

<i>Institute Types</i>	<i>Academic Year</i>				
	1980-81	1985-86	1990-91	1995-96	1996-97*
<i>Absolute Values</i>					
Vocational Institutes	152.500	154.279	149.528	123.113	119.051
Technical Institutes	262.138	293.597	277.049	217.903	207.903
Teacher Training Schools	10.557	8.356	6.457	4.759	4.759
Teacher Training Colleges	58.877	44.200	40.396	48.276	47.710
Scientific H.S.	74.021	88.688	158.035	155.561	156.594
Classical H.S.	46.033	46.210			
Linguistic H.S.	10.118	10.130			
Art Institutes & Art H.S.	16.455	22.318	24.930	22.300	28.058
Total	630.699	667.778	656.395	572.371	562.969
<i>Composition %</i>					
Professional Institutes	24,2	23,1	22,8	21,5	21,1
Technical Institutes	41,6	44,0	42,3	38,1	36,9
Teacher Training Schools	1,7	1,3	1,0	0,8	0,7
Teacher Training Colleges	9,3	6,6	6,1	8,4	8,5
Scientific H.S.	11,7	13,3	15,3	27,2	27,8
Classical H.S.	7,3	6,9	7,6		
Linguistic H.S.	1,6	1,5	1,2		
Art Institutes & Art H.S.	2,6	3,3	3,7	3,8	5,0
Total	100,0	100,0	100,0	100,0	100,0
<i>Variation % (compared to previous year or period)</i>					
	1980-81/ 1985-86	1985-86/ 1990-91	1980-81/ 1990-91	1990-91/ 1995-96	1995-96/ 1996-97
Professional Institutes	1,2	-2,3	-1,9	-17,7	-3,3
Technical Institutes	12,0	-4,6	5,7	-21,3	-4,8
Teacher Training Schools	-20,8	-20,1	-38,8	-26,3	-14,9
Teacher Training Colleges	-24,8	-8,8	-31,4	19,5	-1,2
Scientific H.S.	19,8	13,9	21,4	6	0,7
Classical H.S.	0,4	8,5		-1,6	
Linguistic H.S.	0,1	-20,8			
Art Institutes & Art H.S.	35,6	10,1	53,1	-11,4	25,8
Total	5,9	-0,9	4,1	-12,8	-1,6

(a) Considering students left back

* Provisional data

Source: ISTAT data processed by ISFOL, *Rapporto ISFOL 1997, Formazione e occupazione in Italia e in Europa*, Milano, Franco Angeli, 1997, Tavola IV.9.

Table 6. Dropout rate in first two years of upper secondary schools

Conditions	Year 1992-93						Year 1993-94					
	Institute Type						Institute Type					
	Classical H.S.	Scientific H.S.	Teacher Training School	Teacher Training College	Vocational Institute	Total	Classical H.S.	Scientific H.S.	Teacher Training College	Technical Institute	Vocational Institute	Total
Males												
1 st year	10.9	7.9	6.9	17.8	25.8	17.9	11.9	7.8	18.1	13.8	24.2	16.3
2 nd year	3.7	2.7	3.7	6.3	12.6	6.8	2.2	11.2	3.0	4.6	11.7	4.8
Females												
1 st year	7.7	6.8	13.1	12.6	18.5	12.6	8.5	6.6	15.3	6.8	13.6	11.4
2 nd year	1.5	2.7	6.7	2.8	10.7	4.8	1.2	4.4	4.0	3.2	9.3	2.0
Males and Females												
1 st year	8.7	7.4	12.6	15.8	22.5	15.3	9.6	7.2	15.5	11.1	19.6	13.9
2 nd year	2.2	2.7	6.5	4.9	11.7	5.8	1.6	8.0	3.9	4.0	10.6	3.4

Source: ISTAT data processed by ISFOL.

It follows that the extended schooling of youths could be a goal to pursue with relatively low costs (bearing in mind that 96% of fourteen-year-olds and 89% of 15-year-olds are currently enrolled in the school system) given that it should concern a target of about 120,000 people. Other problems arise, however, when trying to raise the upper secondary school completion rates higher than the current 2% per year.

A more complex situation appears when dealing with the tertiary level education, where Italy is about to intervene with the establishment of a new, post-secondary training channel lasting two years, aimed at training *knowledge workers*. The number of people with higher education and non-university tertiary education to cover the roles of *knowledge workers* over the total working population will be raised. In other words, this would entail those who hold a managerial position in middle or top management, professionals, technicians, blue and white-collar workers responsible for processing, qualified sales personnel (going from 6-10% for those holding diplomas or from 27%-30% for those holding degrees, to reach the level of knowledge workers). In this sector we hypothesize a potential public of about 30,000 people, divided over two school years, to be reached in a five-year period.

As concerns job-related training, prospects for development will be concentrated, as established by Law 196 of 24 June 1997 in the regulations for the promotion of employment, on the following provisions:

- Apprenticeship (which currently involves 400,000 people)
- Job training contracts
- Community jobs
- Internships
- Training
- Alternating study with work
- Study and work grants

Art. 17 of the same law lists new provisions for the management of 0.30% of the contribution (paid by employers and employees) to finance workers' lifelong learning. ISFOL assumes that this fund could finance one week training for each employee every 4-5 years of activity, thus facing a demand for training of about 400,000 people per year.

Another possibility has to be taken in consideration, i.e. the increase of non-formal education opportunities. Starting from data concerning the Autonomous Province of Bolzano, such activities are likely reaching 18% of the population only in the most favourable conditions. Thus it seems difficult to define a goal on the base of data derived from targeted policies. The development of this sector appears to be more connected to the development of non-formal education in schools, educational and cultural associations, and to the strengthening of cultural infrastructures.

Table 7. Work and study condition of youths divided by age groups

Condition	Total youths 14- 19 yrs.	Age					
		14 yrs.	15 yrs.	16 yrs.	17 yrs.	18 yrs.	19 yrs.
<i>Working Condition of Youths</i>							
Employed	8.9	0.4	4.2	5.3	10.0	12.5	18.6
<i>Not Employed</i>							
Housewife	2.4		2.3	2.0	1.9	3.1	4.4
Student	76.1	95.9	86.6	84.7	75.6	68.6	51.2
Unemployed	3.6		2.0	1.7	4.0	5.8	7.4
Searching for First Job	8.7	3.4	4.9	6.2	7.9	9.6	18.5
Other	0.3	0.3	0.2	0.3	0.6	0.5	
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Source: Doxa, *Indagine Ipe '96* ('96 IPE Survey), Table IV.4.

2.3. Estimate of costs to reduce gap

The estimate of costs to reduce the gap may start from present expenditures per student in the management of the different types of activities in the sectors indicated above. We will refer to OECD data (*Education at a Glance*, 1998) concerning expenditures on the educational system.

Table F3.1

Expenditure per student (U.S. dollars converted using PPPs) in public and private institutions by level of education (1995)

Early Childhood	Primary	Secondary	Tertiary			All levels of education combined
			All	Non- university	University	
3.316	4.673	5.348	5.013	6.705	4.932	5.157

The increase of 150,000 posts at a secondary level should entail and increase in expenditure of about 1,000 billion lire. However, if we take into account the introduction of professional models (university degrees and potentially the Higher Integrated Technical-Vocational Training (*Formazione Tecnico Professionale Superiore Integrata*), the cost per student would result as being higher than the standards illustrated. In the DU (university diplomas) the costs per student varies between 15 and 20 million lire, while for the *Formazione Tecnico Professionale Superiore Integrata* can foreseeably be about the same standard. Thus we can estimate a cost of about 600 billion lire for 30,000 students.

If we take into consideration all provisions concerning training linked to measures for the development of employment, we can estimate that the average costs per person involved will vary from 5 to 25 million lire and the hourly cost of training per student will vary from 23,000 to 87,000 lire depending on the type of activity considered. As can be seen from the enclosed tables those projects which set out lower estimates had to adopt corrective measures during accounting. The amount does not depend on the public or private

nature of the body managing the funds but on the nature of the training activity. The cost is predetermined starting from the type of training demand and the conditions (added measures, etc.) linked to it.

In the case of in-house business training a cost of 100,000 lire per hour per course participant can be estimated (the sum includes the payment of salaries).

2.4. Non-public costs

Costs incurred by private individuals vary depending on the type and level of training course organized. These costs increase when dealing with adults.

Registration fees for school-aged children in the secondary school are about 100,000 lire per year. To this must be added expenses relating to the participation in workshops and other activities. University registration fees, diploma fees, and the FTPSI (*Formazione Tecnico Professionale Superiore Integrata*) fees vary from 1 to 2 million lire per year, to which must be added supplementary fees (for workshops, teaching-learning equipment, etc.), and can reach 5 million lire per year.

For adults the calculation must be made considering the following:

- a. Travel expenditures – also for youths – and the time needed to reach the location (a survey carried out on adults who attend secondary school shows an average travel time of 2 hours per day);
- b. Forgone earnings are to be calculated on the basis of hours used for travel, home study time and class time. In this case as in the previous one the calculation varies depending on the work the participant does. We must also bear in mind the loss of any possibility to do overtime at work.
- c. Lack of production. This affects the employer in particular and can be recovered only in part through overtime.
- d. Purchase of teaching-learning material.
- e. Subsistence allowance. This problem has proved to be particularly important for those without a job (immigrants, etc.) who are assisted by the introduction of aid.

2.5. Dynamic evaluation of lifelong learning costs

The progressive implementation of a lifelong learning strategy can likely produce dynamic effects on costs both by increasing then and decreasing them:

- a. Varying increases. A twofold effect can be foreseen. The increase of participation in educational activities bring about an increase in the propensity toward educational consumption and consequently an increase in the relative demand. The same phenomenon may produce an even more qualified demand and hence would require greater investment.
- b. Variations in decreases of public expenditure. Here, too, a twofold effect can be foreseen. The increase of individual training demand produces an increase in the propensity toward individual investment in training. This may be seen both at an individual and a business level. This may occur hand in hand with the recognition that training constitutes added value to business of all sizes. The increase of the training demand may occur only in the event of system and resources integration, the standardization of today's innovative processes and more massive introduction of new technology. This would reduce per capita costs.

2.6. The specifics of lifelong learning by category

2.6.1. Employees: remodeling working hours and training

The Green Paper of the European Community Commission entitled “Partnership for a new organization of work” dated 16 April 1997 proposes the Member States to start experimentation and reflecting on finding ways in which business can introduce new patterns of organizing work in order to optimize investments in human resources that at the same time guarantee greater flexibility and security of all those involved (businessmen, employees, people finding/looking for work).

The hypothesis is that through lifelong learning policies it will be possible at the same time to improve the qualification of human resources and the creation of new short term contracted work opportunities.

Bearing in mind the nature of the production units it is a matter of finding specific solutions depending on the dimensions of businesses – small, medium and large – and the employees’ training needs. What is needed is a new tool to aid businesses to better management responses to training needs of their employees. This becomes even more important in the event the training involves periods of absence from the job. Businesses need to be guaranteed that their levels of production will be maintained and at the same time need to offer suitable training to the new work force.

The new mechanism which must be introduced should include incentives and support to businesses which send their employees out on training courses and at the same time take on people seeking jobs.

The measure consists of:

- a. financial aid for lifelong training of employees;
- b. setting up training modules geared toward people looking for jobs so that they will be facilitated prior to their entry into the hosting business;
- c. Tutoring for new workers to be done during their initial period on their new job.

In this perspective the following has to be considered:

- a. training activity of the employees;
- b. the number and characteristics of new employees;
- c. the on-the-job training model adopted for employees;
- d. the on-the-job training model for new employees (training period, on-the-job training, work).

2.6.2. People interested in the prospect of independent employment

In an economic system based on the small and medium-sized firm, as well as on micro entrepreneurship, initiatives acting on five levels should be promoted:

1. *School*: in order to favour the initial training of businessmen’s children it is possible to provide courses in certain industrial areas aimed at setting up curricula (integrated with vocational training) and geared to training young entrepreneurs.
2. *Internships*: favouring the creation of networks among small businesses in order to make it possible for businessmen’s children to undergo periods of assisted employed work in other business, even through forms of alternating study-work periods

3. *Tutoring*: supply of assistance and tutoring of the BIC type, but outside incubators and in particular making an expert tutor in new businesses available
4. *Information*: in order to push the small and micro-sized business to exploit new training policies made, it is necessary to create informers whose function is motivating the initiative. These figures could be singled out not only within bilateral bodies, but even among the professionals with whom small businesses interact: accountants, etc.
5. *analytical services* of the businesses' training needs: services must be activated which act as support mechanisms for small businesses: choice of personnel, analysis of training needs and the assessment and adaptation of business training.

Support measures involved

- Tax deductions during the first three years after the business starts up
- Study bonuses for future young entrepreneurs during the phase of cooperation before takeover (1/2 years)
- Forms to finance the business risk limited to certain projects assessed and assisted (to be specified)
- Funding of the evaluation, cooperation and mentoring period

2.6.3. Individual training needs of the work force

Forms to finance the individual demand for training must be experimented in order to favour a return to training of specified strata of the public. The measure consists in making available study bonuses which guarantee owners the possibility of having free access (or, depending on individual cases, through the payment of a symbolic amount) to different types of training activity. The study bonus would be annual in nature and includes three coupons which must preferably be used in as many different training activities such as:

- professionalising courses;
- general education or cultural courses;
- physiotherapeutic courses (for the unemployed or elderly workers).

Projects may be organized for certain groups, such as:

- a. unemployed
- b. employees

The distribution and monitoring of study bonuses is entrusted to the new employment services. These offices have the responsibility of setting up personalized training programs with the interested parties. The offices provide tutoring aimed at study bonus holders. Study bonuses can be used within any type of body that organizes activity deemed appropriate for the setting up of individual training programs. The bodies must respond to training quality standards but they must, however, also operate in fields other than professional training. These offices define those activities which are recognized as potentially suitable for training purposes and the type of certification the different courses can lead to. Courses ultimately awarding credits for the partial completion of courses are encouraged. These may then be completed at a later date.

2.6.4. Mixed-purpose courses and work-training integrated projects for young workers

In terms of training policies, mixed contracts signed during labour market flexibility require an innovative approach aimed at defining new training models outside the workplace which train the young worker for new and more qualified professional opportunities and new support systems for training in the workplace.

- a. *In the workplace.* The training of young newly employed workers with mixed contracts comes about, in part, in the business through forms of mentoring and on-the-job training. A greater training qualification during these periods would permit the reduction of entry production time of the new employee and this person's acquisition of greater levels of professionalism. In order for this to occur we intend to experiment the effects produced by the introduction of the business tutor who would be responsible for the training process of the new employee. The business tutor is a figure endowed with dual professionalism in that:
 - they know about the production process
 - they are able to manage the training process of the new employees
- b. *Outside the workplace.* Training outside the workplace must not be scholastic in nature. Rather than through courses, it must be carried out through seminars. The training activity must be organized in a flexible manner: one topic at a time and not one subject every hour, in small groups (seminar and workshops lasting 2 or 3 days, repeated several times throughout the year) and, in terms of course content, they must be linked both to the working experience under way, as well as to the preparation for new work experiences.

Beyond professional competencies the workshops aim at developing cultural, social and educational skills through possible return to studies. The different training modules can, in this sense, contemplate personalized courses that include guided study programmes held at the various certified bodies.

2.6.5. Training needs of the elderly

Taking into consideration the training needs of the elderly means bearing in mind the different periods of the elderly's lives and the varied resources that each is able to offer depending on personal conditions (economic, linked to gender, physical, etc.). An educational policy linked to the condition of the elderly must legitimize problems connected to:

- a. the prevention and repair of educational damage – the loss of abilities, knowledge, and skills – which they were subject to during their active life
- b. preparation for entry into the elderly age-group and retirement
- c. retirement
- d. the establishment of new social roles for the elderly
- e. the exercise of new social, production and family roles
- f. passage onto the advanced elderly period
- g. advanced elderly period

An educational policy connected to the condition of the elderly must respond to the cultural and educational demand which, explicitly or implicitly, is linked to all these different phases of their life. This demand is not only linked to a general cultural need. Training of the elderly must:

- a. guarantee the maintenance of high income levels
- b. ensure the development of new social roles
- c. accompany their changing roles within the family
- d. accompany their changing physical conditions
- e. accompany the elderly in the reorganization of the time and rhythm of everyday life.

Redesigning a new educational policy for the elderly fundamentally means two things:

1. retraining and requalifying existing educational and cultural systems;
2. creating measures to spur individual demand of individuals, even through the adoption of specific measures.

2.7. Obstacles to lifelong learning

These initiatives aid in diversifying efforts, and namely the following two: one more geared toward safeguarding individual freedom, and another more oriented toward establishing personalized training programs. These are two different manners of interpreting the demand policy: the first more open to supporting possible individual forms of expression based on the realization of certain fundamental rights, and the second more oriented towards managing individual demand through the supply of educational opportunities. These, in our opinion, make up the two basic elements of the demand policy which can be identified in the combination of the access policies to existing opportunities and in policies geared to creating new educational contexts favorable to personal initiatives. In access policies the person is taken into consideration mainly as a *learner* and in policies for the creation of new opportunities the person's position as educational agent or facilitator is highlighted. These are complementary policies and, in any case, it must be said that of the two the access policy is the one which receives most support among politicians and decision-makers at an international level.

As previously mentioned, they are complementary policies which we consider as indivisible. We might also say that the distinction we proposed is not the only one valid but it tends to reflect a division which still exists today: between access and creativity and between both and the negation of people's rights to education. In a world where illiteracy is growing we are forced to fight for access in order to increase the number of courses favouring learning in various fields. However, we are unable to use educational resources to understand how it is possible to eliminate the causes of illiteracy.

Access policies can be separated into those aiming at assuring the use of existing opportunities, or the defense of the educational interests of the person in question. Moreover, given the "complex" nature of demand policies it must be taken into consideration that they should tend to make their mark on living and working conditions, and on the educational situations themselves. And this is what they should be evaluated for. Within these three realms they should intervene on institutional, situational and psychological factors which need be assessed and used in order to encourage or inhibit participation. Bearing this in mind, we would now like to analyze the main provisions these policies have brought to.

Life and work time

Access policies aimed at ensuring the use of existing opportunities have distinguished themselves above all for their impact on life and work time factors. They aim at finding free time for training and, at the same time, at calling into question the apparent neutrality of the division of time allotted to training, work and to consumption in order to make them cohere to the rhythm of the person's life. These are historical changes. Their originating force is not strictly dictated by educational reasons. The underlying motive is two-fold: alongside the need to develop consumption and, hence, production, there is also the need expressed by different social strata in developed countries for a new quality of daily life. One no longer characterized by "hyper-participation" at work or in the home, but one more open to new possibilities of educational consumption. The structural reason behind the search for a new organization of life and work time is best expressed as: "today we find the problem of expanding the demand for new services. (...). The inadequacy of the demand is today (...) the overbearing burden which impedes a consistent recovery of employment levels. (...). The consumer's limited time is a hindrance to the full development of service demands. From this viewpoint a policy of social time which aims at reducing work time and increasing time available for the consumption of services today has become a fundamental aspect of an overall strategy turned to creating new employment." (Paci, 1995).

The need to develop production forces can, then, offer new possibilities for the creation of improved condition for man's training. The question concerns how to avoid the prevailing of a neo-fordian approach focalizing on solely production concerns (creation of jobs, increase in production,...), but which stands to the challenge of affirming the right to educationally managing free time.

We will now supply a list of the main measures whose goals are to free time for training in relation to work, daily life and training systems.

Work

1. The reduction of work time or, better, reduction of the daily, weekly or yearly work timetable and the abolition of working two jobs and overtime.
2. Job training contracts for youths seeking a job which obliges the employer to allow for work leaves due to study purposes in order that the worker might devote part of working time to training.
3. Study leaves for employees paid by the company, the State and the participants themselves. As we have already mentioned, this is a measure largely adopted at international level starting in the 1970s. On 5 June 1974, during its 59th session, the General Conference of the International Labour Organization, approved Convention no. 140 where, as can be evinced from article 1, workers' right to work leaves for educational purposes is confirmed for a defined period of time, during working hours and with suitable payment received.
4. Forms of *job rotation* that contemplate a strict link between study permits – generally longer in nature – used by employees and their substitution with previously trained contracted workers to cover the work post.
5. The training obligation for certain population groups (unemployed, redundant workers), namely the concession of minimum guaranteed amounts paid by the State only if the beneficiary participates in educational activity.
6. The introduction of part-time forms of work at the end of a working career aiming at lengthening the duration of the active period and at the same time to allow the elderly worker to use non working time in training or social activity.

Daily Life

1. The reduction of “non functional” time in the social life through, for example, the change of public office hours, the introduction of new technologies which allow for consultation at a distance and the use of varied services, etc. (*Donne del Pci*, no date).
2. Study grants and scholarships intended as individual incentives, potentially aimed at all age groups, and not essentially limited to those who attend formal training. The development of strategies to manage the expression of individual demand for education gives rise to the introduction of educational *vouchers* assigned to certain categories of citizens. Even if approach was deemed of interest inasmuch as it corresponds to a strategical redistribution of the resources in an egalitarian manner, even beyond the working world, its application has revealed limits connected to the discrimination toward the types of educational opportunities and their quality which is in effect accessible to the most needy sections of the population.

Adult Education

1. The flexibility of times and moments for access to and departure from formal educational activity of adults and, when studies are interrupted, the possibility of obtaining credits which can be ultimately used once study is again taken up
2. Recognition and certification of acquired knowledge, a measure through which authorized institutes – in certain cases businesses – proceed in certifying competencies possessed by individuals holding them. This measure originates in the employee and trade union demands made for the recognition of competencies acquired on the job in order for them to be recognized in terms of salary raises and career advancement. However, it was then formally introduced even in formal educational systems (in Europe, the cases in France, United Kingdom, Slovenia, Ireland, and Germany are amongst the most well-known). The introduction of new systems to certify knowledge occurred in history after taking stock of two fundamental truths:
 - the educational gap of employees and the need to re-insert them into the formal educational system (secondary school or university);
 - the need to make the most of competencies of employees who intend to change jobs or enter the labor market.

The new evaluation model completes the forms of personalized training, where programs are conceived and managed in relation to certain individuals who can choose training programs even in terms of their outcomes.

Training Costs

The reduction or lack of training costs is the second most relevant aspect of access policies. Costs to be incurred vary depending on income. A recent, large scale survey carried out in Italy in the Autonomous Province of Bolzano has shown how this factor was cause for at least 14% of those excluded (ASTAT, 1996). The relevant measures can be presented as follows:

Work

1. Easy credit terms and tax deductions for expenditures on training courses for individuals and/or businesses applied, for example, in the form of tax credit returns
2. The granting of allowances or salaries conditioned by the achievement of certification on the part of businessmen.
3. The introduction of credit limited to the field of professional training.

Individuals

1. Educational credits which contemplate granting citizens the right to a number of hours to use in training activity or, more in general, of the right to attend certain types of activities or institutes. A new proposal – already formulated by G. Rhen (Sue, 1995:75) - is put forth in the report drafted for UNESCO by the Delors Commission. It suggests the institution of “*crédit de temps pour l'éducation*”, which gives each youth the right to access a certain number of years of education (Delors, 1996:193 and ss.). The mechanism contemplates a “time bank” – widely used in Italy for the elderly – which aims at managing the various individual educational portfolios and ensures accountability, seeing that everyone has the possibility of increasing the time available if they previously saved time, thus eliminating the concept of dropping out, at least formally.
2. The introduction of tax deductions or loans to individuals for training expenses.
3. The right to use certain services free of charge.

CHAPTER 3. INCREASING THE COST-EFFECTIVENESS AND QUALITY OF LIFELONG LEARNING OPPORTUNITIES

3.1. Cost-effectiveness of lifelong learning

3.1.1. Cost-effectiveness of formal systems

We have already seen how public expenditure for education and training of individuals varies considerably depending on the level and type of schools involved (see Table F3.1, page 26) and how in professional and lifelong learning these costs can amount to 3 or 4 times those found in the ordinary school system. The highest amount of the costs is represented by current expenditure and, in particular, by teachers' and staff salaries. Recent measure (1997) aimed at "extending the training supply" may produce a slight shift in percentage, as can the reduction of the teaching staff.

The problem of the reduction of costs, in this framework, is presented as a problem whose solution can be favoured by:

- a. the reduction of expenditure for personnel (e.g. the introduction in universities of increased teaching activity by professors, new profiles of temporary contracted professors or non-salaried figures such as outside tutors, unpaid scholars and with the use of professional contracts);
- b. the introduction of new technologies which, however, require considerable initial investment in hardware and teacher training and which thus might bear its fruit only in the mid-term;
- c. the increased responsibility of different units or institutes through the self management of human and material resources available (a special provision was approved concerning this);
- d. the possibility to be paid for services provided to third parties;
- e. the introduction of forms of competition among different institutes;
- f. the promotion of forms of integration among different public and private bodies and different agencies and systems;
- g. reorganization of curricula;
- h. new provisions for dimensioning school institutions;
- i. new forms of cooperation and integration among regional and national levels of planning and management of the training system;

Table B5.1a**Educational expenditure on primary and secondary education by resource category for public and private institutions (1995)**

Percentage of total expenditure		Percentage of current expenditure				Average compensation per student (in equivalent U.S. dollars)				
Current	Capital	Compensation of teachers	Compensation of other staff	Compensation of all staff	Other current expenditure	Teachers	All staff	Other current expenditure	Current	Capital
96	4	71	18	89	11	3.501	4.380	532	4.912	187

Note. Public institutions only.

Table F5.2**Educational expenditure on tertiary education by resource category for public and private institutions (1995)**

Percentage of total expenditure		Percentage of current expenditure				Average compensation per student (in equivalent U.S. dollars)				
Current	Capital	Compensation of teachers	Compensation of other staff	Compensation of all staff	Other current expenditure	Teachers	All staff	Other current expenditure	Current	Capital
79	21	46	26	72	28	1.834	2.876	1.104	3.980	1.033

Source: OECD, *Education at a Glance* 1998.

Note: Public institutions only.

As to the “autonomy” of schools it must be pointed out that with the recognition of autonomy of individual schools and the added attribution of legal status to individual institutes, schools are placed within the extended training system and, more generally, part of an overall network of autonomous agencies and institutional subjects. The project of the new training model as represented by the *Formazione Tecnico Professionale Superiore Integrata* can be considered as a concrete example of the tendencies just mentioned.

The agreement dated 24 September 1996 quoted in chapter 1 established the following:

Alongside the university supply, a system of higher learning is established not in continuity with upper secondary school. It is characterized by:

- *A strict link with the job market and aligned to professional and business problems;*
- *The involvement of different training figures from the production world, professions, research, etc.;*
- *Maximum flexibility even through the use of outside teaching staff;*
- *Use of educational technologies and the introduction of new active forms of teaching based on problem solving and alternating forms of training;*
- *Integrated system of certification.*

On the basis of national directives, Regions are responsible for planning and coordinating the territory's resources, even through use of agreed programmes (...).

In the document entitled *Istruzione scolastica, formazione professionale e lavoro* ("School education, vocational training and work") dated 5 June 1997, the Conference of Regional and Autonomous Provinces' Presidents affirms the following in relation to post-diploma training

It is a question of building a new technical and professional, higher education system into which part of the present DU (=University Diploma) can be incorporated. These would considerably differ from university degrees and be closer to market needs and above all to local markets. They would be of a higher quality level and comprise a wide range of alternation, marked flexibility in contents and entry into the job market. In order for this to occur it is necessary to involve public and private bodies and favour a strong and structured involvement of the local system of production.

Secondly, the deep-rooted process of rationalization and reorganization of the public administration underway establishes points of reference and strengthens the position of Regions within the framework of training and labor policies. Paragraph 2 of art. 1 of Law 15.3.97 no. 59 confers Regions with administrative function and at paragraph 3 excludes those relating to “control over labor and cooperation”. As in point 3 of art. 4 this assumes the principle of responsibility and uniqueness of the administration, with the consequent attribution to only one subject of the functions and the duties connected.

With Law 24.6.97 no. 196 we finally get an overview of the possible synergies between training and labor policies. Art. 17 is explicitly dedicated to reorganizing professional training as “a tool to improve the quality of the labor supply, raise the competitive edge of the production system,... increase employment” contemplating the possibility to establish agreements even with institutes of secondary education (paragraph 1, point f).

The integration among systems becomes of extreme interest even in light of the government agreement with social partners on the “relaunching of Welfare, employment, development and transparency” of November 1997.

In this framework the *Formazione Tecnico Professionale Superiore Integrata* (FTPSI) makes for a training channel not in continuity with upper secondary schools and will flank existing university, school, and vocational training courses. However, it differs both in terms of the integration of different programmes and because of the strict link to the local and regional job market needs and particularly in terms of the training of technical and profession profiles in organizations and skilled workers in sectors of high organizational and technological complexity. It is a complex, polycentric system. It creates synergy among the state and regional training supply which is suitable to the building of the new training channel.

The system makes large use of alternation and confers flexibility to its methods and contents. It also gives the possibility of shifting from training to work and vice versa and must gradually reach understanding of the school, vocational and university training supply.

The *Formazione Tecnico-professionale Superiore Integrata* is implemented through the setting up of association among different subjects over the territory (secondary schools, universities, vocational training centers and agencies, enterprises). It uses resources made available by the European Union, Government, Regions, local authorities and by public and private bodies. It is carried out through the integration of theoretical and practical training, recognizing particular relevance to job training to be enhanced by continued forms of internships and apprenticeships and job insertion programs, aided by tutorships and through the certification of on-the-job learning. It also comprises the creation of a certification programme of the courses and credits based on similar training standards shared by the school, vocational training, university, to be brought to terms with the involvement of the system of businesses and jobs. This will allow for the passage from one training system to another and from these to the job and vice versa, within the context of a training scheme linking higher levels of training to lifelong learning. The entire system is based on the one hand on the knowledge of professional and training needs at a territorial level and trends in the socio-economic system of reference, on the other on evaluation mechanisms of the results achieved, with particular attention to the impact on the employment system.

As a rule the new *Formazione Tecnico-professionale Superiore Integrata* can host citizens with a secondary school diploma. It confers certificates relating to a multiplicity of jobs and specializations which require a period of training varying up to a maximum of two years. The new *Formazione Tecnico-professionale Superiore Integrata* creates a synergy among the following areas of the training system:

1. Regional, post-secondary, vocational training;
2. Post-secondary, vocational training carried out by the educational system;
3. Vocational training modules of the University Diplomas (the DU as such, the DU Campus, DU integrated with vocational training);
4. Preparatory activity for access to freelancing and registry in professional registers;
5. Upper secondary, post-diploma specializations carried out in the university system.

The new *Formazione Tecnico-professionale Superiore Integrata* system aims at:

1. responding *high professional demands* (knowledge workers) and in general to labor demands deriving from the market evolution in a knowledge economy;
2. constituting a valid and qualified proposal able to qualify youths as an alternative to universities, basing their efforts on a strong potential for employability, both in terms of the type of professional area to aim for and in terms of the immediate use of the specialization acquired.

In order to pursue these aims the system develops new integrated training programmes, as well as certain traditional post-diploma courses presently within the framework of the regional vocational training and the university aimed at enhancing university diplomas.

3.1.2. Cost and benefits in continuing vocational training

3.1.2.1. Expenditures per student in “mobility programs”

Concerning the expenditures per student in “mobility programs” for adult learners, see the following table.

Table V.5 Expenditures per student in “mobility programs”

Approved					Final balance		
Operating programmes	Agency	Hour/Learner Cost	Cost/Learner (millions L.it.)	Total cost approved	Total cost final	Hour/Learner Cost	Cost/Learner
Central-Northern Italy Mobility	Agencies	33.265	6.270.542	59.733,2	29.792,1	38.491	10.058.090
	Bodies	41.261	7.571.650	20.382,9	15.778,1	87.171	20.517.721
Southern Mobility	Agencies	31.890	14.603.465	50.513,3	37.689,8	29.065	12.911.896
	Bodies	36.631	19.182.595	130.403,3	111.892,9	35.820	18.277.176
Multiregional Mobility	Agencies	26.370	13.502.577	8.074,5	5.397,2	23.661	12.074.254
	Iri Outplacement	21.712	10.036.250	16.058,0	16.075,7	54.255	25.079.156
Global financial support	Gepi-Fopri	25.300	12.415.109	82.883,2			
	Total	31.309	11.740.360	368.048,5	216.625,8	36.717	15.629.568

Note: Provisional data.

Source: Ministry of Labour data processed by Isfol.

Table 11.10 Distribution of financial resources for young unemployed programs (millions of lire)

Regions	Working grants Fund	Share of Public Utility Labour			Total
		Local	National	Total	
Toscana	3.557	748	191	939	4.496
Lazio	101.858	18.943	8.099	27.042	128.900
Abruzzo	28.925	6.668	1.669	8.337	37.262
Molise	8.386	2.897	438	3.335	11.721
Campania	148.288	70.781	14.030	84.811	233.099
Puglia	104.095	23.303	11.923	35.226	139.321
Basilicata	15.854	4.188	2.498	6.686	22.540
Calabria	46.124	51.134	5.328	56.462	102.586
Sicilia	94.036	115.390	17.961	133.351	227.387
Sardegna	37.416	50.939	4.333	55.272	92.688
Total	588.539	344.991	66.470	411.461	1.000.000

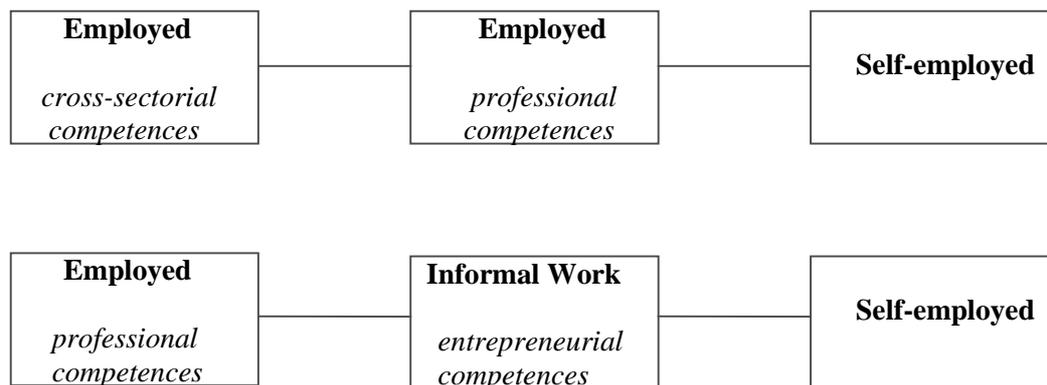
Source: Ministry of Labour.

3.1.2.2. Creation of enterprises

In order to make an analysis of cost-effectiveness, it might be useful to have a look at the results of a study carried out by IRPET (Tuscan Regional Institute for Economic Planning) from which we can draw out the individual strategies adopted for building individual paths directed to enterprises' creation.

The training paths of all the people who have passed from the status of employees to that of self-employed, have followed a linear way. The common features are related to the fact that between the different steps of the training path which have led them to the creation of an enterprise we can see a constant in the learning process linked to the job or to transversal skills. Usually, these people come from working-class families with middle-high educational levels, who, before starting any independent work, have had experiences as employees for periods often over ten years. The working experience build up in all the cases the necessary bridge towards the independent work as nobody have had any opportunities to participate in entrepreneurial training courses before starting their own activities. The school experience rarely has direct connections with entrepreneurial activities. In some cases it appears linked with the first working experience.

The standard training paths can be classified in two ways:



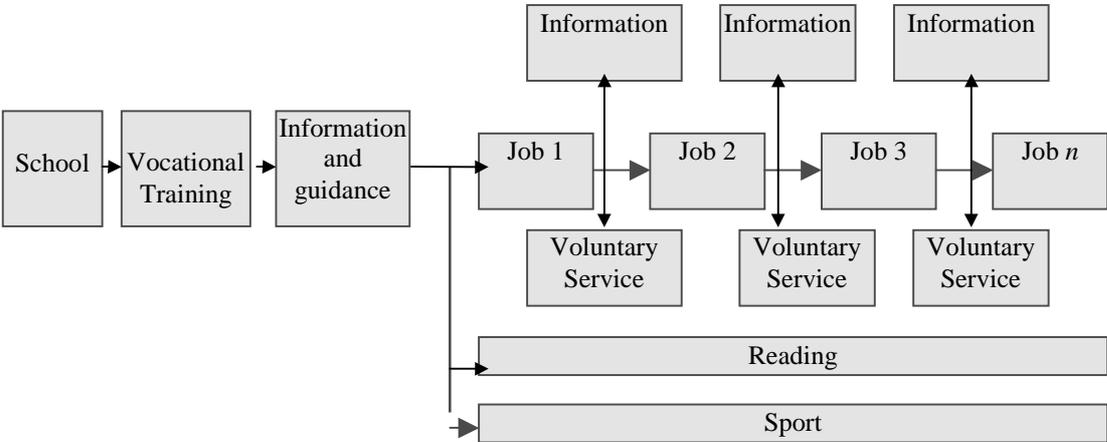
The first type of path foresees the development of different employee work experiences of which just the last one is strictly related to the type of activities on which the enterprise's plan will be based. In this case, the first working experiences have more a function of first socialisation with the labour market and possibly that of developing some cross-sectorial skills (client contacts, work organisation etc.). In the second path there is a narrow connection between the first working activity and the following entrepreneurial activity. This crossing, however, is possible just in the cases where the professional contents of the employee work are high. In both cases the intermediate period results to be strategic, because right in that phase the crossing between the employee work and the independent work happens. Semi-independent occupations (second artisan job, sales agent, etc.) create the most favourable conditions. The capacity that these workers have developed during their working experience as employees is to learn according to the tasks they carried out and to be able to assess their own progress and potentiality. This can take place either when the worker has a job he enjoys or when he goes through negative situations such as problems with the employer or lack of incentive. Being part of voluntary associations forms part of the workers' curriculum and is a very important phase in their training especially in order to achieve cross-sectorial skills.

Each person elaborated their project individually or in small groups usually assisted by an accountant. The project was developed through formative activities such as collecting information, market surveys, visits to colleagues. Right from the start of their freelance activity, all the new workers constantly take care of the organisation of individual formative programmes strictly designed to meet each persons expectations in content and time. This, of course, does not exclude attendance of courses, generally organised by suppliers, which cost the participants the sum of ten million lire a year. Much reduced but nevertheless present is the attention given to employees' training where small firms invest about one million lire a year per subject.

The use of formative training available locally is inhomogeneous. Only some entrepreneurial classes benefit of it, while in most cases an adequate provision can be received solely in other areas. The same happens in the use of information services. It is only in some cases that relevant needs are met at the Chamber of Commerce, the various category associations and the Youth Centre. However, the most important source is the accountant and the personal capacity to use specialized press and databases. Reading is very widely spread among entrepreneurs. Books, textbooks, magazines, newspapers make up the cultural instrument used by entrepreneurs to keep themselves updated.

3.1.2.3. Unemployed

In order to analyze the cost-effectiveness we thought it useful to turn to the results of a study carried out by IRPET from which we can see the strategies adopted by each unemployed person to build their career up again. The formative training of unemployed subjects, but with (even seasonal) working experience is characterized by seeking occupations which introduce them into the productive activities as employees and also occupations which allow people to maintain their individual and social identity. These people have had a lot of employed experience, several of them have changed job at least once a year in the last five years and have worked twelve months in the last twenty-four. Besides the various subjective conditions, the formative training standard results homogenous and can be represented in the following graph:



All the persons interviewed had a general certificate of compulsory education or diploma upper secondary school. There is no direct link between their education and the working experience. Most of them were trained in a vocational school to obtain work. Some of them have continued to train by attending special courses for 42 months divided into three courses. Yet, not all the training courses were useful to the occupations the subjects found later on. This could be due to the fact that not many people use the career advisory service. They apply, first of all, to friends or to the family; then to the council offices, the trade unions, the job centre, not to mention the radio stations and the local press.

People look for jobs not only for economic reasons but also for socialisation and personal development. Normally, when a person starts work full-time, they abandon all formative training. Even when they change job frequently it does not mean going back to school and alternating with working periods. Only rarely do subjects take part in formative activities either in school or professional centres. During the intervals their attention goes towards the mass media and eventually to courses which will secure an occupation for them. In most cases people devote their spare time to voluntary associations in different areas: social, recreative and trade labour organizations. Some people spend up to 10-12 hours a day working for these causes.

Career advancement is linked to the type of activity carried out, and its duration. Working experiences lasting less than six months are not considered formative. People's cultural education both during working periods and free time is made up mainly by reading (newspapers and novels) and, for the young people, there are sport associations and gyms. There is no indication of the use of cultural infrastructures. Short term occupations as well as the low-qualified ones may be an impediment to the self-development of an unemployed person.

The formative answer to this situation has to be confronted with three key passages:

- a) the preparation (recurrent) to the business world, due to the acquisition of necessary skills, or giving practical training, and in general to the achievement of self-management skills, even through low-qualified job experience.
- b) training in the place of work can be done by establishing a tutorship which aims to train the persons to assess their own development and to plan their own career prospects by external monitoring and individual advice.
- c) the systematic working experiences, the formative activities during this phase are necessary to give a meaning to the working experience in order to increase the professional competence of the workers therefore load them with new career prospects.

3.1.2.4. Large companies

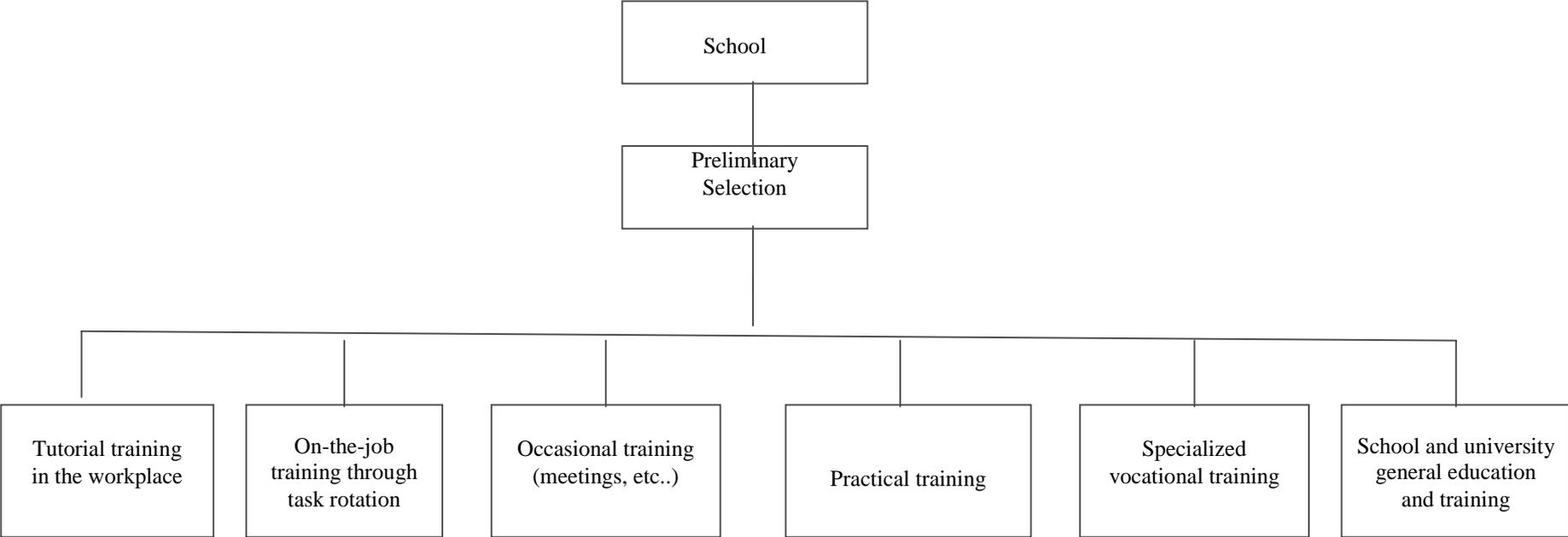
In order to analyze the cost-effectiveness we apply again to the quoted IRPET study.

a. The company's training system

Large companies are concerned with the management training, depending on its size, and especially the formal trainees which make up about 25% of the workers. Care is given to both new employees and human resources. The aim is to pass from formative training, mainly consisting of selection and training of new employees, to managing personnel as a whole. This process has been initiated but is not completed.

Large companies have experienced the occasional training, but now they are equipped with a formal well-structured training system, having a rigorous organisation, personal timing, working rules, operators, structures, incentives and deterrents. Its articulated in four levels as in the following graph.

Graph: Large companies' training system



The management of learning processes developing at work remains mainly outside an intentional or explicit management. The effects on the individual training process of the interaction with the environment and the existing climate in the place of production are subject to explicit and intentional management only when they have unexpected reactions. Therefore they become correction objects through the subjects' training or the transformation of the environment and the company's climate.

A further consequence of the present scarce intentional management is felt when making statistics of training management, being described only in case of great categories, but not analyzed on cost-benefit level.

The graph shows only a part of the complete representation of a company's training system. In large companies, independent offices or associations have been set up, whose task is to compensate the lack of training provided to the employees (information systems, quality systems, etc.). In this way, there is a "decentralization of the production of know-how and skills" and if this reduces the need of special skills, special consideration should be given to both advantages and costs. Another way is to intervene on the negative effects produced by the intellectual conditions generated by the human factor through entrusted compensations, for instance the reduction of production costs. The setting up of new societies and reduction of costs are not really elements which contradict a new model of company training system. This can happen if their introduction does not reveal a development of professionalism among the employees in their complex.

Even the strategy of new assumptions when there is a monocultural presence in a company, therefore not being able to develop their own professionalism, or at risk of being dismissed from their job, is an indication of a training system and, more generally, of a company training structure insufficiently equipped as far as prevention is concerned.

b. Present strategies

The strategies which outline the entrepreneurs' approach to training seem to be characterized by two basic reasons:

- (a) on the production level, use training as an accompanying measure for anticipating and adapting human resources to various crisis and development factors. To this purpose, we can see that it does not correspond yet to a strategy which recognizes in the training an extra factor in the production and it does not know how to aim for a higher position of its company on the market through the multidimensional intellectual growth of its workers.
- (b) on an individual level, to put in action an approach to training which relies on the company management for the training process of the individual. To this purpose, we can see the existence of a model in which the main decision making power concerning the individual's career is given to the company (places, time, duration, content, training methods).

c. The present training structure

The present training structure in companies can be synthetically traced in its structural elements following the four articulations of the work training system, adding a fifth moment, partly missing, referred to the training of persons leaving the company.

- (a) *Pre-training*. There are new measures that favour stages, workshops, etc., aimed at students and among the places there is also the company.
- (b) *Entry training*. The training at this stage is mainly carried out with selective instruments and methodologies such as psychological tests and eventual short evaluation periods, self-evaluation of workers in specific tasks and their collocation.

- (c) *New employees' training*: The measure used is the contact with work training centres. Thus, for each employee a defined training programme is issued according to the area the worker is assigned to. The training activities included in the programme are variously articulated (stages, visits, trials, etc.). Each person is assigned to a company tutor who becomes the guarantor of his formation. A career plan is elaborated for each person. Consequently there is an evaluation assessment carried out using reports or individual note-books and tests according to the personal experience acquired.
- (d) *Human resource management training*. Employees' training can take place to keep up the standard of production (light intervention), or it can take place for innovative and productive reasons, in a crisis, for career advancement. In such cases the intervention is quite intensive, sometimes lasting a long time. Such is the case for a business master degree or the creation of a period of time for diploma studies, or varied courses. The company also uses internal personnel. The intermediate outline is normally able to offer a full programme to its employees. It is up to the manager to decide which employees to choose for the training. To this an evaluation measure is applied according to the individual capacities. Sometimes, the salaries can influence the choice (variable salaries).
- (e) *Outgoing training*. The training which prepares the changeover to other production areas or, more often, immediately before an employee has to leave the company and in case they have to be collocated in other firms.

d. Training of persons with entrepreneurial capacities

In large companies the training system has evolved, but insufficiently if compared to the complex aspects of the training dimensions of the firm. The present model may not be efficient enough if compared to the cultural level of the entrepreneur because of the lack of consideration of the individual's self-development and the model offered by the company.

The role played by the individual's determination in this process is marginal. He should take more active part in the fundamental choices made about his advancement. This would encourage the employee in his career and lead him to invest in himself. Unfortunately, this is very unlikely to happen when the firm itself creates motivation, need and training.

There is also the problem of the changing life and work patterns and the creation of real possibilities on which to build continuous leaning habits. Moreover, the quality of the training provision is to be taken into consideration, that is its coherence with the capacity to take initiatives. A training centred only on dependent work will rarely create autonomous thinking.

As far as the company training system is concerned, the first problem is the limited extension of the present model. It seems strictly limited to the regulations of the opportunities of access to some of to knowledge immediately necessary to carry out the work assigned. It only partly includes the access to a general formation and the informal agent education process management. This also acts through the offer of courses and it does not have adequate counselling and guidance services to meet the demands of the individual request, just as there is no systematic process to activate the requests made (grants, study vouchers, permissions, etc.). To this purpose, a study of the credit system should lead to the multiplication of the "gaps" between know-how and skills in work-places and know-how and skills in external areas. This could lead to the accumulation of work experience in training centres and the accumulation in the external areas, in so many different areas, inside the company.

Lastly, the present model does not have as its objective the capacity to becoming self-employed or to do other kinds of jobs. Besides the content, methods and place of training, we must point out the importance which these different training centres play in forming the transferable skills. Moreover, if we take into consideration the role played by senior citizens in run-down industrial areas, this type of intervention should also apply to them.

3.1.2.5. Small enterprises

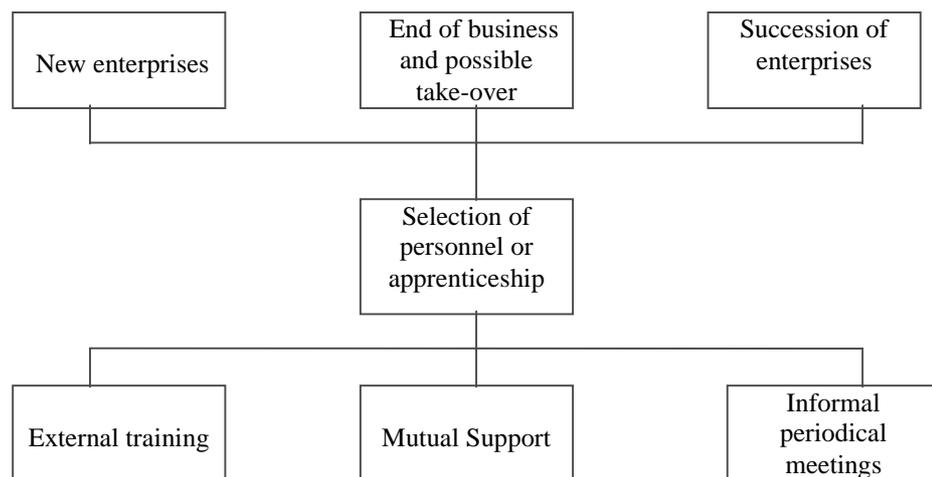
The small local company is not necessarily creator of a new business culture in the measure which is characterized by sub-supply transport as well as the building trade. Yet, both for the necessity to create a different business model and towards the realisation, training is already an essential element of the strategies adopted by the small entrepreneurs. This successfully leads us to the conclusion that it is an indispensable aid to the development of the small and micro-enterprises. Such development needs a changeover to an enterprise model which develops on the basis of a specific entrepreneurial project, which means a higher quality in cultural enterprise and needs a rigorous training of the employees.

In the small enterprises there are three dimensions to take into consideration in an interrelated way: the entrepreneur's training, the intentional management level of the enterprise training device, the employees' training.

We have already seen (chapter 2) how, the attention towards training is improving in the small enterprise. Just the marginal entrepreneurs place their trust in the future of the training at work. The training strategies realized at individual level are based on:

- a) the management of integrated training paths, that is based on using different ways and training contents (study tours, training courses, fairs, conferences, reading, commitment in association activities, entrepreneurial and not, etc.);
- b) A major investment of time in training during some phases of the personal entrepreneurial history (the participation in training courses reveals a commitment for less than one week per year, to which we must add the time for self-training and non formal education. In relation to the critical periods on which the entrepreneurs' training demand is emphasized, we can represent them with the following graph:

Graph: The main training periods in the small firm



For the small firms the first need of training rises during the building up phase related to a new idea of enterprise, or as a consequence of a company ending, or from a family succession. In the small firm the personnel selection is the most delicate time as the interest is to reduce to a maximum the initial training costs. Afterwards, it can be possible – in relation to the needs and chances – to use external training, and the support (between employees or between employer and employees), and periodical meetings. What is predominant is the appeal to informal training paths, which can ensure an early autonomy of the employee. In relation to the small firm the possibility of promoting a training for the development of skills in autonomous initiative can be related to two different points:

- (a) the previous phase of the birth of an enterprise (through training activities for the family succession or new organization in the case of a company ending);
- (b) the training of the employees in order to assume their autonomous entrepreneurial initiatives.

Whether we are saying that each successful enterprise reproduces mainly the models presented, we have to pay attention to the necessity of reinforcing the management skills of the present and potential entrepreneurs in relation to the training dimension of the enterprise. The present status quo is characterized by the absence of a systematic organization and from a management based on the initiative of each single entrepreneur, supported, during the planning phase, by the associations of their economic sector. It makes us hypothesize that is necessary the construction of a training support system based on:

- a) the activation of common services for the answers to the enterprise training needs
- b) the setting up of focused planning procedures
- c) the introduction of supporting measures for the individual training demand both for employers and employees, in order to make safe also the specific and varied situations and specializations
- d) the activation of special programmes capable of taking part in different crucial situations of an enterprise life (succession, apprenticeship etc.)

3.2. Other factors affecting costs

3.2.1. A new organisational model

A new organisational model is being created as a result of changing ideas. The distinction between general and vocational training is growing weaker, mainly corresponding to administrative functions, but without being justified by a demand for labour, nor by the content of the training activity, the organisation of the system, and not even in learning theory. Adult educational activities, as traditionally recognized, are part of vocational training. Consequently it is acknowledged that it cannot be decided beforehand what belongs to the one or the other sector, but only on a case by case basis.

The new model is important no longer for the fields that it covers but rather the individuals it can support in their attempt to manage educational processes connected with the fact that they have to spend time away from home, and with their work, rest and training. Its primary educational functions are no longer definable as the distribution of pre-defined knowledge. It may be defined rather, on the basis of the transversal educational functions - common to all fields - that it has in the various aspects of the cycle: from carrying out training processes, to distributing opportunities and possibilities of generating new ones, of gaining access to what was previously unthinkable, being able to control the conditions governing exchanges, liberalising the conditions of consumption and thus organising public education.

With regard to these basic functions, the organisational model can no longer be divided into sub-systems (literacy learning, university, vocational training, informal education, culture, etc.). These will continue to be coordinated if possible, but good management of these training processes is not achieved by overseeing these functions.

In order to have the possibility of managing the whole cycle and its sub-systems, the new organisational model is gradually being re-modelled in relation to three fundamental functions which are transversal to the various sub-systems. These functions can be indicated in:

- (a) the management of *individual and group training processes*, which include the set of actions aimed at enabling individuals to modify the educational conditions present in their private and community life and in the workplace, and to organize themselves in order to be able to make this change;
- (b) the control, management and development of *specialised activities*, which include the set of organised educational activities in the various fields and sub-systems and at many different levels;
- (c) the control, management and development of *basic services and infrastructures*, i.e. permanent transversal actions - not only within particular sectors - intended to enable individuals to have certain basic elements (information technology etc.) for access to information and for an active control over the processes under way.

We would like to give a further explanation of the function of control, management and development of *basic services and infrastructures*, since it is relatively new and in view of the strategic importance that these are acquiring.

The element of novelty that should be highlighted is the way in which basic services are changing from an internal support for the various sub-systems into a policy. In fact if we think of the information, guidance and counselling services, we can reasonably declare that these services have been available for decades, at least in the school system and in vocational training. The change lies in the fact that unlike the past, today they are becoming “personal services” and are acquiring a subordinate role vis-à-vis the various sub-systems.

There are two reasons for the creation of a policy for providing services and basic infrastructures for adult education, and these reasons are in conflict with each other. On the one hand, their adoption goes hand in hand with the creation of a demand-oriented policy, and with the gradual opening up and flexibility of the vocational training system. Since training processes are being adapted to the private lives of people, the existence of services able to inform, guide, assess, motivate etc. adults with their training is also becoming increasingly important. At the same time this can also be interpreted and used as part of neo-liberal strategies and policies which have the purpose of reducing direct state intervention, giving it merely planning and control functions, and replacing the old model of “supply-side policy” with a network of services intended to help the demand side meet the supply side for training that already exists on the market. Apart from the contradictions contained in this policy, it appears nonetheless to be an indispensable new development towards the creation of a policy expressing the demand for training.

3.2.2. A system of services in support of the demand for and the supply of training.

In order to understand the importance and the role of this type of organisational model we give three examples of a policy of services and basic infrastructures existing in Tuscany.

The type of basic services provided in vocational training by a regulation issued by the Tuscan Regional Council in July 1996 is as follows:

- I. Services for people and enterprises
- II. Supply management services
- III. Supply qualifying services.

I. Services for people and enterprises

- (a) Services providing information about available training. They have the task of building an information system for people, enterprises and every other type of organisation interested in receiving information about training opportunities supplied at a regional level. To achieve this result the service must make use of the multimedia and must be operational at least at three levels: regional, provincial and local. The information service is designed to be the first, basic instrument of intersystemic integration between the different agencies supplying training at a regional level. Therefore its functions are not restricted solely to the activities envisaged by the vocational training plan, but it aims to combine all the possibilities useful for creating training processes. The service carries out two basic tasks: it collects information and distributes it bearing in mind the many different spheres and types of public.
- (b) Services for recognising the knowledge and the skills gained. This service provides specialised “bureaus” which could initially be located in all the main cities in the region where there is a vocational training centre.
- (c) Guidance and consultancy services. Services for young people also function for the adult population and in integration with the information and “credits” system. As well as a guiding role they also provide consultancy for people in order to help them design their own study programmes.
- (d) Services for funding individual demand for training. This service manages relations with people who have acquired the right to use “study bonuses”. The service has to ensure that possible customers are informed of their rights, give them practical guidance, and make the necessary checks on the activity carried out by the organisms where the “bonuses” have been used.
- (e) Services for analysing company training requirements. This service has been set up in the interest especially of small and medium enterprises which are unable to form their own company training strategies. The service is run together with the category associations.
- (f) Services for obtaining funds from outside of the system. The aim of this service is to promote the access of the various subjects to the financial resources obtainable particularly at a European level.
- (g) Follow up services. These services are provided for people with the purpose of guaranteeing them a reference point, when after attending a training course, they start their own search for a professional position either as employees or as entrepreneurs.

II. Training supply management services

- (a) Information services about the labour market
- (b) Monitoring of training activities and tutorships. Monitoring of training activities is entrusted to the creation of a flow of information provided by a special service. At the same time there are forms of active monitoring by means of the introduction of the figure of the “tutor” who has the task of continuously supervising the quality of the training processes within the courses and the other

forms of training (special courses, seminars, etc.). For this there are several tutors, the training unit tutor, the company tutor, the classroom tutor.

- (c) Services for assisting the organisations in the management of training activities (financial assessment, etc.). These are (public or private) for the management of activities: from planning to accounting.

III. Supply of qualification services

- (a) Assessment service. Assessment covers both qualitative and quantitative factors, as well as the points of view of the various subjects interested in the vocational training system, from the agencies to users. Assessment, at a provincial level, is run by the Provincial Offices assisted by the tutors.
- (b) Research service. It carries out research activities concerning:
- the functioning of the regional system
 - conversion of the or research results into training programmes which are immediately convertible into training activities.
- c) Service for experimentation and the promotion of pilot projects. This service deals with pilot and experimental projects on a regional basis or connected with particular production sectors, or with particular types of training which tend to introduce innovations in the regional vocational training system.
- (d) Service for training the trainers. The service handles a training system for trainers while in service and a lifelong learning system. In parallel, there is a system for providing on-line responses to trainers' demands for training. For this purpose, experimental research is being conducted on a system based both on traditional training activities (courses, seminars, applied research etc.), and on individual consultancy, giving each employee "training bonuses" for direct and individualised consultation of a pre-defined specialist network.
- (e) Service for defining training standards and quality control. Its initial task is to promote a joint research programme, open to all agents operating in the sector, in order to adapt the ISO 9001 system to the regional vocational training system, redefining it and creating a label which gives the user of the vocational training system certain basic guarantees in relation to the training quality of the products supplied.

4. MOBILISING RESOURCES FOR LIFELONG LEARNING

4.1. Introduction

The various stages of the lifelong learning process presented in Table 1 (chap. 1) receive public funding. There are several funding sources and they vary according to the different Ministries (Ministry for Public Health, the Armed Forces, etc.), as well as in relation to the different levels of the public administration (state, regional, local). Several sources of funding may concentrate on the same object.

As we have already pointed out, resource management policy has basically three aspects. The new order involves a lifelong learning policy divided into three complementary sections:

- “*supply policy*” based on provisions and actions intended to ensure the existence of educational opportunities and a form of systemic organisation. This objective is pursued by means of measures intended to promote: (a). the development of a “tertiary training sector”, i.e. educational agents (public, private and profit-making, associations); (b). creation of infrastructures (centres, telematic networks etc.) and basic services (information, consultancy, guidance, trainer training, etc.) for trainers and the public in lifelong learning; ©. promotion of forms of coordination among systems and agents (through common forms of certification, creation of “walkways”, the creation of combined, democratic systems for the regional planning of activities); (d). transformation in an educational sense of the organisations, (from the environment to factories, hospitals, libraries) and their democratisation in order to provide equal access and equality in management;
- “*demand policy*”, based on provisions and actions intended for individuals and tending to give them the possibility as individuals to access continuous training and to have the role of controlling and directing personal and collective training processes. This policy is implemented along three main lines:
 - a. recognition of the right of individuals to have access to lifelong learning, which has led to policies about times and costs of lifelong learning. This leads to changes, even in the legislation, in times for living and working times in order to grant access to training (achieved for example in work, paid leave for study and through forms of work rotation, or in every day life by means of reducing “non-functional times” of the services that in particular affect women’s lives). As regards costs, this is translated into direct funding policies (grants, bonuses, etc.) or indirect funding (tax rebates, etc.) of the cost of training courses;
 - b. protection for consumers of educational products, which began with the introduction of norms that guarantee minimum quality standards;
 - c. active education policies which tend to develop powers of initiative by promoting forms of self-management of educational activities (the Nordic model of “study centres” is one example), general training processes (incentivation of forms of organised social life and associations is an example to be found also in Italy), public and private infrastructures providing services and training.

- *policy for expressing the demand*, which has the aim of creating a “general educational atmosphere” deriving from the living and working conditions of the population. This policy aims to affect the educational aspect of family life, health care, civic life, work relations, financial policy, etc., i.e. the educational dimension of every aspect and every moment of life, with the power to promote or inhibit self-intensification of individuals and workers as the public for whom training is intended”.

It should be said that at present the policy in favour of supplying training is the main priority. This may be attributed to various factors, even conflicting ones: the need to provide a minimum supply, but on the other hand the tendency to maintain privileged positions within the training system. Recently, and in particular on the basis of the Agreement mentioned in chapter 1, a training policy more strongly oriented in two other directions.

A different and more balanced distribution of access opportunities is being pursued through training instruments - we are not referring to the effects of other policies: labour, taxation, etc. - by working on two factors:

- a. the transformation of systems regulating access to lifelong learning agencies and activities
- b. the policy of demand.

These two factors are interdependent. By acting only on the first one, important results can be obtained principally among the potential public and in order to create a consumer habit among the new users. The factor which may facilitate the access of new sections of the public is the demand policy. The introduction of this policy in the Italian system is gradual and will involve decisive changes also at the level of mobilisation of resources and their distribution (mechanisms, criteria, etc.).

The Italian model is based on many public and private sources. In part their availability depends on individual decisions and partly on collective ones (whether public or private). The result is that the very decision to amalgamate the funding sources in financial funds for *lifelong learning* depends on collective decisions and the handling of these funds is not necessarily public.

A similar model which already exists, is highly exposed to market processes and therefore is fundamentally fueled by the *demandeurs*. It therefore needs correctives in order to be oriented not only towards the already expressed demand, but also towards political priorities and the demand of the potential public and the new public. To exercise this corrective function, from the point of view of development and solidarity, the instrument may be identified in the promotion of a series of lifelong learning funds, subject to certain behavioural norms (the implementation of art. 17 of law 196 goes definitely in this direction).

In order to endow these funds, when they also involve the active working force, it was necessary to establish forms of incorporation of expenditure for training within the production costs of goods and services. Monetary measures are not sufficient for this (the payment of a percentage of the volume of wages into special Funds). This does not effectively guarantee access to training of the people interested. Thus this measure ought to be accompanied by two complementary measures:

- a. the Funds should also act as time banks, i.e. they should also keep a count of the hours of training for which workers, (either as individuals or in groups), accumulate the assets (some Regions have decided to introduce “personal training current accounts”).
- b. the Funds should not be managed cumulatively. Part of the resources deposited (gold and cash) should be given to individuals who have contributed to establishing the Fund. The instrument can be found in the personal training current accounts.

A second funding source - at the moment proposed by some Italian Regions - may consist of forms of consumer taxation. One could imagine two types:

- a. *reparative* (for people whose rights or interests have been harmed): in international trade, study has begun on the possibility of introducing forms of taxation on imports coming from production systems that exploit child labour in conditions bordering on slavery, or which do not invest in training. In the latter case, the proposal was made of reinvesting this income in training or in protecting workers deprived of their basic rights.
- b. *compensatory* for damage caused by the goods on which the tax has been imposed.

With regard to how the funds are spent, the decisions which may lead to increasing investments in training concern the following hypotheses:

- a. directing public spending prevalently towards investment goods, rather than towards functioning and consumer goods;
- b. directing a percentage of the expenditure (to be defined on the basis of pluriannual plans) towards funding the individual demand of the sections of the public excluded from the training market, and at the same time, incentivating for the other sections of the public, investment in the consumption of training facilities (the introduction of tax incentives has marginal effects, whereas forms of legitimisation and social recognition may produce better results)
- c. introducing a system of assessment of the productivity of investments at a micro level (individual or company level) and at a macro level (social system and productive system).

Apart from providing greater transparency of the investments and the results produced, this would contribute to the development of a training culture in enterprises and in society at large.

4.2. New funding mechanisms introduced by new laws.

4.2.1. The reform of the Public Administration (Law no. 59 of 15 March, 1997)

With the reform of the Public Administration, the Government is empowered to issue decree laws which will give the regions and local authorities administrative functions and tasks. The regions and local authorities are given all the administrative duties connected with looking after the interests and promoting the development of the respective communities, as well as all the functions and administrative tasks that can be located in the respective regions, exercised by any State body or administration, central or peripheral, or through agencies or other public bodies.

The above-mentioned decree laws also identify the procedures and instruments which allow for cooperation and concerted action among local authorities, regions and the different government and administrative levels.

In particular, Art. 21 of the reform law introduces the principle of independence of school institutions, stating that "The independence of schools and educational institutions is part of the process of creating independence and of reorganising the entire educational system. In order to achieve the independence of the schools, the functions of the central and peripheral Administration of the educational system, with regard to the management of educational services, provide that the local and national levels of fruition of the right to study remain the same, together with the elements which the entire school system holds in common concerning management and planning as defined by the state. These functions are gradually being handed over to the schools, to this end extending to learning centres, middle schools and high schools, the same legal identity as the technical and professional institutes and the art institutes and extending this independence to all types of educational institutions, even as an exception to the current laws on State book keeping".

Moreover, the same article explains that the “Legal identity and independence are granted to schools as in para 1, as they gradually grow to the required size (...) by means of plans for reorganising the school system and in any case not after 31 December 2000, in parallel with all the administrative functions which by their nature may be exercised by independent institutions”.

The text continues with a discussion of the financial and administrative mechanisms, “The essential financial endowment of schools which already have a legal identity and of those which gain this identity in accordance with para. 4 consists in State funding for administrative and didactic purposes, which is subdivided into ordinary and supplementary allowances. This financial endowment is assigned without other restraints as regards its destination apart from the priority of utilising it for specific educational training and guidance activities for each type of school”.

These institutions may also be granted organisational independence “in order to achieve flexibility, diversification, efficiency and effectiveness of the service provided by the school, the integration and the best use of resources and structures, the introduction of new technologies and coordination with the regional level. It is carried out freely, also by overcoming barriers connected with the hour-long lessons, class unity and the organisation and use of teachers, with the aim of optimising human, financial, technological, material and time resources (...)”.

This law also provides schools with the possibility of taking part in programmes, and therefore the funding connected with them, in order to create initiatives in the field of adult education: “In exercising organisational and didactic independence, the schools, either individually or collectively achieve a greater supply of training opportunities which also include training courses for adults, initiatives for utilising structures and technologies also outside school hours and in order to link up with the labour market, initiatives for participating in national, regional or community programmes, in the context of agreements among regions and the school administration, integration among different training systems.

4.2.2. The new mechanisms introduced by the new “Norms concerning job promotion” (Law no. 196 of June 24, 1997)

The new law constitutes the implementation of the Agreement mentioned in Chapter 1. It provides a meeting point between training and work. In particular it identifies a series of measures connected with labour policies and in any case these measures are accompanied by specific measures aimed at training.

Art. 1 of the law introduces the establishment of the “ Supply contract for the provision of temporary work” and it determines the conditions of legitimacy. Art 5 establishes that for funding vocational training initiatives for temporary workers, the enterprises that supply temporary workers are obliged to pay a contribution equal to 5 per cent of the wages paid to the workers hired. “The contributions as mentioned in para. 1 are paid into a special Fund set up by the Ministry of Labour and Social Security, and are destined for the funding, also with the help of the regions, of initiatives intended to fulfil the training requirements of the workers who have been hired (...). Priority is given in the above mentioned funding to initiatives proposed, even jointly, by supply firms or by bilateral agencies, which operate at a sectorial level and which consist of the most representative trade union organisations in the particular sector, as well as by professional training agencies. Funding allocations (...) are deliberated by a commission appointed by a decree from the Ministry of Labour and Social Security (...)”.

Art. 15 of the same law reviews the discipline relative to the institution of the “Training and Labour Contract” and establishes that the resulting onus is valued at 60 billion lire for the year 1997 and 120 billion lire starting from the year 1998.

Art. 16 also disciplines Apprenticeship. It states that “in all sectors of activity, young people over sixteen years of age and under twenty-four, can be hired with a contract of apprenticeship. This age limit can be raised to twenty-six in areas under objective 1 and 2 of the EEC regulation n° 2081/93 of the Council of 20 July 1993, and subsequent amendments”. It establishes the extent of the “training work for

an apprentice, normally equal to at least 120 average hours annually, establishing a lower commitment for individuals who hold a school certificate higher than the compulsory school attendance level, or a certificate of vocational qualification for the activity to be conducted. The decree also defines the deadlines and modalities regarding the certification of the training activity carried out". The law establishes that "Experimentally, tax concessions may be granted for workers engaged in tutorial activities in training initiatives, including among these the owners of cottage industries, if they are engaged in tutoring activities". The onus deriving from the present article is evaluated as 185 billion lire for the year 1997, 370 billion lire for the year 1998 and 550 billion lire starting from the year 1999.

Art. 17 introduces the reorganisation of the entire vocational training system, with a view to "integrating the vocational training system with the school system and with the labour market, and making a more rational use of existing resources, including Community resources, destined for professional training and in order to simplify the legislation". From a financial point of view, the law does not introduce a financial model which can be applied to every type of action. Therefore the system may contain mechanisms based on devolution to the Regions together with other mechanisms directly managed from the centre and locally managed in the various areas or economic sectors. A new element consists in the decision to introduce a measure which establishes that:" to guarantee the sums allocated as advance payments to be drawn from the resources of the European Social Fund and the relative national joint funding, the Treasury Ministry - the State Accounting Office - General Inspectorate for the Administration of the rotation Fund for the implementation of community policies (IGFOR), an independently managed rotation fund with off the balance sheet management according to art. 9 of law n° 1041 of 25 November 1971. The fund (...) is endowed by a contribution from private individuals who undertake funded actions, and for 1997, by a contribution of 30 billion lire which will weigh on the assets deriving from one third of the income from the tax increase envisaged by previous laws. The fund will use the resources as in para. 4 to refund the Community and national organisms, which provide funds, in the cases of subsidiary responsibility of the member state (...)."

Art. 18 introduces Training practice and guidance. The law establishes the "possibility of allowing, according to modalities and criteria fixed by a decree from the Ministry of Labour and Social Security (...), the total or partial refund of the financial onus deriving from the implementation of practical training projects mentioned in the present article in favour of young people in the south of Italy, in enterprises other than those operating in the above-mentioned area, including, in the cases in which the projects require it, the onuses relating to the expenses paid by the enterprise for the board and lodging of the trainee".

4.2.3. The institution of the Fund for the enlargement and improvement of available training (Law no. 440 of 18 December, 1997).

This law introduces into Italy a form of funding aimed at incentivating qualification in the training system and potentially open to funding informal education. Art. 1 of the law declares that: "starting from the financial year 1997, the Ministry for Education contemplates the establishment of a fund called "Fund for the enlargement and improvement of the available training and for equalising actions", intended for the full achievement of school independence, the introduction in middle schools of the teaching of a second language spoken in the EU, the raising of school attendance levels and the school success rate, school personnel training, the creation of initiatives for post-secondary non-university training, the development of lifelong learning and recurrent training, action to adjust study programmes at various levels and of different types, action to assess the efficiency and effectiveness of the school system, the creation of equalising intervention in favour of educational institutions such as to help to increase the supply of training, also by integrating staff from the provincial offices, the creation of integrated actions, covering the national quota of initiatives that are jointly financed with the European Union Structural Funds." The relative financial resources are contemplated by the Ministry for Education.

The destination of the resources is determined by directives from the Ministry of Education, after hearing the opinion of the competent parliamentary Commissions. The Ministry has the final word in defining:

- a) priority actions;
- b) general criteria for sharing out the sums destined for intervention and how they are to be managed;
- c) indications as to the monitoring, support, assistance and assessment of the actions.

5. CASE STUDIES

5.1. Guidance and new employment services

1. The new national and regional legislation as regards guidance and new employment services, has been established so as to provide people and enterprises with up-to date services. The old model is familiar. It concentrated its functions along two main lines: access of young people to the labour market and the management of forms of assistance for people excluded from the labour market. Its main mission was to filter the flow towards employment. A standard flow according to labour market characteristics in industrial society and of a life marked by three fundamental phases (study - work - pension) and by a daily life divided into three periods: work, rest, reintegration of energies expended at work.

2. The old model loses all legitimacy when it is affirmed that a society model of knowledge and training accentuates its function as an “added production factor” and therefore no longer a simple measure for initial selection in the access to the labour market of large masses of people. Attention necessarily shifts to the “human factor”, i.e. the individual producer (employee or autonomous worker) and to his powers of initiative, and of producing added value. The change is paradigmatic and is accompanied by important changes for the object of our reflections (guidance and employment services). Just to mention a few:

- a. changes in the criteria for recognising the professionalism of individuals (from qualifications to skills);
- b. the growing mobility of the labour market and the importance of the individual’s training experience for the determination of the different approach stages of individual vocational processes (including the growing propensity towards self-employment);
- c. the consequent growth of demand for training on the part of wider and wider segments of the population throughout the course of history.

3. In the face of huge changes, the reflection on the possibility of integration between guidance, vocational training and employment services, can be seen as research work in the field for the construction of new models. In order not to run the risk of being anachronistic, we must avoid the temptation of limiting ourselves to carrying out operations of pure “institutional engineering” aimed at integrating the existing employment services with the existing guidance services. Legislation opens the door for a new model and this is what needs to be built upon to guarantee a service in keeping with labour market demand. In order to build the new model we should not start with an abstract model of a Centre, which will be more or less integrated in the employment services. To pursue this objective a preliminary question must be asked, and we must take action on the basis of the type of demand which we want the new services to give an integrated response.

4. If we rapidly undertake a linear interpretation of the potential demand which the new services will have to satisfy, we can recall the following key moments:

- a. the relations between enterprises and people in training;
- b. the choice of individual and collective vocational prospects;
- c. the assessment of individual professional skills and the relationship to the demand for work;
- d. assessment of the human capital possessed by the enterprises and the need to strengthen or integrate it;
- e. the encounter between demand and supply of work (employed or independent);
- f. selection for job access;
- g. preparing new employees for work, particularly young workers (monitoring and follow-up);
- h. development of individual careers (vertical or horizontal, within the enterprise or using forms of mobility, with experience of independent work);
- i. exit from the labour market and the start of retirement age.

5. With regard to each of these moments, it is important to guarantee the functionality of a network of regional services and opportunities which promote a meeting of demand and supply of work through ones working life and enhance the supply of professional skills where there is the strongest and most motivated demand. Evidently if we intend to offer quality services which are easily accessible one has to think in terms of widespread regional networks, capable of integrating public and private initiatives and of pressing for new forms of organisation. For example one should start from the consideration of the nine types of questions presented above and to examine the appropriate type of answer for each one that the different agencies are capable of giving, and the people who could be responsible for this. Having to think in terms of a network, we cannot build it only on the basis of the connection of specialised. formal services, but we must set up - as well as the polyvalent centres- informal modes too, for initial action, able to act as a first point of contact between workers or enterprises and the new system.

6. In this context, the Centre for employment services takes on a new role. First of all it becomes the Centre for a complex satellite system. It must therefore guarantee basic services both for the public and for the different subdivisions of the network. In order to achieve this it is therefore necessary to create a new model of services. This also requires a process of integration involving the moment of resource destination and of action planning.

5.2. The creation of the Regional Centre for training innovation and experimentation in Tuscany

1. Characteristics of the implementing subject

The regional centre is run by a qualified legal subject ensuring an integrated contribution of the following components:

- a. training agencies;
- b. enterprises or consortia or associations of enterprises specifically qualified in this field of actions;
- c. universities or single University Faculties, Departments or Institutes.

2. Field of action

In compliance with the Deliberation of the Regional Council No. 251 dated the 25th of July 1996, the privileged field of action is made up of:

- culture and cultural heritage
- personal assistance
- environment and land resources
- industrial automation
- tourism
- finance and insurance
- information, communication and mass media

except for any modification that may be introduced by the Regional Council.

3. Functions of the implementing subject

The Subject ensures:

- a. the management of regional services, i.e.: supporting functions to the working of the regional system as established in the Orientation Plans;
- b. the management of pilot projects in different areas of the Region which are addressed to experimentation of innovating measures in the field of the creation of models for structuring actions, methodologies and teaching of professional training;
- c. the management of projects with a regional scope, i.e.: the establishment of the experimented innovations;
- d. the carrying out of targeted studies which are closely functional to the programmatic tasks described in the next paragraph;
- e. the creation and dissemination of training products, that is, of tools and materials useful in the working of information, orientation and training activities of the system;
- f. the implementation and organization of any form of dissemination addressed to the agents of the vocational training system, with particular reference to the training and information needs of the subjects and operators engaged in the sector.

4. Programmatic Plan

The Subject operates on the basis of the 3-year Programmatic Plan and subsequent yearly implementation programmatic plans, defined in agreement with the Regional Authority and on the basis of the guidelines included in the Orientation Plan on vocational training in compliance with the Deliberation of the Regional Council No. 251 dated the 25th of July 1996 and in the Orientation Plan on Guidance as per the Deliberation of the Regional Council No. 312 dated the 17th of September 1997, that is:

- Services for citizens and enterprises;
- Services for the management of supply;
- Services for the upgrading of supply;
- Services for matching labour demand and supply.

In particular, the priorities the Subject shall take care of in 1998 fall within the following project areas.

- (a) development of projects of teletraining through the setting up of a service centre equipped as a back-up for the dissemination of teletraining programmes, production of such programmes, support to agencies implementing teletraining, as well as the implementation of projects for experimenting different training technologies;
- (b) management of experimental projects related to the policies for raising individual demand for vocational training with particular reference to youths and to employed workers and unemployed. These actions, aiming at meeting the needs defined in accordance with the social parties, include the management of the procedures for allocating scholarships and "study bonuses" as well as the management of guidance, monitoring and advice services in favour of the beneficiaries;
- (c) management of projects for experimenting back-up services for training aimed at the setting up of new enterprises;
- (d) starting up of services, i.e.:
 - 4.1. the experimentation of new models of guidance and training for matching job demand with job supply;
 - 4.2. the experimentation of training guidance services for enterprises, aiming at empowering small and medium enterprises to single out and organize the training response to the management needs of the enterprises, of the technological innovations and human resources;
 - 4.3. the experimentation in the different sectors of vocational training of services for certification of the skills and the introduction of a "Booklet of skills";
 - 4.4. the experimentation of a qualitative monitoring system of the regional system of vocational training
 - 4.5. the training of the operators of the vocational training system in the implementation of experimented innovations. These activities shall involve the regional system of vocational training as a whole;
 - 4.6. the definition of a quality standard system in terms of activities, agencies and products of the vocational training and of certification models;
 - 4.7. the setting up of a regional guidance service for the drafting and management of "Europrojects".
- (e) Production, distribution and marketing of products which may interest the regional system of vocational training and, in particular, the drafting of an inventory of all the products available, detecting the marketing procedures, marketing the products with the commitment to reinvest the profits in projects aimed at raising the individual training demand.

Besides the above activities, the Subject shall promote actions that can be funded by national and transnational programmes and projects indirectly related to the European Social Fund actions and included in other policies of the European Union and of the Italian government. These functions being related to the innovation of the vocational training system, each activity shall have to be supported by monitoring and prospecting resulting from experimentation and such as to enable the Regional Authority to carry out a clear evaluation of the effects of the provisions and the training models adopted.

5. Functional characteristics

The Subject shall include organs ensuring functions such as:

- (a) management (clarify the characteristics of the staff);
- (b) administration (clarify the characteristics of the staff);
- (c) leading and management of the projects (clarify the characteristics of the staff);
- (d) applied training and educational research planning (clarify the characteristics of the staff);
- (e) management of new training technologies (clarify the characteristics of the staff).

6. Quality control

The Subject shall define the quality standards and provide a quality control system relating to the procedures carried out for its working as well as for guaranteeing the quality of the products of its activity (methodological and teaching models, experimental courses, teaching aids, and whatever else is included in the Programmatic Plan). The quality control is carried out through monitoring and self-certification forms.

7. Evaluation of the programmatic plan

In agreement with the Regional Authority the Subject will hold a six-month session of evaluation and programming with the task of examining the results of the work carried out and its responsiveness to the institutional duties, as well as to update the programmatic plan. Every year the Subject shall promote a regional Conference for an evaluation with the bodies of the regional administration, the delegate bodies and the social parties involved.

8. Some of the 1998-1999 CIR Projects

8.1. Starting up of teletraining and multimedia actions in favour of small and medium enterprises (O2/4)

The project has the aim of implementing and/or giving access to teletraining programmes addressed to small and medium enterprises in order to meet the training needs of entrepreneurs and employees working mainly in the areas of objective 2 of the Region (Grosseto, Massa and Carrara, Piombino, Prato). To this aim, it shall introduce forms of management and access to the training opportunities aiming at ensuring equal opportunities between the genders and an impact capacity in relation to the forms of educational exclusion of the socially disadvantaged. The action shall be based on the results obtained through experimentation previously carried out by various subjects on behalf of the Tuscan Regional Authority and on the use of existing telematic networks and all the resources available for distance training, as well as on the possible synergies with achievements and projects of other Regions. It shall, moreover, provide the actual service and use of the service of teletraining by a great number of end beneficiaries, as mentioned above.

The products and actions shall have the following objectives: motivation for learning, information on the training opportunities, guidance, specific discipline contents. The programmes being offered are meant not only for a collective user (groups of classes), but also for individual users. User-centred learning systems will also have to be introduced, which can adjust to the different individual ways of building up information schemes. The users will have to be supported by a tutor.

The project must fall within a framework of integration with the different branches of the training system, including university. Integration should occur above all starting with the recognition of the curricular value of the training activity promoted within this project. To this aim, some agreements with the institutes involved will be made for introducing training credits which can be recognized at the different levels of the

training system, also in view of the trainees wanting to achieve more advanced qualifications or new certificates.

The project shall indicate the number of companies and individuals taking up the offer of teletraining. Moreover, it shall guarantee the following products:

- (a) a model of experimental research to single out and urge the teletraining demand;
- (b) an archive of teaching programmes for teletraining already produced or purchased;
- (c) a central station and peripheral stations equipped for teletraining;
- (d) a detailed monitoring and evaluation report of the project and its impact in relation to the training needs of the end beneficiaries, by keeping in mind what already requested above in terms of equal opportunities and social disadvantage;
- (e) a detailed monitoring and evaluation report of the experimentation carried out in the sector of system integration and credit introduction;
- (f) a plan for a quantitative and territorial extension of the teletraining service;
- (g) adequate actions of dissemination particularly addressed to the operators in professional training and potential beneficiaries. These shall include whatever is relevant that has been produced by the regional system of vocational training.

Amount to be allocated Lit. 2,500,000,000

8.2. Basic services and services for promoting new employment catchment areas (O2/3)

The project for starting up basic services for vocational training shall be implemented paying particular attention to the possibilities of promoting job demand and supply within the new employment catchment areas. With this aim, it shall introduce forms of management and access to the services in order to guarantee equal opportunities between the genders and an impact capacity in relation to the educational exclusion suffered by the socially disadvantaged. To this aim the project shall include the setting up of:

- Services for recognizing the talents and skills acquired by opening special "centres" facilitating the identification of vocational skills possessed by individuals in view of the new employment opportunities. Such centres shall also support the cross-system integration processes and, in particular, the management of the individual training credit portfolios.
- Services for helping creating new businesses within the new employment catchment areas. The relevant action could include both the model of territory-based business incubator and the model of distance incubation.
- Services for supporting the funding of the individual training demand. This service is meant to manage the relationship with individual citizens who are entitled to benefiting from the "study bonus" for training activities related to the new employment catchment areas. The service has the task of ensuring that the potential beneficiaries are informed on their right, of orienting them in the use of the same, of implementing the necessary follow-up of the activity carried out by the organizations where the "study bonus" has been spent.
- Services for the analysis of the company's training needs. It is a service meant in particular for the small and medium enterprises that are not able to adopt corporate training strategies. This service shall help small and medium enterprises to single out and meet the training requirements within each enterprise and are determined by different factors (technological innovations, turnover, etc.). Particular attention shall be devoted to the training requirements related to environmental issues

- Services for raising financial resources from outside the system. It is a service aimed at facilitating access to economical resources which can be raised in particular at a European level by the different subjects. The service shall provide a widespread access to the information on the existing provisions and training activities for the operators of the various organizations involved.
- Follow-up services. It is a sort of service assisting each individual with the aim of providing people who are at the end of their training scheme with a reference point for the search for a professional position both as an employee and as a self-employed.

The project must fall within a framework of integration with the different branches of the training system, including university. Integration should occur above all starting with the recognition of the curricular value of the training activity promoted within this project.

The project shall indicate the number of companies and individuals taking up the offer of teletraining. Moreover, it shall guarantee the following products:

- (a) a model of experimental research to single out and raise the service demand;
- (b) the setting up of permanent services which can ensure a regular working and a regular accessibility;
- (c) a detailed monitoring and evaluation report of the project and its impact in relation to the training needs of the end beneficiaries, by keeping in mind what already requested above in terms of equal opportunities and social disadvantage;
- (d) a plan for a quantitative and territorial extension of the services;
- (e) adequate actions of dissemination particularly addressed to the operators in vocational training and potential beneficiaries.

Amount to be allocated Lit. 1,600,000,000

8.3. Training of new professional profiles in the field of teletraining (O3/2)

The project has the aim of training new professional profiles for the system of teletraining, such as: designers, trainers, tutors. It shall operate primarily in areas where there is already a background of such experiences (as in Pistoia, Poggibonsi, etc.) and shall introduce forms of management and access to the training offer aiming at ensuring equal opportunities between genders and an impact capacity in relation to the forms of educational exclusion within the socially disadvantaged. Training should take place through models of "situated learning". With this aim, it shall provide a training scheme which includes classes, laboratory training, and guided practice in teletraining activities. These activities shall address self-employed and employees of small and medium enterprises.

The project must fall within a framework of integration with the different branches of the training system, and in particular those of the university. Integration should occur above all starting with the recognition of the curricular value of the training activity promoted within this project. To this aim, some agreements with the institutes involved will be made for introducing training credits which can be recognized at the different levels of the training system, also in view of the trainees wanting to achieve more advanced qualifications or new certificates.

Therefore the project shall guarantee:

- (a) training schemes with joint and differentiated sessions for teletraining operators;
- (b) promotion of teletraining activities meant for self-employed and employees of small and medium enterprises;
- (c) a central laboratory and peripheral offices equipped for backing up teletraining activities;
- (d) trainers' teletraining packages;
- (e) a detailed monitoring and evaluation report of the experimentation carried out in the sector of system integration and credit introduction;
- (f) a study on the needs of the field operators;
- (g) a detailed monitoring and evaluation report on the project and its impact in relation to the training needs of the end beneficiaries, by keeping in mind what already requested above in terms of equal opportunities and social disadvantage;
- (h) adequate actions of dissemination particularly addressed to the operators in vocational training and to potential beneficiaries. These shall include whatever is relevant that has been produced by the regional system of vocational training.

Amount to be allocated: Lit. 3,000,000,000

8.4. Certification of the acquired skills and introduction of a credit system

The project's aim is to promote integration among the different branches of the training system and to define the tools allowing citizens to study according to customized training schemes, which are meant to be flexible and certifiable, even though they are implemented through a variety of training institutions. The tools that can help achieving this target and make the training system more open and flexible can be found, among others, in the credit system. Also on the basis of the experimentation carried out within each project implemented during the previous year, we shall make provision for:

- a. laying out a model of certification of the acquired skills;
- b. introducing a system of credits and link actions, within the existing system in the Region, facilitating the trainees to go from one branch to the other of the training system: basic, middle-higher, tertiary non-university and university education.

The project shall indicate the number of institutes and individuals who will use the service and the number of areas in which it will be set up. Moreover, the project shall guarantee the following products:

- (a) a model of experimental research to single out and raise the certification demand;
- (b) a methodological and technical tool kit for certification and accreditation;
- (c) a detailed monitoring and evaluation report on the project and its impact in relation to the training needs of the end beneficiaries, by keeping in mind what already requested above in terms of equal opportunities and social disadvantage;
- (d) a plan for a quantitative and territorial extension of the services;
- (e) adequate actions of dissemination particularly addressed to the operators in vocational training and to potential beneficiaries. These shall include whatever is relevant that has been produced by the regional system of vocational training.

8.5. The introduction of modular teaching schemes linked to the employment services

The project has the purpose of laying out the models of employability based on measures of training support. To this aim, it shall introduce forms of management and access to the training offer aiming at ensuring equal opportunities between genders and an impact capacity in relation to the forms of educational exclusion within the socially disadvantaged. The project shall experiment and produce models, equipped with the matching technical and methodological tools, to be adopted in particular in the case of job seekers or of workers with fixed-term contracts who do not have the necessary skills to access the labour market, and of particular types of professions.

The project shall produce and experiment modules and tools for the acquisition of the individual skills for:

- gaining access to information on labour demand and supply;
- acquiring technical and instrumental skills for employability;
- acquiring cross-sectional and basic skills of the first, second or third level;
- gaining access to information on the training opportunities;
- motivating and self-evaluating the possessed skills and the individual training needs in relation to one's expectations and existing professional opportunities.

The products shall be for an easy use and particularly suited to the users of the employment services. They shall be experimented in special centres as well as within the services for professional guidance, job information centres and youth information centres.

The project shall also guarantee the following products:

- (a) a model of experimental research to single out and raise the demand for training access to work;
- (b) a detailed monitoring and evaluation report of the project and its impact in relation to the training needs of the end beneficiaries, by keeping in mind what already requested above in terms of equal opportunities and social disadvantage;
- (c) a plan for a quantitative and territorial extension of the services and the use of the materials produced;
- (d) adequate actions of dissemination particularly addressed to the operators in vocational training and employment services as well as to potential beneficiaries. These shall include whatever is relevant that has been produced by the regional programme of vocational training.