

**ACCESS TO VOCATIONAL GUIDANCE
FOR PEOPLE AT RISK OF SOCIAL EXCLUSION**

**Edited by Dr Pamela M Clayton
University of Glasgow**

February 1999



**UNIVERSITY
of
GLASGOW**

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Dr Silvana Greco, Laureata in Political Economy, is a researcher for the Fondazione Regionale Pietro Seveso in Milan, Italy, on the labour market, social policy, women's employment and the promotion of equal opportunities. She has worked with Dr Maiello on the evaluation of the two phases of the ERGO programme research on the long-term unemployed and on the contribution of the creation of new occupations. She is currently working also on two research projects into equal opportunities funded under the Framework Four programme of the European Commission. She is bilingual in Italian and German and her other languages include English, French and Spanish.

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Professor Maria Slowey, BComm, Diploma in Social Science, MEd, is Director of the Department of Adult and Continuing Education, University of Glasgow, Scotland. She has been involved in adult education research since 1976. Her research interests include women's participation in adult education and the development of systems for the accreditation of prior and work-based learning, and she has acted as consultant to the Organisation for Economic Co-operation and Development (OECD), the Swedish National Board for Higher Education, the New Zealand Qualifications Authority and the US Advisory Council of Continuing Education. She was closely involved with the development of European Credit Transfer Schemes (ECTS) and was chair of the Trans-European Exchange Consortium (TEXT) working party. Among other activities, she is currently co-chair of the Continuing Education Research Group of the Society for Research in Higher Education (SRHE), a Member of the Board of Trustees of the Women Returners' Network and Editor of the Scottish Journal of Adult and Continuing Education. She has published extensively on adult education, with an emphasis on equal opportunities and access issues. Her languages include English, French, German and Irish.

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CHAPTER TWO

ACCESS TO VOCATIONAL GUIDANCE IN ITALY

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ACTIVE LABOUR MARKET POLICIES IN FAVOUR OF ADULT GROUPS AT RISK OF SOCIAL EXCLUSION

The aim of this two year survey has been two-fold. First and foremost we wanted to investigate and define the main factors that make access to vocational guidance services difficult, if not impossible, for adult groups risking exclusion from the labour market. In the second place, another of the survey's objectives was to provide a series of recommendations and indications for both guidance service practitioners and policy makers so that access for the above-mentioned adults groups might be improved.

According to these objectives, the first section of chapter two defines the adult groups risking exclusion from the labour market or those which might run this risk in the future. This definition stems from literature on the subject and an in-depth analysis of the most significant economic and social indicators. Five adult groups were outlined: adult men between the ages of 40 and 50 made redundant and women over thirty trying, after a ten year absence for family reasons, to return to the labour market; workers with atypical contracts; the long-term unemployed; the immigrant population; the physically and mentally disabled.

In the next section, we wished to provide a synthetic framework of the most significant transformations to have taken place over the last few years in the labour market, both from the point of view of institutional structure and of regulation. Furthermore this framework constitutes the main stages of a modernisation process that has involved labour policies. As far as the latter are concerned, three main models (with particular emphasis on vocational guidance) of local interventions that have been implemented in Italy are described highlighting the strong and weak points. These are: the employment agency, the territorial pact and the job centre. Having covered the economic and social context and that of labour market interventions, the second part of this chapter contains 12 significant initiatives pertaining to organisation and vocational guidance targeted towards the disadvantaged adult groups described in the previous part.

The aim of the final section is to provide some recommendations both to practitioners and policy makers to improve access to and efficiency in the organisations providing guidance services. These observations and conclusions stem both from an accurate analysis of the case studies and a series of interviews conducted, on the one hand, by interviewing experts in the field of structural changes in the labour market and social exclusion, vocational guidance experts and representatives of the social partners and, on the other, by users themselves.

Groups at risk of social exclusion

The following defines the groups of adults at greater risk of exclusion from the labour market, an exclusion which, if prolonged, risks turning into full-blown social exclusion. Those groups of people will be identified for whom active employment policies, such as counselling, guidance, and continuous training, may represent effective measures to avoid or combat this exclusion, which will be discussed in the next paragraph. It is important to underline that the intent here is not to support the thesis according to which these are the only measures that can prevent this risk. Quite the contrary. They become all the more effective when integrated with the application of other active policies and with income support.

We shall attempt in the following paragraphs to illustrate, on the basis of a careful analysis of the major economic and social indicators and of the characteristics of the Italian labour market, the arguments for the selection of the following categories of people:

- i) Adult male workers aged 40 to 50 years who have recently lost their jobs, and women over thirty re-entering the market after a ten year interruption;
- ii) Temporary employees and the self-employed with "atypical" contracts;
- iii) Long-term unemployed;
- iv) Immigrant workers;
- v) The disabled: physical, psychological and mental.

The first thing we note is that economic and social exclusion is not the lot solely of the unemployed or disabled, categories traditionally acknowledged to be socially disadvantaged groups, and which in a labour market without any corrective action are, or tend to find themselves, at the tail end of the line of aspirants for a position. But it is closely connected with the structural and cultural changes that are radically altering the economic system and social fabric of our society. These are, in particular, demographic changes (the ageing of the population and the positive migratory balance), the sectoral, technological, and structural-organisational transformations in production, and, finally, the redefinition of social welfare and of its relative expenditure¹.

A basic characteristic of the Italian labour market is its North-South territorial dualism, by which is meant a territorial divergence in economic and technological development between the Centre-North of the country and the Mezzogiorno, or South², an imbalance in existence before the unification of the country in 1861 and never overcome. The Centre-North is characterised by an efficient industrial sector and production capable of generating levels of demand that absorbs almost the entire local labour force, together with a good part of the immigrant labour force; the

¹ The present system appears weighted on the side of expenditure for the elderly, while the allocation for other sectors of society (the unemployed, young, single women, disabled) is on the whole insufficient. Starting with 1992 there has been a large-scale reform of the pension system and a reduction in the percentage of the GDP spent for social protection, health care in particular.

² The regions that are part of the two major territorial areas are:

The North-Centre:

North-west Italy: Piedmont, Lombardy, Liguria, Valle d'Aosta

North-east Italy: Trentino-AltoAdige, Veneto, Friuli-Venezia Giulia, Emilia Romagna

Central Italy: Tuscany, Umbria, Marche, Lazio

The South (Mezzogiorno)

Southern Italy: Abruzzi, Molise, Campania, Basilicata, Calabria

The islands: Sicily, Sardinia

Mezzogiorno is burdened by industrial facilities providing low levels of productivity, suffocated by an anomalous, hypertrophied service sector, and fosters low levels of demand for labour. The South has remained essentially an economy dependent on external help, with high rates of unemployment, low levels of GDP per capita, and low accumulation rates compared with the North. Add to this the existence of entire regions living in conditions of social degradation, devastated by the Mafia and organised crime.

As can be seen from the analysis of **total occupation in absolute terms** (Table 1), employment increased in Italy throughout the 1975-1985 decade (by over one million units), almost entirely to the advantage of women (Table 6), peaking in 1991, and then began to decline over the years of deep recession from 1991 to 1995. In this period almost one million jobs were lost, less than a third of which were held by women. Slight improvements have been registered starting from 1995, again to the advantage of women (Tables 5 and 6). The data show clearly how from 1973 up to the present there has been a massive entry of women into the labour market. The factors that have allowed this process of feminisation can be summed up in: growth of the service sector connected with the development of the tertiary; the decline in birth rates; a marked improvement in the levels of education³; and changes in the model of participation in the labour market, from the traditional role of housewife and mother to a multiple role model.

The **employment rate** (51.4%) in 1996 remains one of the lowest in Europe, after that of Spain (47.2%), and almost ten percentage points below the European average of 60.3%. This is true of the rates for both men and women. The overall employment rate shows a downward trend over the twenty years from 1975 to 1995, on the one hand because the population increased in absolute terms (by over two million), with a consequent increase in the labour force, and the other, because of the decrease, starting in the nineties, in available jobs in absolute terms. Here too we must distinguish between the sexes. In fact, while male employment rates confirm the overall downturn, the rates for females continue to rise, except for a slight fall between 1992 and 1994. The employment rate settles at low levels because of: i) the territorial dualism discussed above; ii) the low proportion of part-time jobs: 6% for all of Italy (Table 8); iii) the high levels of irregular employment: The National Statistics Institute (Istat) (Istat 1997) estimated some 975,000 irregular full-time jobs in 1996, almost 22.3% of all labour employed in the production of goods and services, while moonlighting accounted for 7.2 million jobs in 1996.

A peculiar characteristic of the Italian labour market is the high incidence of the "self-employed", who, according to Istat totalled almost 5.786.000 million units in 1996, almost 28.8% of all the employed (Table 2). This is virtually a constant level from 1980 on and among the highest in Europe, after Greece (EU average 17.2%). Today, however, the composition has changed: it now includes (together with the traditional categories, such as the large business owners, professional people, craftsmen, storekeepers and farmers) all those employed with "atypical" contracts (workers employed on a casual, part-time, temporary or fixed-term basis, persons supplying maintenance and co-ordinating services, co-operative associated workers and self-employed consultants who are subject to advance withholding tax or individual VAT - a kind of sales tax - registration number). "Atypical" implies a

³ The rates of feminization in the various levels of education lie in the neighborhood of 47% for nursery school and for the years of compulsory education, while it is close to 50% for the upper middle school. At university levels the rate varies depending on the majors or diplomas pursued. Women still seem to prefer the humanities, although majors in the sciences, medicine, law, and political science are chosen by half of those registered. The degree least favoured by women is that in engineering.

different concept of work compared with that of the "typical" worker in the Ford-Taylor type of industrial system, that is the dependant working for an unspecified period with pre-set and rigid working hours in a specific physical place (factory) and space. Today's self-employed have a different concept of that space (which is not defined by the factory, but where home and the work place overlap) and time (working hours are no longer rigidly defined). Earnings are invoiced and not measured in time (Bologna & Fumagalli 1997). This component will continue to grow in the future. Two observations are important to the ends of our research. The first is that the self-employed, compared with dependent workers, have fewer restrictions, but also have very little protection. In particular this new flexible, self-employed and temporary labour force is not subject to any regulation, and enjoys no political and social representation. They have not been represented politically by the Left and the unions until very recently (in May 1998 a new federation - NidiL-Cigl - came into being as part of Cgil - Confederazione Generale Italiana del Lavoro representing the self-employed on "atypical contracts". See case study no. 12) , as these workers are not dependants; nor has it been represented by the traditional parties of the middle and business classes, parties of the Centre, both Catholic and not (Bologna & Fumagalli, 1997).

The self-employed require on-going training and information that allow them to enhance their professionalism in order to remain competitive on the market. The importance for this category of workers of active policies is obvious.

The second observation is that the self-employed worker described by Bologna is not an "Italian" anomaly, emerging at the margins of a solidly founded capitalism, but rather a harbinger of the "post-Fordist" world. This paradigmatic change was first seen in the eighties, era of the great industrial restructuring, of which there were two types. On the one hand companies freed themselves of all tasks not strictly connected with their core business, favouring the creation of small local firms that tender for the "expelled" services. On the other, we have the vertical separation of production processes, creating smaller medium-sized businesses.

The overall **activity rate** has remained more or less constant (at around 58%) during the twenty years from 1975 to 1995 (Table 4), and is the lowest in Europe, below that of Greece or Spain, where the agriculture sector still absorbs a broad slice of the labour force. Few people offer their services in the labour market. But here too we must distinguish between the sexes. The rates for men have fallen ten points, while those for women have increased by as much over the twenty year period. Although the women in the labour force and the employment of women register a constant increment, the latter has increased by only 6%. This means that female unemployment has increased. The low levels of the labour force can be attributed to the low levels of the women's labour force (42.7% in 1996), the lowest in Europe (the European average was 57.4% in 1996).

The **unemployment rate** has increased conspicuously over the whole twenty year period (Table 4), starting from the early eighties, and with the national average at 12.1% in 1996, registering 6.6% for the Centre-North and 20.1% in the Mezzogiorno (Table 9). The percentage also diverges widely between the sexes: 9.4% for men and 16.6% for women nation-wide (Istat data, year 1996). A more attentive reading reveals an important correlation: the phenomenon is positively related to age and negatively to the level of education. In other words, the unemployment rate rises as the age increases and as the level of education decreases (Table 7).

Adult unemployment is concentrated in the Centre-North (the victims of industrial restructuring - a line at the market exit), while unemployment in the South affects for the most part the young (the line is at the entrance). The factors explaining adult unemployment are related to the great structural changes in which the industrial system of the Centre-North in particular has been engaged, and among which,

summarising, we can cite: i) the sectoral transformation from industry to services; ii) changes in the size and organisation of the companies, downsizing large to small and shifting from a vertical organisation to a more flexible horizontal one; and iii) the geographical relocation of companies, from the famous Milan-Turin-Genoa triangle to north-eastern areas and the Adriatic coast.

Long-term unemployment became a significant phenomenon toward the end of the seventies, due to the long economic crisis, assuming unprecedented dimensions from the eighties on. In the stage of economic recovery, however, the effects of the crisis on the length of unemployment have not been followed by a reduction, but instead by an increase in the long-term unemployed on the whole and on the total of unemployed. The rate of long-term unemployment has continued to grow, far exceeding the European average: 65.6% compared with 46.3% in 1996 (Eurostat). While the difference in rates between the sexes is only slight, the divergence among the rates for the different parts of the country has increased significantly: 50% in the North, 66% in the Centre, and 75% in the South. The duration has also increased. The longer unemployment lasts, the greater the probability of not finding work becomes. The reasons for this phenomenon are many, but they can be summarised as follows:

- *loss of motivation and incentives*: this process involves the psychological aspects linked with the search for an occupation; in fact, a direct connection can be drawn between the length of the period of unemployment and the lack of confidence in the possibility of finding a job, the loss of faith in oneself, and problems of mental well-being and physical health⁴; to the more typically psychological aspects must be added the material cost of the search for a position, and the fact that the longer one is unemployed, the fewer the resources available for that search;
- *employers' attitudes of mistrust and diffidence* regarding those who have been without work for a long time: employers tend to hold that the refusal to hire someone who has long been unemployed is motivated by his personal characteristics;
- *real atrophy and ageing of the worker's professional capabilities*, so that companies often perceive his retraining as too expensive;
- *problems of information*, linked with segregating mechanisms in the socialisation between the employed and the unemployed: not only are the employed more informed about the labour market, but the matter is made worse by the fact that working itself is a primary form of socialisation, providing mechanisms of communication that differ from those of the unemployed and to which the latter rarely have access; on one hand information about work alternatives are not easily circulated by the employed among the unemployed, and on the other it is easier for information to be transmitted among the employed. The "seriously" unemployed generally live in a situation of atomisation, in which communication is scarce (Maiello & Maugeri 1994).

Finally, for some years now in northern Italy, and in Lombardy and the north-eastern regions in particular, we are looking at a process of inclusion of **immigrants** in the employment system. As the Second Report on Migration of the Cariplo Foundation ISMU (1996) shows, a substantial number of foreign immigrants now enter the regular labour market, although a far from small number of immigrants are employed

⁴ The empirical evidence for this presents results that merit reflection. For an comprehensive analysis of the psychological effects of unemployment, see Feather (1990). A very broad study which also includes the effects of unemployment on physical health can be found in Whelan, Hannan and Creighton (1991) For Italy, see Crepet (1990), which also contains numerous bibliographic references.

in irregular and temporary jobs in various areas of what is called the "informal economy". The phenomenon of immigration and introduction into the employment system presents widely varied dimensions and facets depending upon the production sectors and territorial areas involved (See table 10, 11, 12, 13), a phenomenon that exceeds current images of a desperate immigration, impelled by poverty, very often illegal, destined to live by expedients, when not by illicit activities.

It is difficult to quantify the migratory phenomenon. This is partly because all foreigners who are self-employed - and in Italy this is a reality of proportions that are no longer negligible (Baptiste & Zucchetti 1994) - are by definition excluded from statistical surveys. There are three models of immigrants' participation in the Italian labour market. First, in industry in particular in the areas of small and medium-sized businesses, which are, in most cases, those most strongly affected by the drop in the birth rate, immigration appears to be destined to fulfil, especially in the future, a function of demographic exchange, replacing generations in blue-collar placements and contributing to the coffers of welfare organisms. Second, the "metropolitan model" present especially in the cities of Rome and Milan where this is concentrated in the tertiary sector and, above all, in domestic jobs (with high rates of feminisation) and where most ethnic entrepreneurship development opportunities are created. Finally, in agriculture where seasonal jobs, often irregular, prevail (Zanfrini 1997).

On the one hand immigrants have to face enormous barriers on entry or rather in order to access a job position. Some of the most important are:

- Obtaining residence permits;
- Cultural and language barriers often in conflict with their original ones;
- Strong prejudice on the part of employers;
- Logistic problems;
- Difficulty with regard to recognition of educational qualifications;
- Competition with local workers.

On the other, most immigrant workers, with the exception of a small minority of autonomous immigrant workers who have been successful in the restaurant sector, can be considered at risk of exclusion from the labour market for the following reasons:

- Jobs obtained are at the lowest hierarchical levels, with very few career possibilities. This triggers off a whole series of problems of a psychological nature linked to discontentment and frustration due to the non-fulfilment of career expectations. This is particularly true of those workers who have medium-high educational qualifications.
- Loss of professional capabilities. This applies, above all, to those workers who fall within the metropolitan model. Workers who come from their country of origin with a store of professional knowledge and high qualifications end up accepting low profile jobs.
- Precariousness: working conditions that are not properly safeguarded.

Finally, with regard to the situation concerning the historically weak groups of the labour market please refer to the summary shown in the table below. According to the estimates of a McKinsey (1994) survey, in 1993 the disadvantaged population in Italy accounted for 6.8 per cent (3.3 per cent non-self-sufficient people + 3.5 per cent self-sufficient) out of a total population of 57,523,000, also bearing in mind elderly people in need of assistance.

Type of disadvantage	Trend	Features
People with mental illnesses	Increasing	Both because of longer life expectancy and the associated higher incidence of senile illnesses and because of the increased social isolation of individuals
People with physical and mental disabilities	Increasing	Disability as a result of accidents and the longer life expectancy of people with disabilities. Decline in congenital diseases
People with terminal illnesses	Increasing	Strong increase in the incidence of AIDS.
Drug-users	Stable	Stable in terms of numbers, but more frequent use of a combination of different substances
Other marginalised adults	Increasing	Strong increase in the number of people unemployed for long periods, immigrants and convicts on parole
Maladjusted minors	Decreasing	Lower birth-rate and less poverty --> fewer abandoned minors --> less permanent assistance, but continuing need for temporary assistance (problems with the law, neediness of family)

Source: McKinsey & Company, 1993.

In conclusion it can therefore be underlined that in Italy the greatest risk factors of exclusion from the labour market and from society are strictly linked to the following variables: 1) Northern-Southern territorial dualism; 2) sectoral restructuring; 3) redefinition of social status and reduction of social expenditure; 4) educational level.

TABLES

Table 1. Employees by sector of economic activity and professional position – Year 1996 (absolute data in thousands)

Region	Total	Agriculture	Industry	Other Activity	Self-employed	Employees
Men						
Italy	12,901	915	4,912	7,073	4,105	8,795
North-Centre	8,894	467	3,757	4,669	2,841	6,052
South	4,007	4488	1,155	2,404	1,264	2,743
Women						
Italy	7,187	487	1,563	5,137	1,681	5,506
North-Centre	5,535	238	1,389	3,908	1,262	4,274
South	1,652	249	174	1,229	419	1,232

Source: Istat – Conoscere l'Italia- Introducing Italy 1997, Istituto Nazionale di Statistica, Roma, November 1997, page 68.

Table 2. Employees by sector of economic activity and professional position – Year 1996 (absolute data in thousand)

Region	Total	Sector of economic activity			Professional Position	
		Agriculture	Industry	Other activity	Self employed	Employees
Italy	20,088	1,402	6,475	12,210	5,786	14,301
Centre-North	14,429	705	5,146	8,577	4,103	10,326
South	5,659	697	1,329	3,633	1,683	3,975

Source: Istat – Conoscere l'Italia- Introducing Italy 1997, Istituto Nazionale di Statistica, Roma, November 1997, page 69.

Table 3. Employed by different professional position - 1995

Position in profession	Absolute data in thousands	%
Total no. of independents	5,770	28.8
Entrepreneur	367	1.8
Professionals	711	3.6
Self-employed or autonomous workers	3,616	18.1
Members of production co-operatives	228	1.1
Co-helper	850	4.2
Total employees	14,239	71.2
Total	20,009	100.0

Source: In S. Bologna, A. Fumagalli, *Il lavoro autonomo di seconda generazione (Second Generation of Self-Employment)*, Feltrinelli, Milan, 1997, page 189.

Table 4. Total (Men + Women) - Key employment indicators

Year	1975	1985	1990	1991	1993	1994	1995	1996
Total employment	1930 3	2022 1	2076 9	2105 0	2036 3	2000 2	1994 2	2003 7
Employment rate population (% population 15-64)	55.1	53.1	53.7	53.9	52.7	51.6	51.2	51.4
Activity rate (% population 15-64)	57.9	58.2	59.2	59.1	58.8	58.3	58.1	58.4
Unemployment rate (% labour force)	4.8	8.4	9.1	8.8	10.3	11.4	11.9	12.0
Youth unemployed (% labour force 15-24)	N/A	29.4	30.0	26.1	30.4	32.3	33.3	33.5
Long-term unemployment (% unemployed)	N/A	65.8	70.8	68.9	57.7	61.5	63.6	65.6
Self-employed (% total employment)	29.5	24.1	24.3	24.3	24.0	24.1	24.5	24.8
Employed part-time (% total employment)	N/A	5.3	4.9	5.5	5.4	6.2	6.4	6.6
Employed on fixed term contracts (%)	N/A	4.8	5.2	5.4	6.0	7.3	7.2	7.5

Source: Eurostat - Employment in Europe - 1997, European Commission, September 1997, page. 125.

Table. 5 Men - Key employment indicators

Men	1975	1985	1990	1991	1993	1994	1995	1996
Total employment	1379 2	1370 9	1366 5	1373 4	1326 6	1294 6	1287 0	1284 4
Employment rate population (% population 15-64)	81.1	73.7	71.9	71.2	69.7	67.6	66.8	66.5
Activity rate (% population 15-64)	83.7	78.3	76.9	76.1	75.5	74.2	73.5	73.4
Unemployment rate (% labour force)	3.2	5.8	6.4	6.2	7.8	8.9	9.2	9.4
Youth unemployed (% labour force 15-24)	N/A	24.5	25.2	22.6	26.6	29.0	29.1	29.2
Long-term unemployment (% unemployed)	N/A	62.9	69.1	67.1	55.4	59.7	62.7	64.1
Self-employed (% total employment)	29.3	28.0	28.3	28.3	28.3	28.4	28.9	29.2
Employed part-time (% total employment)	N/A	3.0	2.4	2.9	2.5	2.8	2.9	3.1
Employed on fixed term contracts (%)	N/A	3.6	3.9	4.0	4.9	6.1	6.0	6.6

Source: Eurostat - Employment in Europe - 1997, European Commission, September 1997, page 125.

Table 6. Women - Key employment indicators

Women	1975	1985	1990	1991	1993	1994	1995	1996
Total employment	5511	6512	7104	7316	7097	7056	7072	7193
Employment rate population (% population 15-64)	30.6	33.5	36.2	36.9	36.3	36.0	36.0	36.6
Activity rate (% population 15-64)	33.5	38.9	42.1	42.6	42.6	42.7	43.0	42.7
Unemployment rate (% labour force)	8.6	13.5	13.8	13.2	14.8	15.7	16.4	16.4
Youth unemployed (% labour force 15-24)	N/A	35.4	35.7	30.3	35.1	36.4	38.6	38.9
Long-term unemployment (% unemployed)	N/A	68.0	71.9	70.1	59.8	63.3	64.4	67.1
Self-employed (% total employment)	30.2	15.8	16.5	16.9	15.9	16.3	16.6	16.9
Employed part-time (% total employment)	N/A	10.1	9.6	10.4	11.0	12.4	12.7	12.7
Employed on fixed term contracts (%)	N/A	7.0	7.6	7.7	7.9	9.3	9.1	8.9

Source: Eurostat - Employment in Europe - 1997, European Commission, September 1997, page 125.

Table 7. Labour force per age, sex and education level

Total Employed (Men + Women)						
Education	Total 15-29	30-39	40-49	50-59	60-64	65 and over
First level	3.9	6.4	23.5	45.1	55.2	54.5
Second level	60.6	49.5	39.6	27.2	20.6	17.6
Third level	35.5	44.1	36.9	27.7	24.2	27.9
Total	100.0	100.0	100.0	100.0	100.0	100.0

Total in search of work (Men + Women)						
Education	Total 15-29	30-39	40-49	50-59	60-64	65 and over
First level	5.1	13.3	43.6	68.8	83.4	40.0
Second level	50.4	50.5	40.8	22.0	11.1	60.0
Third level	44.5	36.2	15.6	9.2	5.6	0.0
Total	100.0	100.0	100.0	100.0	100.0	100.0

Men - Employed						
Education	Total 15-29	30-39	40-49	50-59	60-64	65 and over
First level	4.8	7.0	23.1	44.4	55.9	50.4
Second level	64.7	52.3	41.4	27.7	20.1	17.9
Third level	30.5	40.7	35.5	27.9	24.0	31.7
Total	100.0	100.0	100.0	100.0	100.0	100.0

Men - In search of work						
Education	Total 15-29	30-39	40-49	50-59	60-64	65 and over
First level	6.7	16.4	47.4	69.2	80.0	100.0
Second level	54.6	53.1	38.5	20.9	13.3	0.0
Third level	38.7	30.5	14.1	9.9	6.7	0.0
Total	100.0	100.0	100.0	100.0	100.0	100.0

Women - Employed						
Education	Total 15-29	30-39	40-49	50-59	60-64	65 and over
First level	2.5	5.3	24.2	46.7	52.3	64.8
Second level	54.5	44.8	36.3	25.9	22.7	17.0
Third level	43.0	49.9	39.5	27.4	25.0	18.2
Total	100.0	100.0	100.0	100.0	100.0	100.0

Women -In search of work						
Education	Total 15-29	30-39	40-49	50-59	60-64	65 and over
First level	3.6	10.9	40.2	68.8	100.0	25.0
Second level	46.6	48.5	42.8	24.0	0.0	75.0
Third level	49.8	40.6	17.0	8.0	0.0	0.0
Total	100.0	100.0	100.0	100.0	100.0	100.0

Source: Annuario Statistico Italiano 1996 (1996 Italian Statistics Yearbook) - Year 1995, page 210.

Table 8. Part-time and temporary work, by sex

Sex	Part-time work		Temporary work	
	Italy	European Average	Italy	European Average
Women	12.1	32.0	9.1	12.4
Men	2.4	4.9	6.0	10.6
Total	6.1	16.7	7.2	11.4

Source: Istat - in *Rapporto sull'Italia - Edizione 1997 (1997 - Report about Italy)*, Il Mulino, Bologna 1997.

Table 9. Persons seeking employment by sex and condition - Year 1996 (absolute data in thousand)

Region	Men	Women	Total	% of labour force	Unemployed	Persons seeking first job	Other persons seeking employment
Italy	1,335	1,428	2,763	12.1	1,011	1,204	548
North-Centre	340	553	892	6.6	404	285	202
South	995	875	1,871	20.1	607	919	340

Source: Istat - *Conoscere l'Italia - Introducing Italy 1997*, Istituto Nazionale di Statistica, Roma, November 1997, page 72.

Table 10. Immigrant workers, from outside the European Community, employed in enterprises in: different regions and sector of activity (1994).

Region	1992	1993	1994	1995	1996
North-Centre	54,939	53,836	86,563	75,132	108,998
South	21,548	18,818	19,430	21,155	27,944
Italy	76,487	72,644	85,993	96,287	136,942

Source: Labour Ministry in Istat (1997), *Annuario Statistico Italiano (Italian Statistics Year Book) 1997*, Istituto Poligrafico dello Stato, December 1997, page 245.

Table 11. Non-EU citizens enrolled by geographic division

Geographic division	1992	1993	1994	1995	1996
North-Centre	100,738	70,757	85,206	98,237	112,866
South	22,948	14,211	14,636	13,028	16,638
Italy	123,686	84,968	99,842	111,265	129,506

Source: Labour Ministry in Istat (1997), *Annuario Statistico Italiano (1997 Italian Statistics Year Book)*, Istituto Poligrafico dello Stato, dicembre 1997, page 245.

Table 12. Non-EU immigrants registered in the placement lists by country of origin

Country of origin	Men	Women	Total
Argentina	352	506	858
Brazil	363	1,340	1,703
Capoverde	74	134	208
Chile	207	242	449
China	1,634	1,216	2,850
Egypt	3,572	447	4,020
Ethiopia	558	614	1,172
Philippine	1,558	2,171	3,730
Ghana	1,747	1,220	2,967
India	1,436	323	1,758
Iran	809	513	1,758
Ex-Yugoslavia	9,815	5,557	15,387
Lebanon	432	113	545
Morocco	27,519	5,377	32,896
Mauritius	1,285	854	2,138
Nigeria	1,235	1,136	2,371
Pakistan	2,105	156	2,261
Poland	564	1,288	1,852
Senegal	10,553	531	11,084
Sri Lanka	1,474	881	2,355
Somalia	1,400	1,685	3,085
Tunis	9,424	1,237	10,661
Turkey	430	158	588
Albania	5,889	1,980	7,869
Algeria	1,648	222	1,870
Other Nations	9,782	11,165	20,947
Total	95,863	41,079	136,942

Source: Labour Ministry in Istat (1997), *Annuario Statistico Italiano 1997*, Istituto Poligrafico dello Stato, December 1997, page 262.

Table 13. Non-EU immigrants employed in enterprise by region, professional status – Year 1996

Regions	Generic blue collar	Qualified blue collar	Skilled blue collar	Employed	Total
Piedmont	5,111	1,235	143	109	6,598
Valle d'Aosta	819	129	257	13	1,218
Lombardy	15,886	4,662	2,584	599	23,731
Trentino-Alto Adige	6,655	1,735	95	30	8,515
Bolzano-Bozen	3,731	690	10	5	4,436
Trento	2,924	1,045	85	25	4,079
Veneto	19,314	5,697	848	407	26,266
Friuli-Venezia Giulia	2,591	1,434	405	209	4,639
Leghorn	1,148	529	53	25	1,755
Emilia Romagna	14,376	3,435	258	315	18,384
Tuscany	6,133	1,694	217	205	8,249
Umbria	2,541	232	13	11	2,797
The Marches	3,325	690	106	48	4,169
Lazio	3,744	2,703	57	43	6,547
Abruzzo	2,389	444	31	16	2,880
Molise	90	8	0	2	100
Campania	2,162	29	2	22	2,215
Puglia	2,627	257	21	46	2,951
Basilicata	515	37	1	1	554
Calabria	682	31	3	4	720
Sicily	5,996	567	92	39	6,694
Sardegna	402	99	15	8	524
Italy	95,506	25,647	5,201	2,152	129,506
North-Centre	81,643	24,175	5,036	2,014	112,868
South	14,863	1,472	165	138	16,638

Source. Labour Ministry, in Istat (1997), *Annuario Statistico Italiano 1997 (1997 Italian Statistics Yearbook)*, Istituto Poligrafico dello Stato, December 1997, page 263.

TRANSFORMATIONS IN THE LABOUR MARKET AND DEVELOPMENTS IN VOCATIONAL GUIDANCE

The aim of the following is to provide a general outline of the most significant active labour policy programmes with particular emphasis on life-long guidance and vocational training in favour of adult groups at risk from social exclusion, as defined previously. Before discussing this issue, it is necessary to recall the key points of the reforms under way in Italy concerning the labour market and consequent policies.

The institutional structure and how it is regulated, which have characterised the labour market for more than twenty years, have undergone an enormous transformation as part of the wider national reform of administrative decentralisation. This was ratified by law 59 of 15th March 1997, known as the "Bassanini" (law which takes its name from the Public Functions Ministry of the last Prodi government), as well as from its legislative decrees, whose aim it is to maximise and strengthen the functions of local self-governments (Regions and Provinces) within the framework of the present Constitution.

With the passing of presidential decree 616 of 24th July 1997 in Italy, the definitive shift of division to the Regions was ratified. In fact, this decree states that guidance

activities, vocational training and labour market observation fall within regional competence, while public employment services, unemployment benefits⁵ and incentives to facilitate the hiring of weaker members would be the responsibility of the State.

The consequences of this division were two-fold: i) from the beginning of the eighties, especially in Northern Italy, there was a boom of significant active labour policy initiatives (particularly guidance and vocational training) - the latter, however, were never integrated within a wider employment development strategy; ii) the prevalence of a public employment system entrusted to central administration whose programmes remained of a bureaucratic, certificatory and welfare nature.

As time went by, these became increasingly inefficient⁶, penalising, above all, the weaker groups of the labour market and strengthening private employment channels, which - in most cases - were typified by the personal relationships system. To obviate these serious inefficiencies - and to make the Italian economic system more competitive - with the passing of the Bassanini-inspired law 469/1997 (23rd December 1997), decision-makers introduced four significant reforms.

In the first place, it redefined roles and competencies between centre and periphery by entrusting the Regions and local bodies with functions and tasks pertaining to employment and active labour policies within a general framework of guidance, promotion and co-ordination on the part of the Government (art. 1, para. 3). In particular, the roles and functions for which each institutional level is responsible are summarised in below.

⁵ The wage guarantees foreseen by the Italian legislation are the following: the Wages Guarantee Fund, mobility allowances, and unemployment benefits. **The Wages Guarantee Fund ("Cassa integrazione guadagni")**: a partial or total reduction in working hours, in cases covered by the legislation, activates an intervention by the "Cassa integrazione guadagni", managed by INPS, the social welfare authority. The law envisages two types of initiative, ordinary and special, with identical levels of income supplement: 80% of global remuneration due for hours not worked between zero and 40 per week. **Ordinary wage supplements** are paid to manual, clerical and managerial workers who are suspended or on short time through company situations arising from temporary events (not attributable to the company or the workers) or temporary market situations. **Special wage supplements** are paid to workers in industrial companies in cases of suspension or short-time working due to company restructuring, re-organisation or reconversion, or company crises of particular social importance. This form of wage guarantee can be continued for quite a long time. In both the ordinary and the special cases, the periods spent in receipt of wage guarantee funds can be counted for pension purposes, and the worker retains the right to receive health benefits and family income support. **Mobility allowance**: workers are placed "in mobility" (Law 223/1991), that is, workers who are dismissed and included on the "mobility lists" are entitled to receive income support during the difficult time when they are looking for a new job. This financial support is known as a "mobility allowance" and is paid by the State. The allowance is payable for a maximum of two years and its amount is reduced at the end of the first year. **Unemployment benefit**: workers who become unemployed because of termination of a fixed-term contract, dismissal or resignation are entitled to financial support or "unemployment benefit", provided they are properly registered with their local District Employment Division and meet the minimum contribution requirements. The amount of unemployment benefit is equal to 20% of their average pay over the three months preceding the beginning of the period of unemployment.

⁶ It is noteworthy that existing job-seeker structures only manage to place some 5% of those registered.

Role and Functions of the State

<p>With regard to labour policies the State is obliged to provide:</p> <ol style="list-style-type: none"> 1. Orientation 2. Promotion 3. Co-ordination 	<p>Functions and tasks</p> <ol style="list-style-type: none"> 1. With regard to labour, monitoring of non-EU workers as well as authorisation procedures for opportunities abroad; 2. Reconciliation of individual and multiple labour disputes; 3. Collective disputes of multi-regional significance; 4. Conducting of Job IT System (JIT). - intended as a set of organisational structures, hardware, software and network resources relative to active labour policy functions, both those involving central administration as well as those granted to the Regions and local bodies; 5. Contact with international bodies and co-ordination of relationships with the EU; 6. Surplus of part-time and structural staff (while waiting for the social rationalisation reforms). Joint Examination with the Region regarding CIGs, mobility and job security agreement procedures.
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Role and Functions of the Regions

Public Employment Service	Active labour policies
<ol style="list-style-type: none"> 1. Ordinary 2. Agriculture 3. Performers 4. (On the national list) 5. Compulsory 6. EU workers 7. Home workers 8. Domestic workers 9. Start-up and civil service recruitment 10. Pre-selection and matching labour supply with demand 11. Initiatives aimed to promote employment 	<ol style="list-style-type: none"> 1. Programming and co-ordination of initiatives aimed at increasing employment; 2. Collaboration in projects to employ former detainees and drug addicts; 3. Programming and co-ordination of initiatives in favour of those registered on the job seekers' list (particularly disadvantaged workers, those in mobility, the long-term unemployed, lagging areas etc.); 4. Orientation, programming and monitoring of traineeships, bursaries and socially useful work; 5. Filling-out and keeping of mobility list.

The same decree foresees that regional legislation in each Region (to be issued within 6 months of the decree going on the statute books) will define the administrative organisation and working methods of the functions and tasks granted to the Regions (the latter may delegate part of their duties to the Provinces). As regards this point, interpretations of the decree are not unequivocal. It would appear that the Provinces are assigned significant placement tasks, employment services and initiatives aimed at increasing employment and stimulating the matching of labour supply with demand. The Regions, on the other hand, are entrusted with programming, co-ordination, assessment and control.

Together with redefinition of the roles and duties as well as the transfer of financial resources from centre to periphery according to the subsidiarity principle, the decree provides for a narrowing down of administrative organisation with the suppression of most of the existing bodies and the constitution of new structures with the aim of

guaranteeing integration between employment services, active policies and training policies thanks to collaborative links with a range of economic and social actors operating in the area. In this context, a crucial role is assigned to the social partners.

A third important aspect of the reform concerns a radical overhauling of the current public employment service which, from the end of the 1940s, was declared to be a solely government competence⁷ managed in a monopolist and bureaucratic way by the peripheral structures of the Labour Ministry (District Employment Division) to whom enterprises were forced to address themselves in order to recruit labour. This "constraining" aspect of the public employment service then underwent a series of reforms which cannot be discussed in this instance. At present, the restrictive measures that have survived are the following:

- **Placement of underprivileged groups.** This covers people who have been unemployed for two years or more and workers undergoing relocation. These groups have a preferential right to recruitment when an enterprise with more than 10 employees decides to take on new workers, and 12% of any such new jobs must be reserved for this category of workers.
- **Compulsory placement.** This concerns certain categories of socially or physically disadvantaged people (the disabled, various categories of widows and orphans, refugees, etc.) and enterprises and public administrations with more than 35 employees are obliged to ensure that people belonging to these protected categories account for 15% of their total workforce. At present, a bill aimed at reducing the reserve percentage to 7% and simultaneously increasing the number of employees per enterprise to 15 is under debate in Parliament. The main innovation, however, is constituted by the adoption of a conventional model in employment services-company relationships (as foreseen by the reform) which aims at identifying, case by case, the most appropriate and effective solutions.

From a certificate-type placement managed in a bureaucratic manner with the sole function of registering flows, there has been a transition to the constitution of employment centres (prior to December 1998) managed by the Provinces (art. 4, para. 1e) based on user potential not lower than 100,000 inhabitants.

These should develop in a co-ordinated way: match labour supply with demand (placement); pre-select workers; co-ordinate vocational training (which should assume a training and permanent updating nature); promote and plan active labour policies. The first experiments and manifestations of these structures are the job centres which will be discussed in more detail further on.

Finally, the public employment service should compare itself and compete with the private one. In fact, art. 10 of the above mentioned decree grants private organisations the faculty of mediation between labour supply and demand, subject to authorisation by the Labour and Social Welfare Ministry which is granted if - and only if - the organisations have the requisite legal status.

In short, the reform not only ratifies the end of the public placement monopoly and the admission of private bodies to same, but delineates a totally new placement model which avails itself of sophisticated active labour policy instruments and employment services both with regard to labour supply as well as demand.

⁷ Until recently Italian law expressly prohibited non-public mediation in the workplace. That was until the first 11 articles on casual work pertaining to Bassanini Law 59/97 and Law 469/97 (belonging to the Treu package 196/97). Formerly such areas were governed by Art.27 Law 264/49 and Law 1369/60 concerning mediation by outside commercial bodies on behalf of workforces.

In particular, where job seekers are concerned, information services about the labour market and vocational training, individual and collective guidance courses, skills balancing and counselling managed by practitioners with specific professional qualifications are all envisaged. Moreover, the intentions of the legislator subtended to the reform - confirmed, furthermore, by the first experiments on a local level (e.g. the Labour Centres constituted in 1997 by the Province of Milan) - are to guarantee the integration of the active labour policies conceived within a unitary strategy of local development based on the following principles:

- centrality of the territorial dimension of all programmes;
- connection between the various institutional levels;
- collaboration among the social partners and economic, public and private actors in the planning and development of programmes;
- linkage between productive realities, education and vocational training.

From the above, it clearly emerges how active labour policies and, in particular, guidance and vocational training are assuming increasing importance in support of employment and the fight against exclusion of the weaker groups from the labour market. This trend is in line with a) the employment objectives and strategies implemented by the most recent Governments from 1993 onwards and b) with guidelines on employment for 1998 outlined in the European Council resolution of 15th December.

Furthermore, it is necessary to underline how the words guidance for adults and permanent vocational training (which will be discussed shortly) have, for the first time, become part of the language of laws and official documents. Despite this lag in Italy, significant initiatives in terms of active labour policy programmes have been developed. They may be summarised by three different models:

- the agency;
- the territorial agreement;
- the job centre.

A classification of this type forces us to combine initiatives that contain heterogeneous features and it does not take into account the overlapping which exists. It does, however, allow us to trace some elements that are useful to our discussion which is based mainly on the architecture of the interventions. With this approach, the contents of the instruments that characterise active labour policies, with the exception of some references, are taken for granted.

The Agency

In Italy, the agency, i.e. a body capable of autonomously organising and providing services concerning the labour market in relation to a specific area, has taken on the form, for the most part, of employment agencies. These agencies were established during the first half of the eighties on the initiative of some Regions and autonomous Provinces: Trento and Bolzano, Friuli-Venezia Giulia, Valle d'Aosta, Sardinia. In 1990 Sicily established a regional agency. The aim of the employment agency is to implement local policies in implicit contrast with the traditional modalities for labour policies used by the central administration. These offices created considerable momentum for the preparation of a broad range of activities of a promotional kind, as well as services designed to support the weakest workers in the labour market and to facilitate the matching of labour supply and demand. The nature of the activity carried out has thus led to the constitution of organisational models which are different from those typically found in public administration, swifter in terms of

action and more efficient. These considerations are particularly true of the Trento and Valle d'Aosta employment agencies which, on account of the size of the area and the structures established, best represent the model that we are describing.

During the whole of the eighties these agencies acted as laboratories for the local policies to which they also lent credibility and visibility.

Let us briefly examine the basic elements that characterise this model. In the first place this type of agency has enormous power and legitimacy in the reference area. It has not only instruments, but also funds to manage and therefore exercises considerable power. The drawbacks concern the fact that this power creates relationship problems with other bodies and institutions who feel that their functions and autonomy are limited and threatened. In the second place the agencies dedicate themselves to perfecting intervention instruments: incentives, targeted training, work placement, socially useful jobs, counselling and so on. They therefore create specialists whose objective is progressively to increase the effectiveness of single instruments. The risk involved is an excessive fragmentation of interventions; in fact, over the years an attempt has been made to avoid this through the introduction of a logic by objectives which has allowed for an integration of instruments, that has, however, caused a series of problems. The emergence of specific professional qualifications linked to labour policies, absolutely unheard of in the Italian context, has created problems due to the civil-service type classification of these experts. There is, in fact, the possibility that some technical roles within the employment agencies are covered by people, winners of a regular competition, but coming from other sectors of public administration and altogether uninformed about active labour policies. Last, but not least, it is important to underline the social dialogue element. The social actors actively participate in the orientation and, in certain cases, in the management of these agencies. It is possible to state that the Trento employment office played an important role in transforming a high conflict area like Trentino into an area where collective bargaining is the most prevalent method of solving conflicts. The risk associated with the social partners playing such a marked role is that people chosen for intervention are primarily those representing collective bodies. This point will be discussed again with regard to territorial agreements.

The following table summarises the strong points and the problems inherent in the agency model:

Strong points	Weak points
strength and high profile	conflicts with other bodies and institutions
refinement of instruments	fragmentation
specialist professional profiles	risks of civil-service type
social dialogue	more focus on some targets at the expense of others

Territorial agreements

We define territorial agreements as those agreements between the social partners which aim at the active management of mobility in a specific area. These are, generally speaking, guaranteed and supported by public institutions, which also participate in terms of structures, personnel and the provision of incentives. These agreements were disseminated following the transformations that took place in accordance with Law 223/1991. This law, as explained before, modified the rules that govern both critical moments of the mobility process: redundancy and the hiring

of workers by businesses. With regard to redundancy, law 223/1991 has reformed the detailed and gradual system of interventions in cases of company crises, centred on the Wages Guarantee Fund. Following approval of law 223/1991 the situation is, as briefly as possible, the following. In cases where the company has been affected by a temporary or structural crisis, where the same levels of employment will be sustainable once the crisis has been overcome, the intervention of the Wages Guarantee Fund is envisaged. Where a company believes that it will not be able to sustain the same levels of employment, the system activates procedures on mobility for workers surplus to requirements. These workers, unlike those covered by a wages guarantee fund, are, to all effects, dismissed from the company, but for their relocation, a preferential circuit of job placement is activated - mobility lists - aimed at companies with at least 35 employees. It is law 223/91 which assigns the social partners a role regarding crises in enterprises: both with regard to regulation of access to special income supplements and with regard to procedures for mobility, the law provides for obligations to negotiate and incentives to sign agreements. With the mobility agreements, the social partners have, however, acquired a much larger role which immediately assumed characteristics of temporary substitution with respect to the delays in the public placement system and the lack of instruments regarding active support for relocation which afflicts law 223/1991.

In fact, the agreements foresee, according to various ways and proportions, the creation of active labour policy instruments in support of the mobility processes. The minimum common denominator of the agreements, the basic structure present in all trade union/employers' associations' agreements, is represented by a more or less sophisticated device to favour matching labour supply and demand. This instrument ranges from the simple circulation of information, as in the case of the Assolombarda agreement for the Province of Milan signed by the social partners and the employment agency in March 1992, to the construction of widespread interventions like that of the Province of Varese which subsequently created an integrated system of services targeted at both sides of the labour market. The Varese initiative, activated in March 1991 following the crisis of two companies Aermacchi and Calzaturificio di Varese, subsequently assumed a territorial nature thanks to the choices of the parties in question (primarily those of the Province which should be considered the real driving force of the project) and to the new framework set up law 223/1991.

After the first pioneering experience, this model was extended throughout the whole of Northern Italy giving rise to numerous agreements both regional and provincial. The Primolavoro initiative in Novara can be considered an evolution of this model. Among the merits of the mobility agreements, worth particular note is that of screening the lists of people in search of employment and their reclassification on the basis of more complex and detailed criteria.

In virtue of the fundamental role played by the social partners, interventions within the framework of the territorial agreements were concentrated exclusively or at least principally on workers in mobility or drawing wages from the guarantee fund, thus classifying them as a sort of "illuminated" unemployed, in the literal sense of the object of specific illumination: these workers, in addition to benefiting from a privileged relocation network based on hiring incentives and income supplements, were able to avail themselves of the benefits of active labour policy instruments. A situation of injustice was therefore involuntarily created in the labour market.

A further problem linked to the social partners is that of the excessive weight assumed by collective bargaining. This produces social consent, which is essential to obtain results, but does not produce services. A certain difficulty in passing from the negotiations to the activation of services was noted, because the necessary project and technical resources had not been clearly defined.

This problem was partially dealt with by using highly specialised private companies capable of providing the skills for single interventions. The limitation of this approach is that, in many cases, once contracts with these companies have been terminated, only a small part of the knowledge and ability relative to active labour policies remained in the local areas.

The following table summarises the strong and weak points of the model:

Strong points	Weak points
Social consent	Exclusive target: workers in mobility and drawing wages from the guarantee fund
Activation of services	Excessive weight of trilateral bargaining sessions
Use of specific and sophisticated expertise	Insufficient activation of local resources

Job centres

Job centres concern a set of purely local initiatives whose protagonists are local bodies and, in particular, the communal authorities, assisted in various ways by provincial and regional levels. Activation of these centres or expansion of existing initiatives is, in fact, generally the result of the political choice of many communal authorities to assume direct responsibility for labour policies.

The most structured initiative of job centres is undoubtedly the establishment in Piedmont of Cilos (centres for local employment initiatives) which were promoted throughout the entire regional territory thanks to regional law no. 48 of 1991. A widespread support programme for the creation of job centres was passed by the Province of Milan.

Job centres perform different activities, in particular guidance and counselling for the unemployed as well as support for a match between supply and demand throughout the country; furthermore, in the best cases, they act as points of reference for the planning and development of interventions in the local labour market. The centres are mainly targeted at job seekers but also at businesses and local bodies.

As regards guidance and counselling to job seekers, the service can be structured in a more detailed way by providing for:

- the supply of information;
- guidance in the use of information;
- counselling about possible choices;
- preparing a personalised programme for entry or re-entry into the labour market.

Guidance and counselling also act as a screening procedure with the aim of identifying the real needs of the job seeker and planning specific interventions for those who have the greatest difficulties in finding a job.

Within the framework of support for a match between supply and demand, the centres often encourage or support efforts to screen or reclassify the information available about workers and job opportunities as well as organising their diffusion on a local level. Furthermore they conduct pre-selection activities for businesses.

With regard to interventions aimed at supporting job applications, the centres can help businesses, in particular small businesses, to analyse their own employment needs, both in terms of hiring of new staff as well as requalification of employees.

The interventions targeted at the Communes mainly concern the planning of socially useful jobs.

Alongside these activities, the main function of some centres is to plan active labour policy interventions. In this case, the centres try not to replace or overlap with existing structures and services. On the contrary, their aim is to offer them planning resources, by encouraging different types of collaboration, co-operation, co-ordination and integration. In fact, the centres are created within territorial realities already characterised by a considerable supply of interventions, on which they can base their own projects. For example, the centres in general do not directly develop training initiatives, but "apply" for them within the framework of specific projects, at existing training centres. Although within a common frame of reference, the centres have different configurations due to the fact that they often stem from the evolution of different structures and initiatives.

The need to work simultaneously not only on the supply but also on the demand for labour leads some centres to deal with local development problems.

The weak points of the job centre model lie mainly in the lack of both human and financial resources. The generally high qualification level of the people who work there is frustrated by the impossibility of suitably dealing with user needs. In the second place, it is important to point out that some centres also find it difficult to gain recognition from other bodies and organisations that have been active for some time in the area. In the third place, the wide range of interventions together with a lack of resources forces many centres to make painful choices - to do a lot of things badly and few things well - and generates identity crises. Finally, the strong local rooting often accompanies excessive dependence on the communal authorities which activate the centres in response to a correctly identified need, but without sufficient knowledge of active policies fully to understand operational needs.

Strong points	Weak points
organisational flexibility	lack of human and financial resources
local rooting	dependence on communal authorities
planning logic	difficulty in gaining recognition
wide range of interventions	identity crises

Before concluding this brief report regarding the modernisation of labour policies, we would like to recall some significant innovations introduced on the subject of life-long vocational training targeted, in particular, at adults.

It is well-known that Italy is one of the EU countries with one of the lowest levels of ensuring provision for adult education. For this reason, the 1996 labour agreement between the Government and the social partners underlined the importance of life-long training. The following objectives were set:

a) **to develop ongoing training with the gradual and integral attribution of a 0.3% contribution, with the social partners acting on behalf of the employed and those at risk of becoming unemployed.** This is a strategy which Italy currently also lacks due to the structural characteristics of Italian industry. The diffusion of the small and artisan enterprise, particularly where duty-rotation is normal practice, has determined the prevalence of an implicit training model where most of a worker's responsibilities are acquired via a succession of differentiated work situations

increasing his/her ability to manage fluctuations. Although this model has allowed for the acquisition of basically better skills than those reflected in the labour force's formal qualifications, it must be modified to embrace the new challenges of continuous innovation and globalisation.

b) **to create new updating opportunities**, also targeted at industrial reconversion through the preparation of annual plans both at enterprise as well as area levels, agreed to by the social partners. Such programmes concern both employees (blue collar workers, white collar workers, cadres and executives), autonomous workers, entrepreneurs as well as co-operative members. In this regard, in December 1997 the last Prodi government and the social partners undertook to define a **national plan for adult education**. Indeed, adults can avail themselves of financing for training enhancement (Law 440/97). Within this framework, the agreements already concluded at grass-roots level for the creation of permanent education centres assume particular importance. A learning centre equipped with multi-media technologies usable after-hours by workers was recently created in a building belonging to a large industrial group. This is a unique initiative (within the Italian panorama) of the implementation of the content and spirit of the aforementioned Agreement. Moreover, proposals are also afoot regarding the possibility of introducing a partial deduction of duly-certifiable individual training expenses. Finally, continuous, targeted training constitutes an important instrument for all new ("atypical") job descriptions which, as mentioned in the previous paragraph, creates an important mechanism to ensure that these new job-types do not remain precarious and unclassified. For this reason, in the regulations governing temporary work⁸ a fund financing training initiatives has been established, enlarged by a 5% contribution of the salary paid to workers.

Finally, we would like to point out that one of the cornerstones supporting employment for adult groups are the numerous types of tax incentives and reliefs for enterprises, in addition to passive-type labour policies. The latter were the object of serious consideration by the last Prodi Government, which outlined the main points for a reform of social compensation. The current system, in addition to adequately covering only a small proportion of workers and creating problems of equal allocation, is almost entirely based on the passive procedures of purely financial distribution.

In 1997, a government commission to assess the "Analysis of the Macro-economic compatibility of Social Expenditure" presented a number of reform lines that touch upon many points of the present system. In particular, among the measures proposed is the extension of employment benefits to less-protected workers (small enterprises, artisans and the self-employed) based on insurance-type schemes that could, at least partially, be organised - with the agreement of the social partners - on a contractual basis.

⁸ Ratified by Law 196 art. 1.11 (June 24th 1997) and published in the *Gazzetta Ufficiale*, 4/7/97 edition in response to EU Directive 383 (June 25th 1991).

CASE STUDIES

Acknowledgements

The authors would like to extend their gratitude to all those who contributed to the completion of the case studies.

Special thanks go to the following for their extreme kindness and helpfulness: Mariagrazia Croce, Claudia Piovano and Arezzia Celentano for case study no. 2 *C.I.L.O. di Chivasso*; Alfredo Marelli for case study no. 3 *Network Occupazione Lecco*; Flaviano Zandonai and Nicola Pollari for case study no. 5 *Cooperativa O.R.SO.*; Paola Missana for case study no. 6, *GALDUS Formazione & Ricerca*; Sandro Antoniazzi and Carmela Tasconi for case study no. 8 *Fondazione San Carlo*; Mamadou Ndiaye for case study no. 9 *Extra Center*; Marina Cavallini and Laura Mazzolari for case study no. 10 *Orientamento Lavoro*; Miriam Lavoratorini and Patrizia Beretta for case study no. 11 *DonnaLavoroDonna*; and Maurizio Zanetti and Giulio Giovannini for case study no. 12 *Cgil-NidiL (Nuove Identità di Lavoro)*.

Thanks are also due to all those interviewed. Their experiences have not only brought the case studies to life, but represent a rich source of realistic input with regard to the theoretical issue of guidance and *vis-à-vis* suggestions to policy-makers and practitioners.

Finally, sincerest thanks must go both to Renata Graziato for overall organisation and editing of the research, as well as to Giacinto Andriani for his assistance in tracking down bibliographical sources and looking after the graphics and to Carey Bernitz for her translations into English.

Methodology for the selection and construction of the 12 case studies

The twelve case studies, services providing counselling, vocational guidance and training, have been selected only from the North of Italy, in particular in the regions of Lombardy and Piedmont, only because of time and budgetary constraints. It has to be underlined, however, that the Northern part of Italy has a richer tradition in the field of labour market policies than the South, as explained in Part I.

The selection and construction of the 12 case studies are based on two elements. First, the selection of the case studies was made on the basis of the following criteria:

1. **Defined target groups.** five groups of adults risking exclusion from the labour market defined on the basis of an accurate analysis of the labour market and key social and employment indicators as outlined in Part 1:

- Men between 40-50 years who have recently lost their jobs and women over 30 years who are returning to the labour market after a ten year break;
- Employees and self-employed on 'atypical' contracts: i.e. workers employed on a casual, part-time, temporary or fixed-term basis, persons supplying maintenance and co-ordinating services, co-operative associated workers and self-employed consultants who are subject to advance withholding tax or individual VAT registration number.
- Long-term unemployed;
- Immigrants - Ethnic minorities;
- Persons with physical and mental disabilities, psychological illnesses.

2. **Criteria related to the effectiveness of employment counselling and adult guidance.** The concept of effectiveness has to be related to the extent to which

users are prevented from being at risk of labour market exclusion or to their entry and re-entry in the labour market:

- *Centrality of the person* means the service has to be user-centred. In other words, the awareness that each person has specific needs is fundamental. Each person of one of the defined target groups cannot be considered part of a homogeneous group. Therefore the services will be more and more effective if the services are personalised on the specific needs of the users.
- *Local dimension*. The services and the planning of specific interventions have to be made on the basis of a specific territory and target groups.
- *Networking*. Linkages between service providers, social partners and institutions at different levels to avoid waste of resources.

Second, after having chosen the services on the basis of the above mentioned criteria the services or organisations were contacted. One or more visits to the centre or service were made to gather materials and information on the service and to submit for an interview the practitioners and the users of the centre. All interviews were recorded, following specific interview schedules.

Case study no. 1

Centres for Local Employment Initiatives (CILO)

CENTRI DI INIZIATIVA LOCALE PER
L'OCCUPAZIONE (CILO) -
CENTRES FOR LOCAL EMPLOYMENT
INITIATIVES

This case study concerns the principal characteristics and active policy measures inherent in Centres for Local Employment Initiatives while another case study (no. 2) will consider one Centre (Chivasso, in the province of Turin) in greater detail.

A History, Context and General Structure

As approved by Piedmont Council, regional law no. 48/1991 enables municipal authorities to institute Centres for Local Employment Initiatives targeted in approximate relation to identified areas of unemployment. In terms of employment policy, this implies the devolution of decision-making from regional level to that of the Communes. The latter, hence, are in charge of the running as well as, more importantly, the delineation of such programmes, independently defining and developing resources wherever local conditions dictate there to be the necessity. Law no. 48/1991, therefore, may be described as the legal framework for the following blueprint⁹:

- to act at a local level in accordance with devolved decision-making;
- to operate according to given goals;
- to determine targeted sub-sets according to specific characteristics;

⁹ C. Maugeri, 'La promozione dei Centri di iniziativa locale per l'occupazione e le condizioni per una politica locale del lavoro', in *Disoccupazione e politiche locali del lavoro. Modelli, esperienze, progetti in Piemonte e in Europa*, M. Maiello and C. Maugeri (Milan: Franco Angeli, 1994)

Access to Vocational Guidance

- to define policy initiatives in relation to specific characteristics and needs of the target groups;
- to identify other potential local bodies able to contribute to the programme;
- to formulate well-organised programmes in terms of administrative accountability.

The Communes institute and manage the CILO and are held responsible for all facets of the Centres' institution and administration. The Centres are expected to establish face-to-face contact with the public showing themselves, that is, to be approachable and essentially trustworthy, in direct contrast to time-honoured bureaucratic tradition.

Local councils implementing such Centres can expect Regional financial assistance. The other support services provided by the Region include, first and foremost, planning development and resource access consultancy. The Region will additionally underwrite ongoing and pragmatic staff training programmes, centred upon active involvement, multi-disciplinary techniques as well as an ability to offer a comparative critique during the development phase. Furthermore, the Region's services will be made available in the non-partisan development of associated actor networks and in the co-ordination of inter-Centre links as a way of encouraging information-sharing. Finally, the Region will provide and update software for the management and use of data-banks.

B Functions, Target Groups and Content

The Centres' aim is to provide the widest possible variety of career- and job-seekers with a useful support service, differentiated according to different user categories. Understanding this diversity of user needs is an essential part of the Centres' work, involving a careful screening process based upon individual analysis and subsequent socio-economic clustering. Overall, two distinct functional sub-groups emerge from the Centres' activities:

- counselling (direct services);
- planning (indirect services)

Direct services may be divided into three discrete activities:

- a) a user-orientated job-seeking tool, articulated structurally, subjectively and objectively. By taking the user and his/her typical method of job-seeking into account, this function develops individually tailored optimal search strategies. This is particularly useful where the user demonstrates difficulty, uncertainty or lack of confidence in ultimately obtaining work;
- b) an information source regarding legal matters, training opportunities, labour market profiles etc.;
- c) an academic-professional guidance body for those in either education or employment who seek solutions in the short term.

In some cases, the above mentioned screening process means that this support and information role, in close liaison with other bodies and resources already *in situ*, may be aimed at specific types of job-seeker. Equally, however, screening also identifies the numerous job-seekers who are capable of acting autonomously.

The Centres' activity, though, is not only concerned with direct services. Through them, Piedmont Council intends to encourage and promote the development of a region-wide planning culture by maximising the potential of specifically-aimed plans, rewarding resource-sharing partnership proposals, developing common programme guidelines and instituting checks-and-balances procedures in the areas of resource administration and result publication.

At the heart of the Centres' philosophy lies the premise that determined involvement with the long-term jobless and those in society most at risk of becoming unemployed requires the assistance of numerous other actors and bodies, at both the planning and

operational stages. Indeed, the existence of what is known as the weak segment of the labour force is not only due to given characteristics (such as being un/underqualified) but, above all, to the fact that they are restricted by a series of handicaps which neither they, nor their families, are able to redress. Such a strong correlation between weakness in the labour market and handicaps explains why no single body is able to combat job-seekers' difficulties. This constitutes, therefore, an important element which makes the staff involved more motivated to seek positive policy results through dialogue and co-ordination with other local bodies and resources. Thus, right from the planning stage, different authorities are encouraged to pool their efforts in an attempt to work on behalf of target groups whose lack of labour market penetration is the result of the convergence of a number of negative factors. In this light, the Centres attempt to propose task-linked plans of action to other parties involved, predicated upon the varying characteristics of differing sections of the unemployed and those at risk from same.

As regards organisation, the Centres are intended to be slimline and flexible and not a great deal is needed in terms of technology. Important, however, are rooms functional to the nature of the work in hand. Above and beyond technical requirements, the Centres' greatest resource has to be its personnel. The whole success of the venture depends upon the professionalism and dedication of their staff. Two basic types of (qualified and motivated) staff may be identified: one to look after planning, co-ordination, supervision and PR *vis-à-vis* other local bodies, and another capable of dealing with the public. As a way of departing from the traditional interpretation of what office personnel are like, motivated and service-orientated individuals would clearly appear to be significant prerequisites.

C Breakdown of Activities

The Centres' principal activity remains planning. The main schemes offered by the Piedmont Centres are illustrated below in table form. The purpose here is to provide a breakdown of the various activities undertaken to help the jobless find employment. As may be noted, initiatives are classified in direct relation to the target groups they are aimed at. Such sub-sets are not preconceived and are only arrived at in strict relation to local circumstances. In recognition of project diversity, therefore, each activity described ought to be considered in an extremely flexible light. Certain trends amongst programmes, nevertheless, do appear. Once again, it is opportune to point out that the majority of schemes summarised below are products of co-operation with other local bodies and agencies.

A number of the Centres' activities mentioned previously do not appear below. These include, for instance, informing, screening and counselling functions, as well as data production inherent to the matching of labour demand with supply (an activity common to all Centres, though not necessarily limited to specific target groups). Labour market studies are only listed where they have a direct bearing upon given sections of the work force. Also omitted are EU programmes e.g. Now, Youthstart, Horizon and, a more recent addition, Adapt. Such initiatives are jointly co-ordinated at regional and provincial level.

CILO	Target groups and programmes
Alba	Drop-outs programme; teacher training for the disadvantaged; Restart scheme for immigrants
Arona	Restart schemes for the disadvantaged, the long-term unemployed and Guarantee Fund recipients; Community Labour scheme for the long-term unemployed
Asti	Restart schemes for the long-term unemployed and Guarantee Fund recipients; Community Labour scheme for the long-term unemployed; Prison Enterprise Scheme for detainees
Borgomanero	Dropping Out of Education programme and Study programme for drop-outs; School-Work sandwich scheme for young people; Community Labour scheme for Guarantee Fund recipients
Bra	Community Labour schemes for the long-term unemployed and Guarantee Fund recipients; grants and temporary placements for the low-skilled
Carmagnola	Business training for young people; Community Labour schemes for the long-term unemployed and Guarantee Fund recipients
Casale Monferrato	Community Labour, School-Work sandwich scheme and Co-operative scheme for young people; Community Labour schemes for the long-term unemployed and Guarantee Fund recipients
Bassa Val Susa e Val Cenischia	Business training for young people; Restart scheme and Social Co-operative for the disadvantaged; Community Labour scheme for the long-term unemployed
Fossano	Restart scheme and Prison Enterprise Centre for detainees
Ivrea	Employment grants for drop-outs; Community Labour schemes for the long-term unemployed and Guarantee Fund recipients
Moncalieri	Community Labour scheme for young people, the long-term unemployed and Guarantee Fund recipients
Nizza Monferrato	Academic guidance and School-Work sandwich scheme for young people; Community Labour schemes for the long-term unemployed and Guarantee Fund recipients
Omegna	Career catalogue for young people; Community Labour schemes for the long-term unemployed and Guarantee Fund recipients; Business Training for the long-term unemployed
Pinerolo	Retraining schemes for the disadvantaged, immigrants, the long-term unemployed, Guarantee Fund recipients and detainees
Rivoli	Restarting in Business courses for drop-outs; School-Work sandwich schemes for young people; Community Labour scheme for Guarantee Fund recipients
Settimo Torino	Community Labour scheme for drop-outs; work placements for young people; Restart support for the disadvantaged
Tortona	Dropping Out of Education study for drop-outs; Community Labour schemes for the long-term unemployed and Guarantee Fund recipients
Verbania	School-Work sandwich schemes and job creation for young people; Social Co-operatives and <i>Retravailer</i> scheme for women; Social Co-operative for the disadvantaged; Community Labour scheme for Guarantee Fund recipients

Case study no. 2

CILO of Chivasso

CILO OF CHIVASSO

Commune of Chivasso

Palazzo Santa Chiara

Piazza Alberto Dalla Chiesa, 5

I - 10034 Chivasso (To)

Tel. +39-011-911.52.14

Fax +39-011-911.29.89

Opening Hours: Tuesday, 15:30 – 18:30; Wednesday, 09:30 – 12:30; Thursday, 15:30 – 18:30; Friday, 09:30 – 12:30.

Contact persons: Mariagrazia Croce, Claudia Piovano, Arezzia Celentano

Foreign languages spoken: Italian, French.

Philosophy

“Educating about job-seeking, developing individual independence and assertiveness, rather than simply acting as an intermediary between labour demand and supply”.

A History, Context and General Structure

Chivasso is a small town near Turin (capital of the Piedmont region) which today boasts a population of 24,500 inhabitants. Prior to industrialisation in the Sixties, the industrial system of the area around Chivasso was centred upon agriculture, commerce and craft. With the advent of the automotive industry, Lancia opened its plant headquarters in Chivasso. However, following industrial restructuring, the plant closed down in 1991. The repercussions for economic development and employment levels were devastating owing to the fact that the automotive industry had almost entirely absorbed the work force to the detriment of other production areas. Adult and youth unemployment alike increased at a dizzy rate. On the one hand, those most strongly affected were male and female skilled workers over the age of thirty and, on the other, young people under the age of 29 (56% of the total number of those unemployed). It was in this type of socio-economic context that CILO officially opened its front office in the Chivasso District Employment Division (see case study no. 1). This acted as back-up to the Informagiovani (Youth Information Centre) front office founded in 1986 whose main aim was and continues to be directed towards youngsters in search of their first job by offering them an information service regarding new job opportunities as well as creative and recreational initiatives (sport and tourism). The staff complement of both organisations comprising CILO Informagiovani and CILO - Lavoro are linked to the Council for Community Affairs (Assessorato degli Affari Sociali) and consequently the Labour Council (Assessorato al Lavoro) and is divided up as follows: one part-time employee who runs Informagiovani and deals with contacts with schools, cultural and sports associations as well as the Youth Council of Turin (Assessorato alla Gioventù) and two full-time and one part-time employees who work at CILO - Lavoro. The people working for CILO are employed by the O.R.SO co-operative (see case study no. 5) in accordance with a convention stipulated with the Commune of Chivasso. All CILO and

Informagiovani heads and practitioners are highly qualified (having either degrees or degree diplomas) in a specific field.

B Functions, Target Groups and Content

The underlying philosophy of the services and activities offered by CILO - Lavoro is educating people about active job seeking, reinforcing potential and assertiveness, always seen as a vector of specific needs. Consequently, the objectives proposed are of both a general and specific nature. With regard to the former, CILO - Lavoro's aim is to actively promote integration into the labour market through a targeted labour support service, directed towards the unemployed with particular focus on the long-term unemployed. Its specific objectives meanwhile are as follows:

- to improve appropriate job seeking abilities;
- to create the conditions for an initial professional re-evaluation of individuals;
- to induce individuals to think about their work potential, encouraging them to acquire a labour-oriented mentality (devise professional strategies).

CILO - Lavoro's fields of activity which are not targeted towards a specific user group, can be divided up into three main areas:

Information about the labour market

This service, offered by means of a front office open to the public on certain days of the week, is a place where the user can autonomously collect information about the following subjects:

- functioning of the District Employment Division;
- job seeking methods (job application, interviews, advertisements, open competitions);
- application references (company lists, facilitated application enquiries)
- autonomous work and community support
- labour legislation;
- workers' rights and obligations.

Support activities, guidance and counselling

After initial contact with the front office practitioner, the user may, at his/her own discretion, fill out a personal data card. Following this, an appointment is made for face-to-face *counselling* (in its broadest sense); during this interview a CILO card containing a series of in-depth information regarding the user's qualifications, past professions and future projects will be created. This card and the personal data card comprise a data bank, currently only available on paper, and represents useful back-up both to support matching labour supply and demand as well as reaching assessments.

Counselling includes a number of different spheres that are not standardised, but based on the needs of the individual user. These can be summarised as follows: analysis of professional skills; guide to training courses and job seeking strategies; work for the development of individual potential and self-esteem; career path consulting; and guidance about other organisations as well as useful services for personal and professional growth (e.g. local health units, social welfare consulting etc.).

Planning activities

Based on a specific analysis of the socio-economic context and in-depth knowledge of labour demand stemming both from private and public industry, a number of proposals concerning labour market integration/reintegration have been developed in detail.

C Access

CILO di Chivasso enjoys an excellent reputation not only because it offers part of a range of services offered by the Labour Council but also because of the high level of communication and promotion strategies implemented. The targeted marketing approach pursued by the CILO practitioners is based on the conviction that the user, particularly if he/she belongs to the weak (or very weak) segments of the labour market, is unlikely to contact "institutional" or "public" places to obtain information about labour demand. Hence the idea of discovering places frequented by workers in search of jobs such as recreational or meeting places - cafes, libraries, etc. Strategies and methods vary according to user groups.

D Networking

Importantly, CILO's work is characterised by the fact that it is deeply rooted in the area, since CILO's ultimate aim is to promote local employment initiatives through existing contacts - the public employment service office, trades-unions and companies - and the creation of initiatives increasingly suited to market requirements. It is therefore of crucial importance that CILO maintains and develops its network of relationships with the various socio-economic actors operating in the area, in addition to institutional ones such as, for example, the Employment Agency, the Turin Labour Council, the Piedmont Region and the training system. The greater the collaboration between the above mentioned, the more efficient and quick is job integration planning.

E Outcomes and Assessment

Every 8 months CILO di Chivasso conducts a systematic user follow-up in order to acquire an in-depth knowledge of labour market changes and the relative consulting procedures to use. According to the latest analysis (May 1997) based on October 1995 - September 1996 data, the following results emerged. 63.2% of the users interviewed had found work, 35.0% were in search of employment, while the remaining 1.7% were on training courses. The strong points of this service indubitably lie in the centrality of the size of the area and a holistic approach towards the individual user, in excellent labour market knowledge, in the close relationship with industry and the carrying out of assessment surveys. Finally, it is important to point out the high professional level of the practitioners' qualifications, both in the pedagogic as well as economic and administrative areas. Its weak points, however, include not only a lack of funds and technology (computers, telephones) but also suitable structures for the disabled.

Interview no. 1

Group category at risk of social exclusion: Long-term unemployed

Name, age and nationality: Roberto Alberand, aged 35, Italian

Qualification: Accountancy diploma

Resident in: Turin

Foreign languages: Basic English and French

"I am looking for a job and have been registered with the Public Employment Service since January 1991. Last year some friends from Castelrosso told me about *CILO of Chivasso* where they were holding a Regional Council-funded "Socially Useful Work" course. In order to obtain a diploma as an IT systems technician I subsequently attended the above. Thanks to the training days held by CILO experts in the field, my ability to face the world of work, write and circulate my CV increased considerably. I now understand how to prepare for an interview, how the employer sees me, how he perceives me and what he's looking for. Understanding what they are looking for helps me to avoid some of the 'errors' that I committed in the past. Lastly, thanks to CILO I have improved my qualifications, making me more marketable. Compared to CILO's method of counselling, the Public Employment Service is more difficult, more bureaucratic."

Interview no. 2

Category of groups at risk of social exclusion: Immigrant, long-term unemployed, female

Name, age and nationality: Zuzo Nazifa, aged 29, Yugoslav

Educational qualification: Secondary School Certificate

Resident in: Chivasso (To)

Foreign languages: Serbo-Croat, good command of Italian

"During the Bosnian war, three years ago, I fled from my country (Bosnia) with my husband, a civil engineer and my two 11 and 8 year-old sons. We live in a council house, which was assigned to us by the Commune of Chivasso. Although my husband is presently employed as a blue-collar worker, I have not yet found a job. I have a good command of Italian, which I learnt by attending a course lasting one hour a week. Last year I obtained my Italian secondary school certificate because the Italian government does not recognise the Yugoslav school certificate. I learnt about CILO one year ago through a friend who works at the Commune and who is in charge of council house assignment. Thanks to the enormous accessibility, patience and humanity shown by the CILO practitioners (who I now almost consider friends), I now have a better perception of the Italian labour market. Furthermore, I have now also become autonomous *vis-à-vis* job seeking. I am prepared to do any type of manual labour: cleaning, factory work, baby-sitting. Since I am not on the dole, I urgently need to earn money in order to help support not only my immediate family but also my parents. Although I have applied to both Lancia and Laurian (a spectacles factory), I have never been contacted for an interview. I can't find a job. I really can't find a job. Perhaps because I'm a foreigner..."

Interview no. 3

Category of groups at risk of social exclusion: Temporary worker

Nationality and age: Italian, aged 25

Civil status: Unmarried

Educational qualifications: Diploma as a textile consultant

Resident in: Chivasso

Foreign languages: Basic knowledge of English

"I learnt about Chivasso from my sister and her boyfriend. After obtaining my diploma, I worked as a waitress and after that in the textile sector, in a factory and at the post-office. However, these were always temporary jobs. No one has ever hired me on a full-time basis. I have been registered with the public employment service since the age of 14 but, even when I was unemployed, I have never received any type of unemployment benefit. I was recently offered a job opportunity, which I was unfortunately unable to accept because it was too far from home. Owing to the fact that I neither have a car or a licence I wouldn't know how to get there. The practitioners at CILO (which I visit once or twice a week) have helped me enormously. On the basis of my educational qualification they have told me who to contact, where to apply in order to find a job, how to approach the labour market, what newspaper ads to read, how to write a CV and how to behave at an interview. I used to break out in a cold sweat before each interview, now I don't have any problems speaking. Well, by dint of having so many interviews... They helped me by giving me some extremely useful tips. They told me what questions they were likely to ask as well as what questions I myself should ask. Furthermore, they obtain information about job opportunities. I have now been working at the post-office for three months. I am happy to do any type of work except for heavy-duty work such as in a foundry or illegal work. I find having a temporary job hard to accept for a number of reasons. First and foremost, I cannot get married, my boyfriend and I couldn't survive on only one income. Then, I have to stay at home the whole day. It's really depressing. Once you've cleaned the house, watched television, you go out and what have you done? Nothing. With these temporary jobs, I know that one month before the contract ends I will have to start looking for a new job. I am presently doing a company management and technical training course. The course lasts for one year (5 hours every morning) and you obtain a certificate in office IT systems. Since I am now working, I hope that I will be able to finish the course. I really hope to make it..."

Case study no. 3

Network Occupazione Lecco

Network Occupazione Lecco

Via Visconti, 51

I - 22053 Lecco

Tel. +39-0341-284.434

Fax +39-0341-286.365

Opening Hours: Monday -Friday, 09:00 - 12:30 and
14:30-18:30

Contact person: Alfredo Marelli

Foreign language spoken: English

Philosophy

“An effective active labour policy intervention should be based on collaboration and integration between numerous economic and institutional actors and social partners.”

A History, Context and General Structure

The Network Occupazione Lecco association was founded in 1994 by various economic and institutional actors in order to remedy the serious economic and employment crisis underway in the Province of Lecco with its population of 300,000 inhabitants. This is located some fifty kilometres north of Milan, capital of the Lombardy Region, and boasts about 22,000 businesses. The logic underlying the association's constitution was to develop and implement active labour policies to support local economic development within a framework of collaboration and integration among public institutions and social partners in respect of individual skills, maximising and rationalising the services already offered by Lecco's Provincial Office within the District Employment Division.

The association signatories are the following: the peripheral institutions of the Ministry of Labour and Social Welfare (the Lombardy Employment Agency, the Lecco Provincial Labour and Employment Office), the provincial administration (Provincial Administration of Lecco), some local bodies (Lecco Chamber of Commerce, Industry, Craft and Agriculture, District of Lecco), the social partners of Lecco and the Province (Employers' Organisation - Artisan Association - CNA - of Lecco, the Association of Builders and Similar of Lecco and the surrounding area, the Lecco Province Association of Small and Medium-sized businesses and the Lecco workers' organisations - Cgil, Cisl, Uil).

There are basically two components comprising the managerial and organisational framework: the Management Committee and the operative structure. The Management Committee consists of a representative from the Lecco Provincial Labour Office, the Lecco Provincial Administration, the District of Lecco, the Lecco Chamber of Commerce, Industry, Craft and Agriculture, the Lombardy Employment Agency and each of the entrepreneurs and trades-union associations. Its function is guidance, control and assessment, as well as outside representation operating in close collaboration with the bodies in charge of economic development in the area. Based

on an in-depth knowledge of the labour market situation, the tasks of the committee are as follows:

- directing labour market policies and orientations;
- rationalising the use of existing tools/services and creating specific services targeted at matching demand/supply, as a way of encouraging new job opportunities;
- implementing tests and validations on the results of Network initiatives.

The Management Committee acts in close two-way collaboration with the Entrepreneurial and Trade Unions Associations to receive the necessary inputs and outputs to improve their knowledge and fuel system-wide opportunities offered as well as to facilitate the development of constructive trades-union relationships.

The headquarters of the operative organisation, whose duty it is to implement Association initiatives, is situated at the Lecco District Employment Division. This operates by using personnel from the Provincial Labour Office and includes three employees: one full-time and two part-time. The Association management software is provided by the Lombardy Employment Agency.

The financing sources of Network Occupazione Lecco mainly derive from the Lecco Provincial Administration, the Lecco Chamber of Commerce, Industry, Craft and Agriculture in addition to other indirectly involved bodies and institutions, as well as from regional legislation and EU schemes.

B Functions, Target Groups and Content

The activities conducted by Network Occupazione Lecco either directly, or in collaboration with other Bodies and associations, are as follows:

1. Activities pertaining to obtaining results from territorial development surveys

In conjunction with the relevant public bodies, the Association Network Occupazione Lecco collects data obtained from monitoring economic and employment trends within main sectors in Lecco Province, with a view to identifying areas and divisions potentially capable of creating new employment. This activity is co-ordinated by the Management Committee by means of the publication *News*.

2. Census Activities

The association carries out censuses and constantly updates the names, personal data, residence and telephone numbers, qualifications, profiles and professional characteristics, educational qualifications and pension status of workers undergoing relocation or affected by lay-offs (Extraordinary Wages Guarantee Fund). These are inserted in the computerised data bank, thus allowing for rapid quantification of labour supply. Collection of this data is integrated with data from the Labour Office, with information provided by the Entrepreneurs and Trades-Union Associations. This information is processed periodically and circulated in the shape of a catalogue and then transferred to the Employment Agency. It is then made available to companies.

3. Preselection Activity

Census-taking is integrated by a preselection activity conducted by the District Employment Division and transferred to association software. It is then made available to the Entrepreneurs' and Trades-Union Associations and the Employment Agency.

4. Information/data activities regarding job vacancies both in the public and private sector

The network collects and provides the user with information regarding job vacancies in the private sector by sifting through advertisements in the local press and keeping in close contact with the District Employment Division.

5. Guidance, personal motivational retraining and training for reintegration into the labour market.

As regards employment services, training courses involving motivational retraining and vocational guidance are provided for those in search of work. The aim of these is to understand personal situations, sound out workers' potential, direct them in the search for new job possibilities/opportunities and help them to overcome the idea of no longer being "indispensable". All this is backed up by personal interviews and individual consulting. Although these activities are targeted towards everyone, particular emphasis is placed on women and the long-term unemployed. Within the context of these courses, characterised by Job Club initiatives, active search techniques are taught along with how to compile a curriculum vitae, answer an advertisement, draft job applications, undergo interviews, etc. These activities are not directly conducted by the association but delegated to specialised training bodies, using funds, if any, provided by regional legislation.

6. Activities pertaining to training, professional enhancement and refresher courses. Professional requalification and reconversion.

The association provides information about professional training courses in the Lecco area as well as organising and planning professional training and professional enhancement ("returning to school" to obtain basic qualifications, a foundation in IT and foreign languages etc.) courses. It also organises professional sectoral requalification/reorganisation courses as well as promoting qualifications considered lacking with respect to market demand (these involve short in-company training courses). This activity also concerns refresher and /or professional requalification courses for workers subject to the Extraordinary Wages Guarantee Fund. These courses are conducted by vocational training institutions in the Lecco area as well as through the promotion of equal opportunity initiatives.

7. Analysis of the professions for which there is the strongest local labour market demand.

In order to implement vocational training and requalification for users in an appropriate manner, the Network conducts analysis pertaining both to the characteristics of the workers on the mobility/Extraordinary Wages Guarantee Fund list as well as the training requirements in the area, studying the duties and professional skills for which there is the strongest local labour market demand. This is obtained through a census of job opportunities using the software provided by District Employment Divisions in collaboration with the Provincial and Labour Office.

8. Outplacement activities

The Network provides informative support and consultancy for the start-up of outplacement activities targeted towards maximising individual professional and human qualities. This service is carried out by the Network, in conjunction with private organisms for the possible organisation of individual or collective training courses.

9. Fresh entrepreneurial initiatives

The network informs and provides consultancy for the setting up of small businesses and co-operatives. This service is carried out in conjunction with entrepreneurial associations, the Lombardy Employment Agency and private organisms dealing with the organisation of appropriate training courses for the self-employed.

10. Activities pertaining to the promotion of socially useful jobs

The Network liaises with Public Administrations and local Lecco-based bodies for the development of projects and socially useful jobs devised by the above mentioned Administrations, availing itself of workers undergoing relocation, workers subject to the Extraordinary Wages Guarantee Fund or the long-term unemployed.

Network users include businesses in search of people with specific professional skills whom they are unable to find through traditional channels (placement and newspaper advertisements) as well as job seekers. According to the data obtained from the Network Occupazione Lecco IT data bank, in September 1997, the users in search of jobs are both male and female, Italians and foreigners. From a quantitative point of view there are more women (64 per cent) than men (36 per cent). Where the foreign immigrant population is concerned, meanwhile, this ratio is inverted: 83.7 per cent men and 16.3 per cent women. Approximately 50 per cent of the male users are under 20 and up to 25, while the average age for women is slightly higher - between 20 and 30 (table 14). With regard to education, users hold medium-low (see table 15) qualifications. Only 3.3 per cent of the men have a degree as compared to 2.4 per cent of the women (see table 16). The majority of disadvantaged groups (both male and female) in the labour market who contact the network are: the long-term unemployed, workers undergoing relocation, workers who have been made redundant and those who have been laid-off during the revolution that has taken place in industry.

Vocationally, according to pre-selection data, skilled workers (42 per cent) are in greatest company demand. There is little or no call for executive positions (0.34 per cent).

Table 14. Users of Network Occupazione Lecco, by age and sex, September 1997

<i>Age group</i>	Women	Men
Over 55	1.33%	3.93%
from 45 to 54	6.67%	12.45%
from 40 to 44	8.08%	5.15%
from 35 to 39	9.83%	6.44%
from 30 to 34	16.02%	10.46%
from 25 to 29	19.93%	15.04%
from 20 to 24	24.49%	21.23%
under 20	13.56%	25.20%

Sources: 1997 Network Occupazione Lecco data bank processings.

Table 15. Users of Network Occupazione Lecco, by civil status and sex, September 1997

<i>Civil Status</i>	Women	Men
Unmarried	62.93%	66.78%
Married	35.17%	31.43%
Separated	1.38%	1.23%
Divorced	0.52%	0.55%
Total	100%	100%

Sources: 1997 Network Occupazione Lecco data bank processings.

Table 16. Users of Network Occupazione Lecco, by educational qualifications and sex, September 1997

<i>Educational qualifications</i>	Women	Men
Primary school	9.45%	15.90%
Secondary school	50.70%	51.89%
Vocational training courses	5.29%	2.04%
High-school diploma	31.67%	26.65%
University diploma	0.49%	0.17%
University Degree	2.41%	3.35%

Sources: 1997 Network Occupazione Lecco data bank processings.

C Access

The Network Occupazione Lecco association conducts a promotion and advertising service for both workers and enterprises, the aim being to inform them about the association's existence and services offered. The following tools are used for this purpose: periodic announcements are sent to workers registered in mobility lists or subject to the Extraordinary Wages Guarantee Fund (or job security agreements), to workers who have been dismissed from small enterprises *ex lege* no. 236/1993 and to the enterprises; posters and brochures providing information about the Network in District Employment Divisions; ads in local newspapers and a workers' handbook. This promotion and advertising service is carried out in conjunction with the Lombardy Employment Agency (Agenzia per l'Impiego della Lombardia) and the employers' organisations and trades-unions associations.

D Networking

Network connections with various national economic and institutional bodies are extremely widespread. One need only consider the constitutional bodies comprising the association itself.

E Outcomes and Assessment

The strong points characterising the association lie i) in the fact that it is deeply rooted in the area and ii) in maintaining a close network of relationships with various economic and social actors in the area. Its main weak point is the emphasis placed on the use of a computerised pre-selection activity.

Case study no. 4

Social Co-operatives in Italy

SOCIAL CO-OPERATIVES IN ITALY

Foreword

This case study differs from the others because it does not relate the experience of a vocational guidance and counselling centre, rather, it gives a general overview of the phenomenon pertaining to community support in Italy. It describes how this phenomenon is an active aspect of labour policies and relates the fight against marginalisation of the weaker segments of the labour force.

A General Characteristics of Social Co-operation

The first use of the co-operative idea in providing individuals with social welfare services dates back to the Sixties¹⁰. It arose as a direct result of the growing demand for social services made by that part of society which could not obtain satisfactory solutions from either welfare or existing labour policies. In fact, the aim of the first co-operatives was to benefit people in needy situations while, at the same time, setting themselves up as representatives of an alternative life-style to the conventional one in addition to promoting emancipation for the marginalised. The co-operative idea, therefore, stemmed from a basic and radical critique of contemporary capitalist society although existing underlying ideological and cultural perspectives were clearly defined: that of social Catholicism on the one hand and Marxism on the other. Reference to concepts such as entrepreneurship and efficiency came to the fore along with the emergence of the co-operative movement, which underwent particularly rapid growth during the Eighties. At the end of the Eighties, official studies revealed the occurrence of a movement-wide entrepreneurial change bringing with it the introduction of the 'social enterprise' concept: the key issue of the debate was no longer exclusively the ability to meet social needs but meeting them in the most effective and economical way possible without, however, foregoing the fundamental values of solidarity.

Above and beyond the ideological inputs influencing various stages of the movement's development, for a definition of the underlying essential characteristics of community support it is important to refer to the legal situation in terms of Italian national law (no. 381, 8 November 1991), approved by parliament after considerable inter-party wrangling. Art. 1 – Law no. 381/1991:

The role of Social Co-operatives is to represent the public interest in terms of solidarity and social integration, via:

- a) the administration of welfare and education services;
- b) the carrying out of various agricultural, industrial, commercial or service initiatives central to placing disadvantaged individuals in employment.

According to Italian law, co-operatives are essentially of two types: "A" Co-operatives providing social assistance and health services, and training targeted to the elderly, disabled, drug addicts and minors; "B" Co-operatives providing various

¹⁰ One of the first and most important initiatives was the S. Gemma Galgani cooperative in S. Benedetto del Tronto, promoted by Giuseppe Filippini in 1966. For more details see "Le cooperative di solidarietà sociale", Edizioni del Consorzio Gino Mattarelli, Forlì, May 1989.

types of active functions as a means of placing the disadvantaged in employment (people with physical and mental disabilities, people with mental illnesses, maladjusted minors, prisoners, drug addicts, non-EU immigrants and marginalised adults). Therefore, the aim of this study is to deal exclusively with these issues which will now be examined in greater detail.

From the above mentioned legal measure and in-depth literature on the subject, these are the most significant points characterising social co-operation and its underlying philosophy.

- 1) **The public interest in terms of collective aim.** The legislator grants the social co-operative the role of public - and not private, or single group - interest to be developed over time within the private domain.
- 2) **Focus on the local level (the community)** for the purposes of assessing public interest. The local level provides the basis upon which the functions and development of co-operatives may be organised. A social co-operative is distinguished by private businesses owing to its place in the community and the relationships it establishes within that area.
- 3) **Maximising the human qualities and social integration of the individual.** This term is of a general, global nature. Such globality is expressed through the lack of reference to specific needs, highlighting the fact that co-operatives cannot simply be service agencies. Instead, the emphasis is on promotion and integration as constants behind the co-operative initiative. Its general nature, on the other hand, is expressed through its being person-orientated. Referring, in other words, not merely to the disadvantaged but, rather, to all those who need support for personal or social growth. The disadvantaged, some of whom require specific assistance (i.e. job placements), also fall within this diverse spectrum (Maiello 1997).
- 4) **Restraints on profit distribution.** Based on the above, the primary aim of the enterprise is of a collective and social nature, while correct financial administration, according to efficiency (cost-effectiveness) criteria as well as possible profitability are instrumental in the attainment of the primary goal. For this reason, in fact, existing law provides for a limitation to the redistribution of profit earned by co-operative members.
- 5) **The members, who have equal voting rights, participate actively in the definition of policies and decision-making procedures;** they contribute in equal measure to corporate capital and allocate surplus amounts to new investments for the development of the co-operative..

Social Co-operation (both A and B-type co-operatives) conducts three main functions vis-à-vis the labour market (Maiello, 1997):

1. Job creation targeted, above all, at disadvantaged groups;
2. Human resource development;
3. Service management for the labour market (see case study no. 5 "Cooperativa O.R.SO").

B The Role of Social Co-operation in Job Placement

Job placement promoted by community support and sanctioned by art. 1 of law no. 381/91 is not consistent with the classical model¹¹, as it transfers job placement from

¹¹ References to the classic model imply job placement based on social welfare and restrictive policies in accordance with laws no. 482/1968, no. 466/1980, no. 763/1981. It is necessary to point out that current legislation provides for compulsory employment quotas, presently

restraint and welfare-type policies to active labour policies and, in particular, entrepreneurial development. The aim of the social co-operative is to increase labour demand by creating specific opportunities for disadvantaged people, who are offered the possibility of entering the labour market through membership of an organisation combining production capacity, an ability to improve weak labour force prospects and support initiatives for those registered. The structural differences between the classic model and the co-operation model are summarised below.

Characteristics of labour placement models

	Classic model	Social co-operatives model
Type of policy	Supply-side assistance	Demand-side development
Main operative body	Public service	Community
Professional characteristics	Specialist social organism	Professional workers with wide-ranging business skills
Communication	Worker/public relationship	Cost sharing
Category type	Traineeship	Worker
Method of payment	Job allowance	Ordinary and starting salary
Expenditure guidance	To people: - disadvantaged individuals - social workers	To the enterprise: - investments - training costs
Resource generation	Exclusively Government funding	Government budget to Government and profit-linked funding

Source: Scalvini, 1995 a.

The two models thus deal in a basically different way with the divide defined by market productivity: the classic model only acts on labour supply, the social co-operation model simultaneously and jointly on supply and demand. This results in considerably lowering the minimum access threshold to the labour market for disadvantaged workers.

C General Scale of the phenomenon, with particular focus on aspects of job placement

The tables below summarise social co-operation characteristics in Italy in terms of size, territorial distribution, functions and use, with particular regard to job placement.

Table 17. Community support in Italy 1993 - 96 (absolute values)

No. of social co-operatives	1993	1994	1995	1996
	2,126	2,330	2,834	3,857

Source: Ministry of Labour (years shown at 31st December 1996); Source: Centrali cooperative, Verbal di revisione, data collected and processed by CGM in 1996, years shown.

undergoing reform, for certain categories of socially or physically disadvantaged persons (the disabled, orphans and widows of various categories, refugees, etc.). Any enterprise and public administration employing more than 35 people is required to employ persons from the protected categories in a proportion representing 15 percent of its total workforce (G. Geroldi and M. Maiello - Eurocounsel Phase III, 1995).

Table 18. Social co-operatives by typology, 1996 (absolute values)

	Absolute values	Percentage values
Type A co-operatives	2,298	59.6
Type B* co-operatives *	1,326	34.4
Mixed co-operatives and consortia	223	6.0
TOTAL	3,857	100.00

Source: Ministry of Labour (data available at 31 December 1996).

Note*: Inps data are also available regarding the number of job placement social co-operatives. According to this data there are 754 B-type co-operatives in Italy.

Table 19. Social co-operatives by geographical area, 1996 (absolute and percentage values)

	Absolute values	Percentage values
North	1,985	51.5
Central Italy	742	19.2
Southern Italy and Islands	1,30	29.3
Total	3,57	100.0

Source: Ministry of Labour (data available at 31st December 1996).

Table 20. General data on B-type social co-operatives, 1993-96 (absolute values unless otherwise indicated)

	1993	1994	1995	1996*
Co-operatives	287	518	705	754
growth rate %	-	80.5	36.1	6.9
Total employment	4,501	7,115	9,837	11,165
growth rate %	-	58.1	38.3	13.5
Disadvantaged workers	1,675	3,204	4,686	5,414
growth rate %	-	91.3	46.2	15.5
Employees by co-operative (average values)	15.7	13.7	13.9	14.8
Disadvantaged individuals by co-operative (average values)	5.8	6.2	6.6	7.2
Disadvantaged individuals as a % of total	37.2	45.0	47.6	48.5

Source: Inps, data collected from the Università degli Studi di Trento.

Note*: Data for the period January-October.

Table 21. Percentage of disadvantaged workers in social co-operatives, 1993 and 1996

Categories of disadvantaged workers %	1993	1996
until 30%	35.9	8.5
31-40%	20.9	27.3
41-50%	18.8	22.8
51-60%	5.2	13.8
61-70%	6.9	11.2
71-80%	3.9	3.8
81-90%	2.8	4.0
100%	5.6	8.6

Source: Inps, data collected from the Università degli Studi di Trento.

Table 22. B-type social co-operatives by macro-regions, percentages

Macro-regions	1993	1996
North-West	54.9	44.4
North-East	29.9	29.2
Central Italy	12.3	19.0
Southern Italy and Islands	2.9	7.4

Source: Centrali cooperative, Verballi di revisione, data collected and processed by CGM in 1996, years shown. CGM 1994B.

Furthermore, from research conducted by the Consorzio Gino Mattarelli (CGM), it emerged that, in 1996, type B social co-operatives in Lombardy accounted for 48.1 per cent of all co-operatives throughout Italy.

Table 23. Type B social co-operatives expressed by sector, 1994 (absolute and percentage values)

Sector	Absolute Values	Survey percentage
Agriculture	85	22.7
Craft	155	41.4
Business	64	17.1
Industry	64	17.1
Services	215	57.5
Total number of cases	574	574

Source: Centrali cooperative, Verballi di revisione, data collected and processed by CGM in 1996, years shown.

Table 24. Type B social co-operatives expressed by main clients, 1996 (percentage values)

	Percentage
Citizens	2
Tertiary organisations	8
Enterprise	28
Public body	62
Total	131

Source: CGM, sample of associated co-operatives, 1996 questionnaires, 1996 data.

Main bibliographical sources

"Imprenditori social - Secondo rapporto sulla cooperazione sociale in Italia - CGM, Torino, Edizione Fondazione Giovanni Agnelli, 1997".

"Le cooperative di solidarietà sociale", Forlì, Edizioni del Consorzio Gino Mattarelli, 1989.

Case Study no. 5

Co-operativa O.R.SO

COOPERATIVA SOCIALE O.R.SO
(Social recreation organisation)
Via Monforte, 12
I - 10139 Torino
E-mail: orso@artnet.it
Tel. +39-011-447.10.77
Fax +39-011-447.10.77/434.53.97
Opening hours: Monday - Friday,
09:00 - 18:00
Contact person: Nicola Pollari
Foreign language spoken: English

Philosophy

“Combating social exclusion phenomena and supporting the social integration of citizens.”

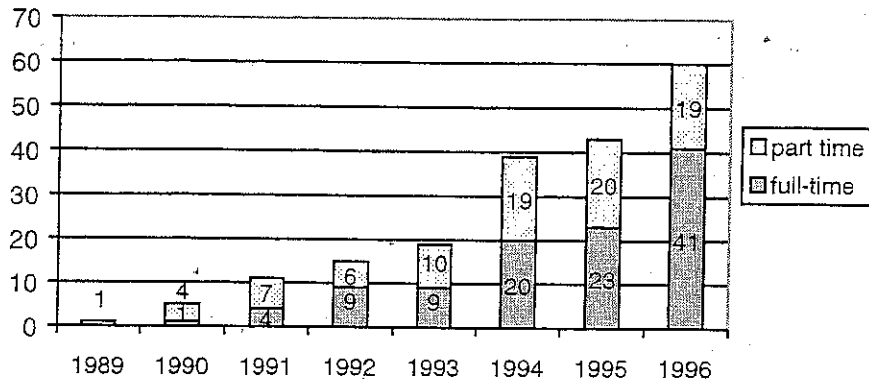
A History, Context and General Structure

The O.R.SO social co-operative and its attendant services act within a defined geographical area: the provinces of Turin, Cuneo and, in the future, Asti. Broad swathes of this area have been identified as falling within EU Objective 2 (“areas affected by industrial decline”). This implies, therefore, widespread initiatives in favour of employment - especially for young people - in addition to action targeted at reintegrating workforces traditionally engaged in manufacturing and, above all, in the mechanical industry.

The O.R.SO co-operative was founded in 1987 by GIOC, Christian youth workers, a movement engaged in combating youth unemployment. During the second half of the eighties GIOC organised a series of initiatives in the Piedmont region. These basically consisted of pre-professional workshops (the co-operative’s original area of activity), guidance activities for young employed people and the running of a holiday home owned by GIOC. As time went by the co-operative enlarged its scope to include active labour policy based initiatives and extended its service target groups to all potential users, even adults. Once it has reached a certain size both in terms of workers as well as turnover, the co-operative will be divided up according to geographical criteria (there will be a new co-operative in the Province of Cuneo).

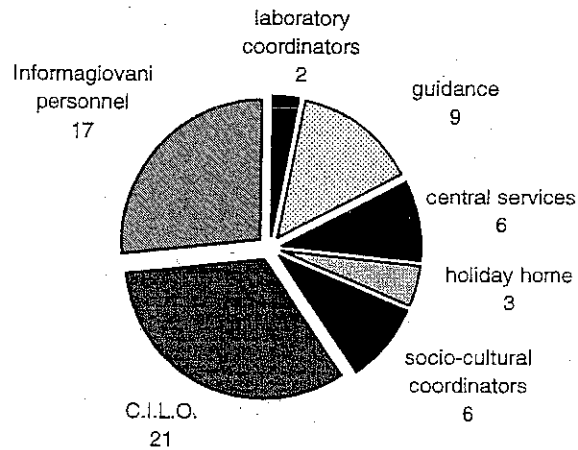
The co-operative has 45 member workers. It also has ten voluntary workers. GIOC is a member of the co-operative and in meetings is entitled to cast five votes. The co-operative also avails itself of external freelancers for specific projects. At the end of 1996 the O.R.SO co-operative employed 60 people of whom almost one third had a part-time work contract (see Fig. 1).

Fig.1 Employees 1989 - 1996



The jobs prevalently carried out by O.R.SO co-operative workers are described in the following chart. The total number of workers is higher than the percentage previously shown, insofar as one employee may be employed in various sectors of activity:

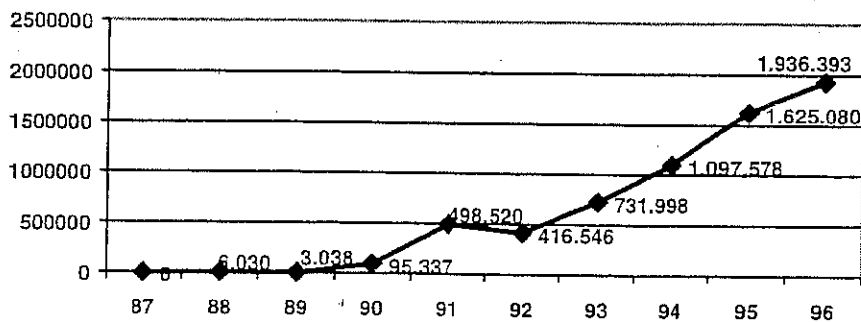
Fig.2 Main job held



The division of two workers by area of activity provides a first indication of occupational incidence in terms of the services offered by O.R.S.O.. The graph clearly shows that the services with the largest occupational impact are C.I.L.O. and Informagiovani (Youth Information Centres).

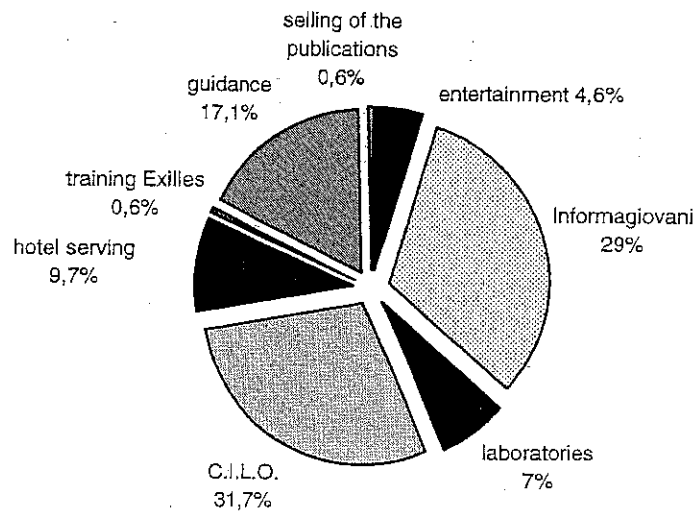
The O.R.SO co-operative '96 turnover touches on two billion lire. Since its inception, the company's general income appears to be constantly increasing; this is particularly true of the last three years ('94-'96) where turnover has almost doubled (see Fig. 3).

Fig.3 1978 - 1996 Turnover (x1000)



Of particular note is the percentage incidence of each area of co-operative activity with respect to total revenue. In general, the presence of a link between service profitability and increased occupational impact is fairly clear. In fact, management of Informagiovani and C.I.L.O. reaches a figure roughly equivalent to 60% of income.

Fig.4 Composition of '96 turnover by areas of activity



The above data may be seen to justify the co-operative's activities and give an idea, though approximate, of the social implications of the activities conducted.

B Functions, Target Groups and Content

The service philosophy developed by the social co-operative is centred upon achievement in its own sphere of influence through the principle of fighting the phenomenon of social exclusion and aiming at social integration in the interests of the wider community.

The co-operative represents a highly specific initiative of social entrepreneurship because it is specialised in guidance and offers services to different types of individuals (young people, adults and disadvantaged groups). Among the most innovative activities, worth particular note, are those involving outplacement: the only such initiative implemented in Italy by a private social organisation.

The service activities co-ordinated are fairly wide-ranging and three main areas may be identified:

1. Information service/active policies area

Management of Informagiovani: information-gathering concerning the various opportunities (work, recreation, tourism, school) in which young people are interested is organised through these centres. Moreover, careers guidance, vocational and educational training paths, plus the exploitation of local opportunities are co-ordinated by means of personalised counselling.

Management of CILO (Local Employment Interventions Centres): targeted at all citizens in search of work; the main objective of these is to develop strategies aimed at integration or reintegration into the world of work. Moreover, they provide counter, information and counselling activities for the unemployed as well as young people in search of their first job. They also act as a link with other services in the area dealing with labour problems and unemployment, in addition to employers' associations and individual businesses. Particular attention is focused on guidance and placement of the disadvantaged.

Reintegration of redundant staff on behalf of private companies Since 1994, a Labour Support Service for the unemployed (Fiat redundancies) - under the aegis of the social co-operative consortium ICS (which the co-operative is part of) and in liaison with the Commune of Turin - has been run within the context of building-yard activities. The clients for this service are the Communes (which promote Informagiovani and CILO), the Provinces, private enterprises and employers' associations (such as APD) for which outplacement initiatives are developed. These activities are all contractually-based.

2. Guidance and training area

This sector includes the management of:

- educational and professional guidance in intermediate schools; pre-professional workshops and short job introductory courses targeted at young people;
- in-house corporate training and scholarships; guidance services for social and professional integration aimed at non-EU citizens;
- information services and administrative assistance targeted at university students;
- reception and guidance modules as well as job training/remotivation;
- social skills courses for job seekers;
- courses for Vocational Training lecturers and teachers aimed at the acquisition of support instruments for the training of disadvantaged individuals; civil education and safety modules;

Customers are the Region, the Province and vocational training centres.

3. Entertainment Area

This sector falls within the pedagogic-educational area and is prevalently aimed at preadolescents and teenagers. The objectives of the initiatives are: to create opportunities for gatherings and socialisation, to offer places where adolescents and young people are able to express their creativity and to develop educational initiatives aimed at social participation. Youth centres, hostels and summer camps are managed within this area, as well as the activities of a Communal Youth Council, which involves primary school and secondary school pupils.

C Access

Subscribers learn about the existence of the co-operative from others who attend it, as well as through local bodies (Communes) in the Turin area.

D Networking

The O.R. SO. co-operative works closely with institutions such as the Piedmont Region (Vocational Training and Labour Council) for which it recently conducted important research, the Provinces of Turin, Asti, Cuneo and various communes in the Turin area. In addition, it liaises with the social partners (national/specialist trades unions and employers' organisations).

E Outcomes and Assessment

The strong points of the development of this particular entrepreneurial initiative are:

1. Particular emphasis attached to the motivational abilities of staff employed by the co-operative. Staff are required to be professionals prepared and continually willing to update their skills.
2. The constant search for partnerships with public and private organisations who may be considered not only as potential customers, but also as privileged mediators in the creation of a network able to strive for positive results in terms of outplacements, training and recreational activities.
3. The adoption of a work method capable of keeping account of the individual characteristics of those people who apply to the co-operative. The resultant service is therefore person-oriented. Professional requisites are a knowledge of labour market mechanisms and considerable planning ability in presenting training programmes for the more disadvantaged groups. Added to this is extensive social, interpersonal and educational know-how.

The O.R.SO co-operative's techniques and methodological approach have been shown to be relatively successful in integrating individuals traditionally perceived to be marginalised. It is recommended, furthermore, that these methods might be further refined using certain re-training techniques employed in promoting individuals from more advantaged backgrounds e.g. professional and managerial staff.

Case study no. 6

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Contact persons: Paola Missana

Foreign language spoken: English

Philosophy

“Restoring individual independence and assertiveness as part of a personal development programme aimed at the ‘whole person’: not only one’s mind, memory and will, but one’s feelings too”.

A History, Context and Structure

Formally constituted in 1990, GALDUS – Formazione & Ricerca (Vocational Training & Research) was originally a type-B community cooperative operating in the field of graphic art publishing and specialising in the production of works of a graphic and advertising nature. Set up in a particularly problematical area of Milan’s south-western outskirts, infamous for its high incidence of youth crime, its purpose was to create training and employment opportunities for disadvantaged individuals and youngsters in search of their first job.

From 1994 onwards, a dual method of tackling unemployment grievances became ever more evident at GALDUS. Alongside assisting the disadvantaged, training, guidance, work-shadowing, work placements in graphic arts, telematic and other companies in the business sector, as well as social and educational support, all became more important aspects.

In part, such a development meant revising the statute, turning the GALDUS centre - in accordance with Italian law no. 460/1997 - into a Public Non-Profit Organisation whose objective was to pursue social cohesion through training initiatives aimed at individuals disadvantaged due to physical, financial, social and family reasons. The other change saw an increase in personnel, largely financed by greater public revenue. This is derived in particular from the ESF and Youthstart as a complement to Lombardy Regional Council funds.

GALDUS’s staff-structure is broken down into three discrete areas: technical / bureaucratic, organisational / administrative and teaching / training. In addition, working parties are set up: placement co-ordinators who follow course subscribers’ progress (x3) and tutors, vocational supervisors, teaching staff and freelance workers (x3). To carry out reception and simple paperwork, GALDUS may also call upon

those who opt to do military service as conscientious objectors. No single member of staff has a permanent contract. Everyone is self-employed, highly professional and specifically qualified.

B Functions, Target Groups and Content

The vocational training and guidance courses aim to assist both young drop-outs as well as the disadvantaged (e.g. the physically and mentally handicapped, the long-term unemployed, the unqualified young, under-qualified adults and former drug-addicts). The areas covered are very broad indeed: digital photography/telematics/computerised answering systems/sound technology; carers for the young and the elderly; guidance consultants and tourism. These areas have been chosen in line with two criteria: i) requests received by GALDUS and ii) local business requirements.

The courses, run by highly-qualified trainers, are carefully streamed into small groups after due regard to motivation, skills and experience. With the benefit of up-to-date facilities, course-members alternate between theory and practice (the latter entails allocation to either in-house or external placements). Upon completion of tests at the end of the training course, each subscriber receives a performance-linked Certificate of Assessment, recognised by Lombardy Region.

Two basic precepts underpin the training course approach. Firstly, there is an attempt to define the reasons why the disadvantaged and the young both remain peripheral to the labour market. There is clear evidence demonstrating how marginalised individuals - be they young or adult - undergo a process of rejection where anything public or institution-related is concerned.

Secondly, the training courses seek to adopt the holistic approach, with the objective of empowering the subscribers. This implies a process which embraces tackling the roots of being underprivileged, whereby the individual (or group) is encouraged to develop an independent sense of decision-making, self-determination and self-control. Simultaneously, individuals are taught how to value themselves, control situations, learn self-esteem and become efficient, thus reducing feelings of impotence, lack of confidence, fear, negative tension and alienation.

Evidently, therefore, training course content is not limited to a situation where a number of qualified teaching staff merely handle a given profession-related programme, but where the former is actually enriched by other components such as guidance and work placement shadowing. Indeed, GALDUS ensures that its staff are trained to shadow subscribers through a complete profession-linked process requiring an understanding of their cognitive abilities, as well as their sensitivities and affective, team and behavioural qualities. Trainers attempt to refine their approach to each person. This does not imply personalised courses - quite the opposite, as groups are seen as stimulating - rather, a) personalising parts of the curriculum and tailoring the final stage and b) maximising individual personalities, characteristics, abilities and desire for involvement. Class tutors, along with the ubiquitous guidance and shadowing, are the vectors of these specific tasks, eliciting the very best from those participating. Tutors, spectators in the classroom, are vested with observing how relationships evolve between course-members and trainers, concerning themselves with eliminating snags and identifying needs *vis-à-vis* personal and interpersonal situations, relationships with the teaching staff and course-member motivation.

Apart from helping to define useful career paths, guidance seeks to identify participants' interests, fears, expectations and reasons. In addition to providing job-seeking skills, shadowing seeks to demonstrate how mental approach, attitude towards work and other people, as well as knowledge regarding oneself, one's

potential and one's uniqueness with respect to the world of work are equally important dynamics in the search for and retention of a given job.

At the end of the training programme outlined, every course-member is issued with a report summarising abilities, interests, motives, talents plus strengths and weaknesses in relation to a given employment area in its entirety (hence interpersonal, as well as technical, skills). Together with the trainers' input, this provides the course-member with a useful aid in the construction of a job strategy.

C Access

In the light of what has been said regarding the methodological approach adopted by GALDUS's trainers, the choice of promotional and advertising mechanisms is anything but traditional or formal. It is vital to the trainers to be able to use the kind of channels and vehicles which easily reach their potential subscribers. Such channels and vehicles are identified in accordance with a very real (non-prejudicial) understanding of how its target group lives and where it meets. The nature of the former thus varies according to both course-type and user-profile.

For the Sound Technicians' course, for instance, they decided on a concentrated round of leaflet drops in recording studios and at the most listened-to radio stations of the user-profile in question. For the Digital Photography course, meanwhile, not only art schools, but also places of recreation like gymnasia, libraries and cafés were leafleted. For the Telematics in Publishing course, on the other hand, aimed at former drug-addicts, SerT (The Drug Addicts' Service) and USSL (district clinics) were used.

Access, in itself, is very simple. The potential user telephones GALDUS to arrange a meeting with an supervisor who will organise an in-depth interview regarding the individual's reasons, expectations and experiences. Since GALDUS operates at a local level, the subscriber is unlikely to encounter transport problems in getting to the centre.

D Networks

GALDUS liaises with a large and diverse range of units (individuals, public bodies and institutions). There are, on the one hand, strong links with local training institutes, the Milan Education Office, a number of state-run senior schools, *Il Consorzio Scuole Lavoro* (of which GALDUS is a member), as well as with the research department into family and social malaise of one of Milan's leading universities (Università cattolica del Sacro cuore).

Ties with the world of work, on the other hand, have become steadily closer over the years; these include graphic art publishing companies and *Confcooperative* (a consortium of community co-operatives). Last, but not least, relationships with institutions deserve a mention: these include Lombardy Region and USSL (local clinics).

E Outcomes and Assessments

Just taking the parameter of work placements into account, GALDUS's results are most satisfactory. 60% of subscribers who attended company-based courses have gone on to find a reasonable job, albeit in some instances temporary jobs. Subscribers offer critiques of themselves before, during and after the programme/company placement. They are also assessed by the host companies. To this end, GALDUS keeps a computer record of participating companies who are also asked to report in writing regarding the experience shared. For the trainers, such

reporting becomes an invaluable part of the process enabling the continuous correction and improvement of course content.

GALDUS's strong points are its physical position in the local community, the importance attached to the whole person and the ongoing monitoring and assessment of subscribers. Other similar training and guidance centres do not possess such systematic processes or highly-qualified trainers boasting, above and beyond their ability to impart theory, so many years' experience of social malaise. Of particular note is the standard of targeted marketing. The greater the social malaise and marginalisation, the greater the necessity for careful 'guidance' (not providence) to help the individual regain self-confidence and move away from complete isolation. The first condition for fulfilling such a premise is being seen to be accessible, a requisite typically shunned by the majority of Italian structures. This element is a most useful one, paving the way for continuous revision of approach, course structure etc.

The great strength of GALDUS is the way it shadows the individual, using appropriate methods, through each stage of the work placement process, not only during the training-orientation phase, but before its beginning (optimum targeted marketing), and for the duration of a post-course programme of placement shadowing. This professionally integrated and inter-linked person-centred process, involving a range of actors (trainers, tutors, supervisors and employers), is of the utmost relevance for society's under-qualified and underprivileged.

Case study no. 7

CeSIL - Centro Solidarietà Internazionale Lavoratori

CESIL - CENTRO SOLIDARIETÀ INTERNAZIONALE
LAVORATORI

Via Tadino, 18

I - 20124 Milano

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Fax +39-02-204.97.54

Opening hours: Monday:, 09:00 - 12:00;
Tuesday, 15:00 - 18:00; Wednesday:, 09:00 -
12:00; Thursday, 15:00 - 18:00

Contact persons: Luigia Alberdi, Celia
Landaverdia

Foreign languages spoken: English, Spanish

Philosophy

“To render non-EU immigrants autonomous in the context of economic and social immigration thanks to the provision of appropriate operative and legal tools.”

A History, context and general structure

In 1980 CeSIL - Centro Solidarietà Internazionale Lavoratori (International Solidarity Workers' Centre)- was founded as a non-profit organisation. Promoted by Cisl¹² (Italian Confederation of Workers' Unions) in Milan and by ACRA (Association of Rural Co-operation) in Africa, this body was created to solve the migratory problem that arose in the early eighties and was starting to become, in quantitative terms, a fairly widespread phenomenon in Italy¹³.

The objective of the centre is to provide, particularly in the capital of Lombardy and its province, guidance and information services to non-EU immigrants in order to facilitate introduction and integration into the Italian economic and social fabric. In the 18 years of the association's life, the activities on offer have undergone profound modifications owing a) to the gradual changes in the Italian legal framework in the matter of immigration and b) to the transformation that has occurred in production and social reality.

CeSIL is almost entirely financed by Cisl with, in addition, a fairly small contribution from the sale of annual membership cards having a symbolic cost of Lire 10,000 (5 ECU), to users earning an income of over three million lire (1,500 ECU) per month, representing approximately 10% of overall users. Because membership is not compulsory, the better-off users are given the choice of making a small contribution

¹² The Cisl (Italian Confederation of Workers' Unions) is the trade union organization founded in 1950 following the splitting of the Christian-democratic current of the unitary Cgil in July 1948.

¹³ According to official Home Office data in 1981 there were 312,437 foreigners. For further information see "Foreign immigration in Italy" (coordinated by Nino Sergi), Edizioni Lavoro, Rome, 1991.

towards services obtained from the centre itself.

Management and organisation of the centre is entrusted to two employees of the centre with assistance from 2-3 conscientious objectors. The one employee has a managerial and co-ordinating role while the other, in collaboration with the conscientious objectors, undertakes the management and supervision of consultations at the counter.

B Functions, target groups and content

The main activities carried out by CeSIL in collaboration with Anolf - Associazione Nazionale Oltre Le Frontiere (National Associations Beyond Boundaries) - are listening to, giving guidance to and orientating non-EU members in the matter of solving problems of a varying nature: residence permits, family reunions, work, minors, return to native lands and other miscellaneous matters.

1. Residence permits

The residence permits that, by law, each foreigner has to hold in order to stay and work in Italy, vary according to the reason for his/her stay: residence permit for work under an employment contract, for the self-employed, for study purposes, for family or health reasons or for religious reasons. The obtaining, renewal and updating of these residence permits, which have a limited validity, require the presentation of specific documentation about which CeSIL offers in-depth consultation.

2. Family reunion

The consultation provided in this field includes:

- filling out the official stamped form to be presented to the Questura (Police Headquarters);
- making sure that candidates have the necessary requisites and documents to be presented to the authorities in question.

3. Issues linked to the working world

This service consists in directing users towards specialised bodies and offices linked to the working world and job seeking:

- the employment office for registration in unemployment lists; the trade dispute office for problems regarding severance pay or wage differences;
- benefit advice centres for mobility and family allowances;
- CAF for the filling out of forms pertaining to income tax declaration. This service is available to domestic and autonomous workers.

4. Problems linked to minors

This service is concerned with assistance to minors in the following cases:

- regularisation of residence permits with the help of the Istitute Coesione Familiare;
- integration into Italian government schools with follow up both by operators at the centre and by social workers dealing specifically with minors.

5. Return to native lands

This service offers consultation to non-EU immigrants wishing to return home.

Particular emphasis is placed on the following cases:

- abandonment of non-EU children by fathers;
- return of foreign citizens due to health reasons.

6. Miscellaneous

This category includes all types of general consultation provided by practitioners linked to the management of daily life such as, for example, an understanding of

telephone or gas bills or explanations about the different ways of saving with banks or post offices.

Table 25 showing CeSIL activities provides a summary of the number of annual consulting services provided in the different contexts. This table shows that the most frequent services provided are those pertaining to residence permits and family reunion.

Table 25. Number of consulting services provided per year by CeSIL

Number of consulting services/per year	1993	1994	1995	1996	1997
Consulting	2300	2604	4107	4136	4368
Residence permits	1040	1367	1716	2511	2236
Family reunion	312	431	858	769	1367
Work permits	570	376	326	330	42
Miscellaneous	378	430	611	526	726

Source: CeSIL processing.

Users are offered consulting and guidance services employing two different approaches. The first consists of a personal interview with a practitioner lasting from 20 to 30 minutes. This is often conducted in the user's mother tongue. During this in-depth interview, the practitioner collects all the user's personal and professional data in a personal file which is then stored. This facilitates and improves any consultation that might subsequently be required. In the second approach, where simpler or more urgent cases are in question, the practitioners provide specific information and consultations over the telephone.

Some conclusions regarding quantitative and demographic characteristics of users.

As shown in table 26, users have doubled over the last five years increasing from 2310 users per year in 1993 to 4368 in 1997. In particular, the number of female to male users has increased to a greater extent, tripling for females and doubling for males. With regard to age, the central group is between 30 and 50 years of age, although minors, young people of about 18 and people up to and over sixty year olds contact the centre. Finally, with regard to the nationality and the relative countries of origin most strongly represented in 1997, these were (see table 27) Peru and El Salvador followed by Sri Lanka, Morocco, Senegal, the Philippines, Brazil, Ecuador and Albania. Users from Peru and San Salvador represent 38.4% of overall usership.

Table 26. Number of users of CeCIL per year

Sex	1993	1994	1995	1996	1997
Women	735	862	1835	1831	2107
Men	1575	1742	2272	2305	2261
Total	2310	2604	4107	4136	4368

Source: CeSIL processing.

Table 27. CeSIL Users' Nationality - Year 1997

Nationality	Persons	Nationality	Persons	Nationality	Persons
Albania	90	Eritrea	42	Portugal	2
Algeria	46	Ethiopia	30	Portorico	1
Angola	1	Ex-Jugoslavia	23	Repubblica Ceca	2
Apolide	4	Philippine	178	Romania	33
Arabia Saudita	1	Gambia	1	Russia	5
Argentina	2	Ghana	19	Santo Domingo	3
Armenia	4	Jamaica	5	Senegal	394
Bangladesh	34	Japan	2	Serbia	3
Benin	1	Jordan	4	Seychelles	3
Bolivia	8	Guatemala	12	Syria	1
Bosnia	1	Guinea	7	Slovakia	1
Brazil	128	India	28	Somalia	54
Bulgaria	20	Indonesia	1	Spain	2
Burkina Faso	11	Iran	3	Sri Lanka	447
Cameroon	6	Italy	15	Sudan	4
Capoverde	25	Kenya	13	Switzerland	2
Chile	20	Lettonia	1	Tagikistan	1
China	30	Libya	5	Tailandia	1
Colombia	30	Madagascar	9	Tunisia	76
Korea	3	Mali	3	Turkey	25
Ivory Coast	30	Morocco	435	Ukraine	7
Croatia	7	Mauritius	3	Hungary	1
Cuba	15	Nigeria	23	Uruguay	4
Ecuador	108	Pakistan	18	Venezuela	4
Egypt	96	Peru	1030	Zaire	3
El Salvador	652	Poland	5	Total	4378

Source: CeSIL processing.

C Access

Immigrants learn about CeSIL through various channels. First and foremost, from Cisl (a trade-union) in Milan and from all its affiliates and, secondly, through all the institutions that collaborate with CeSIL in offering consulting services. These include the Questura, employment offices, municipalities, the Chamber of Commerce, the USSL - Local Health Units. And, finally, there is always word of mouth.

D Networks

CeSIL's network is extremely widespread. Its main practitioners are: the trade-union - Cisl; the local institutions and bodies mentioned above; and additionally all the other organisms and associations dealing with the issues upon which CeSIL focuses.

E Outcomes and assessment

The most important aspects of CeSIL are 1) the visibility it enjoys as a trade-union-financed organisation in the Milan area; and 2) the excellent professional profile of its female practitioners through their almost twenty years experience in the field. Furthermore, users on their first encounter with the organisation find very few linguistic or psychological barriers: the operational headquarters, though quiet and clean, are not luxurious, something that might cause those users, often living in semi-

illegal or deplorable economic conditions; to feel ill-at-ease; and the woman in charge of the counter is herself a former immigrant from El Salvador who has been living in Italy for ten years. This greatly facilitates user communication, not only for Central and Latin American users able to communicate with the practitioner in their own language, but also because she is able to identify with the users because she herself has experienced the same problems in the past; and cultural barriers are thus reduced.

Case study no. 8

Fondazione San Carlo

FONDAZIONE SAN CARLO

Registered Office (temporary)

Piazza Fontana, 2, I - 20122 Milano

Operational Centre

Pensionato Belloni, Viale Fulvio Testi, 285

I - 20126 Milano

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Fax +39-02-644.79.530

Open: Monday – Friday, 09:00 - 18:00

Contact persons: Sandro Antoniazzi

Foreign languages spoken: English, French and Arabic

Philosophy

“The setting up, through integrated initiatives, of sustainable solutions to the special needs of the disadvantaged part of the labour force.”

A History, Context and General Structure

Fondazione San Carlo, a non-profit organisation, was set up in July 1994 as part of the Caritas Ambrosiana programme. The latter was involved in providing solutions to the myriad of voluntary initiatives organised by church associations concerned with the ever more structurally complex needs of non-EU immigrants and disadvantaged job-seekers. Fondazione San Carlo's declared aims include the assisting and (re)integration of the following groups, both socially and in terms of employment: i) non-EU immigrants; ii) migrants from other regions of Italy and iii) Milanese residents with serious housing problems.

The Fondazione may be considered a ‘secondary’ (as opposed to ‘primary’) reception point for the immigrant and indigenous populations. In contrast to the former, the latter are organisations concerned with those newly arrived in Italy who are awaiting temporary residence permits and searching for work and accommodation. Meanwhile, individuals requesting assistance from Fondazione San Carlo already tend to have jobs, but do not feel they have adequate accommodation. Additionally, they make use of the Fondazione's job assistance programme to seek better and longer-term employment opportunities in Italy. Besides two ancillary areas, the two principal branches of activity concern the administration of accommodation (a hostel, bedsitters and small flats) as well as policy implementation in the field of employment assistance.

The Fondazione is financed both internally (by, for instance, the Diocese plus revenue derived from rented accommodation), as well as by various national and EU funds (European programmes, the ESF and regional/national funds allocated to immigrants and disadvantaged job-seekers). The Fondazione also receives a number

of direct/indirect private financial contributions.

The Fondazione is efficiently structured and organised. Two people, with differing roles and tasks, are involved in its running. Naturally, as is often the case in tightly-run enterprises, their functions and responsibilities do overlap. The first individual - who has a basically supervisory role - deals, on the one hand, with general operational and financial matters and, on the other, with the implementation of all new employment policy initiatives. The second acts much more closely with the public, being involved in the running and co-ordination of practical assistance, particularly in the area of employment. These two individuals are, in turn, supported by two others who are engaged in reception and secretarial duties; one full-time, the other part-time. Finally, a person - usually of immigrant extraction to facilitate communication with residents - is employed as concierge in the Pensionato Belloni (see next paragraph).

B. Functions, Target Groups and Content

The Fondazione's activities may be divided up into four broad sections: Accommodation, Work Reintegration Programmes, Cultural Recreation and Research.

1. Accommodation

Right from the outset, Fondazione San Carlo has run a Hostel (Pensionato Belloni) to help deal with problems associated with secondary reception. It contains 109 subsidised beds. Room-sharing costs 410,000 lire (200 ECU) per person per month (bathroom included), single rooms 530,000 lire (265 ECU). There is a communal kitchen which the residents themselves are responsible for. A major plus regarding the Belloni hostel is the fact that immigrant and local populations live under the same roof, thus encouraging integration and avoiding ghettoisation. Whilst the hostel cannot hope to provide long-term housing solutions, it does make a useful temporary contribution to the problem. Indeed, residents may even continue to live there after a year, as long as they are prepared to accept a rent increase. Moreover, in accordance with Regional Law no. 28/90¹⁴, Fondazione San Carlo has obtained 16-year fixed leases on 30 council houses, bedsitters and flatlets. These premises are made available to any needy Italian or foreigner.

2. Employment

Fondazione San Carlo is considerably different from the other services previously highlighted insofar as it implements concrete employment reintegration programmes as opposed to providing only information, guidance and consultation services. The latter activities do fall within the Fondazione's ambit, but tend to be entrusted to third parties. The Fondazione is, therefore, a prominent vehicle in the area of employment reintegration initiatives. It functions by identifying the particular needs of the individual concerned and then implementing appropriate measures, using external structures where necessary. The following may be described as the most significant employment reintegration programmes during recent years (1994-1998):

- *Framework Agreement signed by Fondazione San Carlo, Fondazione Clerici, Cooperativa San Martino, Extra Centre association, the Milan City Council Office for Foreigners and the Employment Agency.* The rationale behind the agreement is to seek logistical solutions and implement useful training programmes embracing guidance, consultation, vocational courses and integration in the workplace.
- *Vocational Training Courses for Immigrants and the Unemployed.* Financed by the ESF and the Youthstart programme, these courses award a recognised

¹⁴ Under this law, Lombardy Region may bypass conventional means of council house designation on a number of grounds (agency, protection, calamity and social necessity).

qualification and are available in a number of localities in the Province of Milan (Lissone, Desio and Novate Milanese).

- *Framework Agreement signed by Fondazione San Carlo, Cooperativa San Martino and the Milan Artisans' Association.* Two-year courses involving one year of training and another of work experience.
- *Scuole-Botteghe (School-shops).* This initiative encourages unemployed school-leavers to learn a trade in authentic shop/workshop environments.
- *World-Job.* This involves two IT courses (the first basic, the second more advanced) lasting a total of 4 months. Available to 30 individuals - typically immigrants - interested in catering and door/window fitting. Finance comes from the Provincial level, with a small contribution from Milan City Council.
- *Run-Down Areas Youth Enterprise Support Programme (in liaison with the Youth Enterprise Board, Milan Province, Sodalitas, the Young Businesspersons Association, the Chamber of Commerce and a number of Banks).*

This initiative came about to encourage and support the creation of employment opportunities for the under-30's in run-down suburbs of the city. The programme may be divided into 3 stages:

- i) The first stage involved a programme feasibility study with reference to a) young peoples' desire and interest to set up in business and b) existing infrastructure.
 - ii) Young people were then asked to present their own business ideas and plans. It was up to the Youth Enterprise Board to select the most promising ideas and turn them into reality.
 - iii) Finally, these worthwhile ideas were presented to banks involved in the initiative and financial assistance was agreed between the parties.
- *Financial Assistance to the Self-Employed.*
 - i) Credit lines - Extra - Imprese
Banca Popolare di Milano has offered a wide range of banking services to students, as well as to non-EU workers (to help the latter become absorbed by the city). Such assistance is co-ordinated through the Milan Chamber of Commerce Industry, Craft and Agriculture, Fidicommet (Business and Tourism Credit Guarantee Fund), Fondazione San Carlo, the Foreigners Office of the Union CGIL, CISL-CESIL and the Foreigners Assistance Centre of the Union UIL. These offer a variety of assistance packages including the administration of savings as well as sending funds to home countries. Extra-Imprese, meanwhile, co-ordinates special interest-free loans (as much as 40 million lire - 20,000 ECU - , repayable monthly) for people wishing to set up their own business or take on one which is already in existence.
 - ii) Ethical Accounts
These have been set up in the following banks: Banca Popolare di Lecco, Deutsche Bank, Banca Briantea, Banca Popolare di Milano and Banca di Desio.

In addition to such practical assistance, information evenings are also organised for hostel residents who require further details about aspects of the help available. Expert speakers contribute to these evenings, which are generally held at the hostel. Subject-areas needing most clarification typically include: Immigrant Worker Rights and Italian Law; Worker Rights, Duties and Income Expectancy and Temporary Resident Permits. Psychological consultation is also available on request. These initiatives are not scheduled, but emerge as a result of specific resident needs.

3. Socio-Cultural Awareness and Integration Initiatives

In order to encourage exchange between locals and foreigners, the Fondazione occasionally organises exhibitions and cultural events. At the moment, this area remains largely underdeveloped, though in the future it is hoped to exploit its potential.

4. Research Activities

Any Fondazione San Carlo-commissioned piece of research into immigrant living/working conditions is usually entrusted to, and carried out by, external bodies. As regards the users themselves, they are generally equally distributed between both sexes, typically 35-50 years old and from a wide range of countries. There are especially significant numbers of Eritreans and Senegalese. Very often, they have secondary school qualifications, but are unable to find a position matching their aspirations. As a result, they frequently end up in unstable, poorly-paid employment. The better scenarios include being taken on as specialist labour by small provincial firms, accepting jobs in social work with few real responsibilities or prospects (care assistants), or working as dishwashers in the catering trade. This is why they come to Fondazione San Carlo - in the hope of finding jobs with better pay and prospects which will facilitate their integration into Italian society. Vocational training courses, on the other hand, are usually attended by young individuals (25/26 year-olds) without ties.

C Access

Resources that the Fondazione takes advantage of to publicise its activities include:

- A church-produced magazine in the form of a guide
- Caritas Ambrosiana
- The Milan City Council Foreigners Office
- Public and commercial bodies (previously mentioned), closely involved with the Fondazione
- Word-of-mouth

There are few language barriers amongst the hostel's residents since the concierge is usually an immigrant, too. As a secondary reception structure, many of the individuals who seek assistance already have a reasonable knowledge of Italian since they will already have had some experience of living with the local population. Certain difficulties do arise, however, typically concerning the immigrant's overall cultural attitude and work ethos. For their part, the immigrants themselves often encounter enormous workplace prejudice from employers.

D Networking

Fondazione San Carlo has a very large range of contacts. The closest relationships have been forged with Caritas, Milan City Council Foreigners Office, Milanese union bodies and primary reception, guidance and vocational training centres for immigrants.

E Outcomes and Assessment

Fondazione San Carlo's strong points are its ability to implement joint work/social policies and practical employment re-integration programmes in line with employer and subscribee needs. Rates of successful work placement are very high (80% amongst those who attend vocational courses). A second, and winning, factor is the large number of useful contacts the Fondazione has for its placement schemes. Thirdly, its hostel is clean and well-looked after. The main drawback lies in its not being able to provide enough post-scheme guidance and information once the individual has finally entered into working environment.

Case study no. 9

Extra Centre

EXTRA CENTRE

Piazza Aspromonte, 26

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Opening hours: Monday – Friday, 09:00 - 13:00 and
14:00 - 18:00

Contact person: Mamadou Ndiaye

Foreign languages spoken: English, French, Arabic, Spanish,
Portuguese, Croatian, Chinese.

Philosophy

“Consider the person as a whole and offer him/her useful, independent means in the search for work”.

A History, Context and General Structure

In 1991, a group of Senegalese immigrants, dissatisfied with previous work experiences in Italy, attended a training course which was financed by the ESF and the Lombardy Region and organised by the Scuola di Psicologia dell'Organizzazione. From this stemmed the idea of forming an association capable of providing a reference point for the immigrant community in the difficult and, at times traumatic, process of finding accommodation and work.

The financing funds drawn upon by Extra Centre are: the ESF; specific funding from the European Commission's DG V of the European Commission, national Law no. 39/1990 (better known as the “Martelli” law), regional funding and provincial financing.

At present, the Extra Centre consists of 17 members, 5 of whom are on the Board of Directors (4 members and 1 chairman). The centre is organised and run by two members assisted by a series of professionals and consultants who contribute part-time with co-ordinated and on-going collaborative contracts.

B Functions, Target Groups and Content

Right from the beginning, the centre's approach was “holistic” in the sense that it attempted to provide complete solutions to the wide range of requirements and needs encountered by non-EU immigrants such as housing, job seeking and social/cultural integration. These needs are strictly connected and the solving of one of these problems is often linked to the others. Over the years, for reasons of efficiency and effectiveness, Extra Centre has concentrated on, and specialised in, the provision of active policies whilst continuing to pursue the following activities and objectives:

Access to Vocational Guidance

- Developing awareness of the various foreign cultures and mediation by means of organising cultural, artistic and social events in association with public bodies
- Research activities
- Translation of manuals and guides
- Participation in international co-operation projects

With regard to active labour policies, the activities and services offered are:

- ***Information, Guidance and Counselling***

A series of activities linked to guidance, information and consultancy regarding residence permits, job/house seeking; health problems and integration. The school of psycho-sociology provides the methodology used for guidance and consulting services. On the one hand this involves working on the individual's motivation and psychology and, on the other, on cognitive aspects in order to give both an accurate analysis of the individual's professional skills and abilities, as well as provide an in-depth knowledge of the labour market.

- ***Training***

Vocational training course;

Socialisation and integration into the world of employment/self-employment;

Italian language;

Job-seeking techniques;

Integration updating courses for teachers and social workers.

- ***Job Creation and Self-employment. Support to match labour supply with demand***

As regards matching labour supply with demand, this takes place by means of a broad network of small business links and the entry of user names and professional profiles into a computerised databank.

Although information courses about the world of work, counselling and vocational guidance activities are all free of charge and held both on an individual as well as collective level, they do not take gender into account. In fact, they are indiscriminately targeted to women and men without considering, or answering to, specific aspects inherent in gender difference.

The people who contact Extra Centre are mainly foreign men and women with a slight prevalence of the former over the latter although there is also a very small minority of Italians, as shown by table 28. The nationalities most strongly represented are Peruvians, Filipinos, Moroccans, Egyptians and Senegalese between the ages of 20 and 50, of whom almost half are aged between 30 and 39. According to Extra Centre data, its subscribers are divided up according to educational qualifications as follows: 15 per cent are illiterate; 23 per cent have secondary school diplomas, 10 per cent have a professional technical diploma; 36.9 per cent have a high school diploma and, finally, 14.2 per cent have undertaken an intensive degree course and/or have a university degree.

Table 28. Extra Centre users' country of origin, 1997

Country of origin	Total	Country of origin	Total
Albania	35	Ireland	2
Algeria	37	Iran	4
Angola	9	Iraq	1
Austria	8	Italy	45
Argentina	8	Lebanon	3
Bangladesh	40	Macedonia	1
Brazil	27	Madagascar	2
Bosnia	13	Morocco	103
Bulgaria	5	Mauritius	37
Burundi	10	Nepal	3
Burkina Faso	7	Nicaragua	11
Cameroon	3	Nigeria	26
Chile	1	Palestine	9
China	14	Pakistan	23
Colombia	2	Peru	143
Congo	26	Poland	11
Ivory Coast	33	Dominican Rep.	35
Korea	2	Romania	16
Croatia	17	Russia	8
Cuba	13	Ruanda	19
Egypt	94	Senegal	96
El Salvador	27	Seychelles	28
Ecuador	19	Sierra Leone	37
Eritrea	25	Spain	4
Ethiopia	18	Somalia	35
Philippine	127	Sri Lanka	45
France	3	Tanzania	31
Gambia	12	Togo	11
Germany	1	Tunisia	47
Ghana	25	Turkey	1
Jordan	29	Uganda	13
Djibouti	1	U.S.A.	3
Greece	1	Zaire	35
India	42	Total	1619

Source: Extra Centre databank association

C Access

Extra Centre uses numerous information and promotion channels:

- Specific trade and national press. The newspaper "How?" published and circulated by the immigrants themselves, deals entirely with problems encountered by immigrants during integration into the social and working world of Milan. Extra Centre users publish 50 job offers fortnightly. Furthermore, from time to time, articles about Extra Centre are published in leading Italian newspapers such as 'Sole 24 Ore' and 'Corriere della Sera'.
- Provincial labour offices;
- Word-of-mouth, which remains the most successful vehicle.

In order to use Extra Centre services it is necessary to fix an appointment with a practitioner by telephoning beforehand.

Once the first contact has been made, the individual's personal data, training and qualifications are entered into a databank which is updated every six months.

Access to Vocational Guidance

Subscribers are allowed to use the computer to write their CVs and the telephone to contact companies. For all services pertaining to family care (e.g. childcare) and psychological problems, subscribers may avail themselves of specific bodies and associations that work in close collaboration with Extra Centre. There are no particular language barriers at Extra Centre because the operators belong to different nationalities and are at least bilingual.

D Networks

Extra Centre is not an integral part of an association network but is closely connected to the following institutions:

- The Milan Foreigners' Registration Office;
- The District Employment Division;
- The Regional Employment Agency;
- The Region;
- Vocational training schools (e.g. Fondazione Clerici School);
- Non-profit foundations and associations that deal with integration of non EU immigrants into the labour market, e.g. Fondazione San Carlo and Fondazione San Martino;
- Companies and trades-unions.

E Outcomes and Assessment

Since it is difficult to follow the progress of Extra Centre subscribers, little detailed research is available on how individuals fare in the real working environment. Indeed, the non-EU immigrant population does not remain in a fixed or precise place for long periods. It is often forced to move from one place to another because of housing problems, or from one Italian city to another offering work. The Extra Centre discovered that its services were no longer required by 20% of subscribers, 70% of individuals return 3-4 times a year, whilst 10% do not manage to become integrated into the world of work. The results, though, could be misleading. It is, in fact, to be doubted that 20% may be considered absorbed into the Italian labour market, due to the problems mentioned above. Furthermore, the assessment about 70% of users may be open to dual interpretation. This might indeed be thought of as a failing since realistic immigrant expectations regarding long-term employment are typically low. In most cases, the non-EU immigrant population is offered jobs requiring minimal qualifications, which often coincide with fixed-term work. Moreover, non-EU immigrants do not initially aim at stable integration within Italian society (which would possibly help them to obtain better jobs with enhanced prospects) but, rather, look towards finding a profitable job that allows them to send money back home, or even return there permanently.

The Centre's strong points lie in the social workers' excellent knowledge of the world of work and of companies' professional requirements.

Due to logistic and financial reasons its weakness is that the range of services offered is too limited compared to the varied and evident needs of the subscribers themselves.

Case study no. 10

Orientamento Lavoro

ORIENTAMENTO LAVORO

Piazza Aspromonte, 26

I - 20131 Milano

Tel. +39-02-294.00.100

Fax +39-02-294.00.100

Opening hours: Monday - Friday 09:00 - 18:00

Contact persons: Marina Cavallini, Laura Mazzolari

Foreign languages spoken: English and French

Philosophy

"The key words are: maximising previous experiences; keeping personal and professional resources together; improving work performance; knowing oneself and the context better; moving strategically within the labour market and planning/on-going self-projection."

A History, Context and General Structure

Orientamento Lavoro was created in 1986 in Milan and is active in the field of vocational guidance, focusing its training activities mainly on women.

Developed as the first *Retravailer* Centre in Italy, with a socio-psychological approach based upon Evelyne Sullerot's experiences in France, the methodology was adapted to labour problems linked to the Lombardy area and Italy. Whilst Sullerot altered certain aspects, some basic methodological aspects were however maintained:

- individual focus on the specific nature of being a woman
- the individual and contextual relationships
- the importance of targeted information during individual assessment and the relationship between process and local conditions
- the role of requalification in personal replanning
- the role of empathy-centred teaching in path-planning, both during and after the termination of the training course.

Orientamento Lavoro is a private, non-profit social association which is almost entirely financed by various public funds: regional, national, European (with community programmes - Adapt and Now - plus the ESF). Such revenue is increased through association fees and payment for some of the courses and services offered.

As regards the association's organisational structure, the board of directors, consisting of five people (1 chairman, 1 vice-chairman and three members) determines the theory and the methodology to be followed. It also institutes courses and services which are developed by professionals and experts in the relevant subjects (7- 1 0). This expertise is assisted by a full-time secretary. Both the professionals and the secretary work for Orientamento Lavoro on part-time and/or

co-ordinated (or continuous) contracts and hold average/high educational qualifications.

B Functions, Target Groups and Content

The three basic elements according to the socio-psychological approach, which the guidance model is based upon, are the following:

1. encouraging the individual to become aware of her potential and abilities;
2. providing the individual with the appropriate means to understand the economic, social and professional context in which she operates;
3. developing the individual's abilities in terms of planning, adaptation and innovation.

This approach differs considerably from traditional models which basically see guidance as information about the labour market and the professional profiles being sought. The crucial factors which particularly characterise this way of conceiving Vocational Guidance are the following:

- guidance is a training path: the individual rediscovers her own resources, fine-tuning skills already acquired. Additionally, by improving her self-awareness, she questions and actively compares and criticises herself in relation to the outside world. In this way, an attempt is made to change mental attitudes, thus encouraging a better understanding of one's own values as well as developing one's own abilities for application in professional spheres.
- focusing on the person, an active element in classroom work; focusing on an analysis of the outside context as a series of mechanisms, rules, places and reference people, as an intertwining of training sources, possibilities, sectors and profiles. The person may then learn to know and decode in an exploratory way in order to identify the gap between her own potential and outside reality.
- implementation of independent planning which considers experience gained, restraints, energy and motivation as essential contributory factors in a new plan of action, drawn up according to priorities and gradual implementation times.

Thanks to the combination of the above mentioned elements, the individual acquires faith and decision-making autonomy, thus allowing him/her to enter/re-enter the world of work with a capacity to re-appraise the plan over time. It is important to note that *Orientamento Lavoro* does not provide 'service packages' or 'standard courses' but rather services whose contents evolve over time in order to match, as far as possible, users' needs with changes that have taken place in the labour market. Moreover, courses may be developed *ad hoc*, according to specific user requests.

Guidance and counselling assistance offered essentially include the following services and courses:

- Interview techniques
- Educational and work guidance
- Job training guidance (the transition from job to job and planning reinforcement of planning for those at risk of unemployment)
- Work conversion module (identifying the reasons for change and redefining professional choices)
- Training course guidance
- Skill Evaluation (developing a training and/or professional programmes)

Access to Vocational Guidance

- Job-seeking techniques
- Training of male and female tutors
- Programming support
- Business motivation
- Documentation workshops.

Once subscribers have followed the courses they are no longer allowed to use either the computer or telephone to write CVs or contact companies. In some cases courses are free when financed by public funds (there may be an additional 'symbolic' charge; for example 1,000 lire/hour (0.50 ECU). Otherwise subscribers have to pay fees.

Orientamento Lavoro tends to be contacted by the following people:

- adult women returning to the labour market after having left for family reasons;
- young and adult women who have been made redundant or are undergoing requalification;
- women who have been made redundant or who are undergoing mobility;
- young women whom, after precarious work experience, wish to protect their professional future;
- young women who have recently obtained a diploma or who have graduated from university;
- ex-detainees who wish to become reintegrated into the world of work;
- female students

The main user age group is 31-45 years.

C Access

In most cases individuals learn about Orientamento Lavoro from advertisements in large-circulation daily newspapers whose supplements deal with the labour market (such as that published by 'Corriere della Sera') and in well-known women's magazines. The association may only be approached by means of an initial telephone call made during normal office hours (Orientamento Lavoro does not offer a counter service). Once an appointment has been fixed with a consultant for a first free appointment of an informative nature, the individual then decides whether to arrange a second appointment. At this appointment the aim is to fill out a card with the individual's personal and professional details. During this interview she is given advice about which guidance, counselling or training courses to follow. For this service the individual may expect to be charged a small fee of 50,000 lire (25 ECU). In rarer cases, specially selected job-seekers are directly sent to Orientamento Lavoro by the District Employment Division.

D Networking

Orientamento Lavoro is a founding member of CORA (Centri Orientamento Retraivaller Associati): an association embracing 28 private and public centres which are recognised within the same conceptual and methodological guidance framework as viable training programmes. CORA, in turn, is a member of the EWA (Europe Work Action) association, with which the Retraivaller centres active in Europe

(Belgium, France, Greece, Italy, Portugal, Spain and Switzerland) are also associated. Orientamento Lavoro is also part of:

DIEFFE: Women and training, a Milanese association comprising agencies involved in the field of research, guidance, training and other opportunities.

EUDIFF Italia, an association dealing with the creation of an information network for women's associations.

ESOPPO, a network of male and female experts involved in the organisational development of equal opportunities.

In addition, common programmes have been set up with the following bodies and institutions: Ministry of Labour; Regions, Provinces and Communes; Equal Opportunity Committees; employers' agencies; vocational training centres; guidance centres and schools.

E Outcomes and Assessment

The association's strong points lie in the methodological approach used, in the particular courtesy and professionalism of all members and assistants and, finally, in the welcoming and highly positive atmosphere. The lack of systematic analysis and assessment regarding the effectiveness of services offered is understandable given Orientamento Lavoro's primary objective: to encourage a change in the individual's psychological and mental attitude, a necessary condition for re-entering the labour market.

Interview no. 1

Categories risking social exclusion: A woman over the age of thirty returning to the labour market after a ten-year absence.

Name, age and nationality Antonella Vitali, 41, Italian

Civil Status: Separated

Qualifications: Diploma as technical business expert with a foreign correspondent specialisation

Resident in: Arese

Languages: English

"After obtaining a diploma as a technical business expert, I worked in the foreign exchange department of a bank for 10 years. In the meantime, I got married and had a daughter, who is now twelve years old. Due to my daughter's health problems, I resigned from the bank so that I could be near her. During those years, while my husband pursued a brilliant career, I discovered my real passion: painting. I began to attend various art and decoration courses and subsequently, 'Fine Arts'. A year ago, my husband and I separated and with this separation came the need to return to work after a ten-year absence, preferably as an artist and not as a bank clerk... So, after reading an article in a woman's magazine on Orientamento Lavoro, I contacted this organisation immediately to get more specific information on the labour market. I attended a 100-hour course for adult women between the ages of 30-50. What did Orientamento Lavoro give me? First and foremost, faith in myself, in my abilities - it improved my self-esteem. In the second place, thanks to the tests that we had to undergo, I discovered skills I did not know I possessed: persuasion, patience, the desire to communicate. Furthermore, I realised that I did not possess the skills that a female entrepreneur ought to possess. This was really quite important since I had often considered setting up my own business to sell my compositions, i.e. to pursue a personal project with tenacity. At the end of the course, I devised my own professional project: to teach what I believed in - a private art course held in my home studio. Twelve people are currently enrolled in the course."

Interview no. 2

Category risking social exclusion:

A woman over the age of thirty returning to the labour market after a ten-year absence

Name, age and nationality

Ida Pacimeo, 39, Italian

Civil Status:

Married

Qualifications:

Diploma as technical business expert with a foreign correspondent specialisation

Resident in:

Milan

Languages:

French and scholastic English

"I learnt about Orientamento Lavoro through an ad in 'Corriere della Sera' (an Italian newspaper). I contacted them and then decided to attend a training course for adult women between the ages of 30-50. I have only been in Milan for four years. I am married with two daughters aged 11 and 16. Before coming to Milan, we lived in Sardegna, where my husband was born. My ten-plus years of work experience included administrative management, initially as a white-collar worker and then for another company as an autonomous worker. When I lived in Sardegna it was very difficult to work due to a lack of childcare structures such as crèches, etc. meaning that I stopped working while the girls were small. It was very difficult to start looking for work again in Milan because I didn't know the working environment, I don't know English well and because I was over thirty and married with two daughters. Before I came to Orientamento Lavoro, I sent a number of CVs to different companies without much success. I managed to organise a few interviews but sensed an enormous amount of "hostility" on the employers' part. I presume this was due to my age. What did Orientamento Lavoro give me? It gave me, like most of the other women who had arrived there depressed, faith in myself": it provided me with the confidence to enable me to move within the labour market and discover skills I didn't know I had. Indeed, at the end of the course I formulated a work plan: to open a catering business. Two months after the end of the course I found a part-time secretarial job at a recruitment company. I am pleased with these initial results but still desire to launch my business idea which I am determined to try and achieve ..."

Case study no. 11

DonnaLavoroDonna

DONNALAVORODONNA

Via Melzo, 9

1 - 20129 Milan

Tel. +39-2-29511041

Fax +39- 2-29511041

E-mail: didmilano@comm2000.it

Opening hours: Monday - Friday, 09:00-17:00

Contact persons: Miriam Lavoratorini, Patrizia Beretta, Maria Minervini

Provincial headquarters: Abbiategrasso
Commune and at Goito at "Centro Parco delle Bertone"

Unemployment Offices: in the Communes of
Rozzano, Binasco, Garbagnate, Lecco and
Vigevano

Foreign language spoken: English

Philosophy

"Educating about choice-making - enabling individuals to confront the labour market independently."

A History, Context and General Structure

DonnaLavoroDonna is a non-profit organisation whose social objective is to promote and give due respect to women's work through the planning and organisation of research initiatives, guidance, positive action, training and professional development.

The centre was founded in 1982 by a group of women represented by the Milanese headquarters of the women's organisation "Unione Donne Italiane". From the late 1970s, the principle policy of this organisation was not only one of representation but, above all, the institution of specific centres to accomplish broad spectrum direct initiatives in support of women, including action regarding job problems. Hence the idea of founding an association dealing mainly with improving women's conditions in the labour market which, in the middle of the Eighties, was still strongly discriminatory. The strategy chosen by DonnaLavoroDonna, formally constituted in 1985, was vocational training which enabled women to qualify or requalify professionally. Indeed, greater professionalism would have increased women's competitiveness and their potential to access employment opportunities. The most representative category at that time were under-employed women over the age of forty, or those returning to the labour market after a prolonged absence due to childcare, driven by a need for socialisation. From the beginning, the vast range of

training paths were not generalised but, rather, focused on the specific needs of women: requalification and re-evaluation of old jobs, new professional profiles, self-employment and support of entrepreneurship. Alongside these main activities, the statute also foresaw an initiative for research and analysis which, however, remained residual to the projects implemented or being implemented.

After a few years, in particular starting from the early Nineties, a change was noted both in the age and in user typology; these were in addition to an enlargement of the social objectives that saw the implementation of programmes not only targeted to women, but also to men. This meant that the self-assistance models initially applied to weaker groups might also have proved successful for other user-types. Indirectly, this meant recognition by the outside environment. At the same time, the nature of the initiatives offered changed. This was due to two factors: firstly, considerations that had emerged within the European context regarding the effectiveness of the initiatives themselves following the serious economic and employment crisis of the early Nineties; secondly, the considerable changes that had taken place in Italy with regard to labour market regulation. This allowed for the definition of a new assistance model whose key element was to support and integrate vocational training paths with other instruments ranging from welcome, support, pre-training, individual and collective guidance and consulting. These active labour policy measures were implemented at a decentralised level in municipal Employment Divisions. During 1996 and 1997, thanks to an agreement signed between DonnaLavoroDonna and the Communes, this resulted in the creation of Unemployment Offices in Rozzano, Binasco, Garbagnate and Lecco, the public financing for which was assured by art. 6 of Regional Law no. 9/1991. DonnaLavoroDonna was responsible for the running of these branches.

From a legal point of view, DonnaLavoroDonna is a non-profit organisation principally financed by regional, national and European public funds. In particular, the institutions that finance the assistance programmes are the ESF, the NOW and LEONARDO da VINCI community programmes, as well as transnational collaboration programmes such as Regione Lombardia - Regional Plan for Vocational Training, Regional Law no. 9/1991, Chapter 908 initiatives to assist individuals undergoing mobility, subject to wage-guarantee funds and the long-term unemployed and, finally, EEC/Ministry of Labour Law no. 125/91 ("Positive Action for the Promotion of Female Employment"). In the majority of cases, vocational training courses are free of charge with the exception of an association fee. The same applies to the other services provided by the Job Agencies.

From an operational point of view, there is a general management service within the association which is responsible for both administrative as well as organisational aspects and is run by 14-15 people whose job it is to co-ordinate different activities. Relationships with users, meanwhile, are handled by one person. With regard to training course staff, DonnaLavoroDonna avails itself of more than ten freelancers, all professionals in the field.

B Functions, Target Groups and Content

The services and activities provided can be divided into the following three areas:

1) vocational training, targeted at obtaining professional qualifications in specific areas: the environment, manufacture of handicrafts linked to interior decoration and restoration, tourism, agriculture and training for female operators in the labour market.

Access to Vocational Guidance

2) trans-regional development projects. In this case, vocational training activities are included in wider development projects, co-operating closely with local administrations;

3) active labour policies implemented at a decentralised level in collaboration with local bodies. Despite each Unemployment Office having specific areas of focus, active labour policy assistance models are divided thus:

- individual guidance;
- collective guidance;
- training support in order to help with the drafting of CVs and other transversal skills such as information technology or English courses;
- professional development projects backed up by ongoing support;
- insertion of the user's CV into a databank;
- preselection
- placement in companies at different levels (apprenticeships, in-house training periods, hiring);
- promotion of self-entrepreneurship and social co-operation.

It may be noted that the main objective of the Unemployment Office is to develop independence in the person searching for work and to construct his/her professional strategy. Merely entering the person's details into a databank would lead to a passive attitude on the part of the user.

There is a strong link between the main headquarters of DonnaLavoroDonna and the decentralised Unemployment Offices both with regard to assistance projects as well as for the user. Starting from next autumn, plans have been made to direct a number of active labour policies from the headquarters; such measures are presently co-ordinated informally in the form of individual and collective guidance courses.

The following activities will be added to those listed above:

- promotion of study and research;
- production and collection of documentation, as well as explanatory, educational and training material;
- promotion of seminars, conferences and meetings;
- publishing activities.

Users include both men and women. The women who contact the centre today are, on the one hand, very young with qualification needs and, on the other, older women in emergency situations (unemployed, long-term unemployed, undergoing mobility, wage-guarantee fund recipients) who require rapid and efficient re-integration into the labour market. The median age-group is between 25-35 years. Men represent only 20% of users and they are generally young and in search of their first job.

C Access

Users hear about the centre through various channels, generally fairly traditional ones. In the first place, thanks to the publication of courses in leading Italian newspapers, with a preference for advertising in "Corriere Lavoro", ("Corriere della Sera" supplement) and in specialised trade magazines. Secondly, by means of large

public structures dealing with professional guidance such as CITE¹⁵ - Centres for Technical Educational Innovation - and other private social bodies. Thirdly, thanks to the main women's associations. Finally, the famous "word of mouth" is always valid. Unlike their training courses, the offices operate no selection policy as regards access to the opportunities they offer.

D Networking

The largest connection network implemented by DonnaLavoroDonna is with local institutions and local governments thanks to the constitution of front offices and indirectly by means of the latter, with the social partners. There are, furthermore, excellent links with the main women's associations and with other vocational training centres.

E Outcomes and Assessment

Periodically assessments are made. With regard to the Unemployment Offices these are quantitative assessments such as, for example, how many male/female workers have been placed, what kind of work opportunities they have had, with what type of contracts etc. For vocational training activities, meanwhile, both employment assessments as well as assessments on the content of same are implemented. These are based on questionnaires distributed to users at the end of the training course. DonnaLavoroDonna's strong points are that all activities are based on the centrality of the individual's needs and that the combination of its number of different approaches represents an important added value for the user in terms of job placement. On the other hand, its major weak point and the difficulty most frequently encountered by the centre is the change in labour culture and its consequences which are not usually recognised by the user. This makes guidance and the counselling of training paths somewhat problematic. Indeed, choices that might seem effective and efficient in the eyes of the practitioner are not seen in the same way by the user, who is often a child of a "traditional" labour culture in the Fordist sense.

¹⁵ In Lombardy, guidance management answers to the Region and is conducted by means of decentralized structures: the CITE (Centres for Technical Educational Innovation) on a provincial level and the USL - Local Health Units - connected to university centres (for university guidance).

Case Study no. 12

CGIL - NIDIL - Nuove Identità Di Lavoro

CGIL - NIDIL - NUOVE IDENTITÀ DI LAVORO

c/o Camera Confederale del Lavoro di Milano e
Provincia

Corso di Porta Vittoria, 43

I - 20122 Milano

Tel +39-02-55025466, Fax +39-02-55025294

Opening times of the front office:

- counselling for employees or temporary workers, Monday, 14:30 – 17:30
- counselling for self-employed workers: Tuesday, Wednesday and Friday, 17:00 – 19:30

Contact persons: Maurizio Zanetti, Giulio
Giovannini, Chiara Borro

Foreign languages spoken: English and French

Philosophy

“Workplace flexibility need not mean the loss of rights, safeguards and guarantees gradually won through long and bloody battles since the time of the first workers’ societies. Instead, it should be a way of recognising the dignity and professionalism of workers within new working frameworks.”

A History, Context and General Structure

The Cgil-NidiL - Nuove Identità di Lavoro (New Working Identities) federation, part of Cgil¹⁶ (Confederazione Generale Italiana del Lavoro), came into being in May 1998. Cgil-NidiL represents employees and self-employed on ‘atypical’ contracts, as they continue to be defined in official statistics, i.e. workers employed on a casual, part-time, temporary or fixed-term basis, persons supplying maintenance and co-ordinating services, co-operative associated workers and self-employed consultants who are subject to advance withholding tax or individual VAT registration number.

Cgil-NidiL is the result of an evolution within Pegaso-CCA. CCA was an association formed in June 1995 by a group of self-employed workers who sought to give

¹⁶ The trades union Cgil came into being in 1944 as a result of the convergence of the three major social forces: communism, socialism and Catholicism. Following the 1948 scission which led to the separate formation of the Christian democrat-inspired Cisl (Confederazione Italiana Sindacati dei Lavoratori) and the social democrat/republican inspired Uil (Unione Italiana del Lavoro) unions, the predominant elements remaining in Cgil were (particularly) communist, as well as socialist plus a number from the ‘New Left’. The confederated Cgil, Cisl and Uil today constitute Italy’s most important fount of union strength. Trade unions here, as in most other European countries, can be traced back to the mid-19th Century, when the first workers’ circles and cooperatives were formed.

themselves an autonomous profile in the debates over a 10% statutory welfare contribution. A first significant result was achieved in 1996 when an independent tax rate was agreed for the self-employed, who had been removed from the traders' category (the members of which had to pay a contribution of 15%). In the intervening period CCA had begun to be divided by an internal fault-line. On one side there were those who wished to carry on with the existing battle as a means of ultimately obtaining an appropriate legal solution and the setting up of a professional register for the consultants' category. On the other side, there were others who had grasped the magnitude of the changes at hand, who could see that other professional figures - not merely consultants - were emerging. In the end, the second school of thought, bolstered by its more politically-oriented leanings, prevailed.

This latter school of thought then developed ties with the trades unions, particularly Cgil and, in 1997, contacts led to the signing of a convention between the latter and the renamed Pegaso-CCA. The convention envisaged the joint representation of the interests of the self-employed in matters political and provided for financial and logistical support for Pegaso-CCA and its two nation-wide centres. Initial dissent among Cgil ranks made the transfer and effecting of the national agreement between the union's secretariats and the association's executive difficult. Apart from membership problems, the Milanese branch of the union would not, at first, countenance the constitution of the Pegaso-CCA association since, instead of considering these emerging professional figures as an entity in their own right, they preferred to place them in the same category as other subordinate workers. After a year which saw fervent activity on behalf of Pegaso-CCA, and the overcoming of internal union dissent, a groundswell of opinion grew within Cgil in favour of forming a new national federated union to represent the new working categories that had emerged in the post-Fordist era: workers of new manufacturing and workplace structures who, really, ought no longer be considered 'atypical', but, rather, 'typical'.

This is borne out in numerical analysis of the phenomenon. These were the circumstances that led to the formal dissolution of the Pegaso-CAA association and the subsequent formation of Cgil-NidiL in offices at Milan's Camera Federale del Lavoro.

B Functions, Target Groups and Content

Cgil-NidiL, just like its predecessor Pegaso-CCA, has three main objectives. Firstly, to create a representative profile for new professional figures. Secondly to define the mechanisms (contractual, legal and active policy measures such as guidance and on-going training) necessary to safeguard their interests. The revised trades-union's campaign platform for obtaining a level playing-field in the workplace are the following:

- a. rewriting the workers' statute in the form of a *jobs statute*;
- b. defining rights and safeguards with regard to welfare and social security;
- c. seeking specific binding rules to safeguard workers against contractors;
- d. overseeing vocational training for the self-employed.

The following may be described as the platforms' principal objectives.

- defining an appropriate 10% social security regulation;
- promoting complementary open funds designed for the integrative welfare of consultants, freelancers and the non-regular self-employed, to be run by those involved according to their employment categories;

- establishing a general contractual and legislative regulation for the conferring of juridical recognition upon co-ordinated collaborations, identifying the distinguishing aspects of such relationships, defining the exact nature of the casual agreement and any available contractual safeguards as well as appraising central elements in dependent workplace relationships;
- determining common reference points in the definition of diverse para-subordinate work contracts in various industrial sectors;
- preparing appropriate instruments to aid para-subordinate worker associate organisations, with the aim of setting up a confederally-organised system of representation;
- assisting the emergence of precarious and non-protected jobs, contributing to the determining of adequate checks and safeguards;
- determining appropriate reference models for tax, insurance and health discipline suitable to the range of sectors and activities;
- defining rules and juridical, legislative and contractual principles for access to, and the running of, non-regulated professional activities;
- assisting in the shaping and determining of reference-points for those who work in para-subordinate or self-employed roles-, aiming towards creating a permanent training framework to act as an important instrument to help such individuals remain in the workplace.

Finally, Cgil-NidiL determines to provide a legal, fiscal and contractual counselling and assistance service, open to the public for a limited daily period, a few days per week. Present subscribers to Cgil-NidiL amount to 130. Unfortunately, sufficiently conclusive details regarding subscribers are not yet available.

As part of the agreement with Cgil, members may benefit from a wide range of services, including those of affiliated professional studios and other associations. Membership permits direct participation at NidiL-organised conferences, meetings and seminars. Such participation may take the form of verbal contributions and suggestions regarding the movement's general direction.

For obvious political and economic reasons, the Federation's two principal offices are located in the country's two major cities, Milan and Rome. In support of enlarging the network already established by Pegaso-CCA, further centres are anticipated in other main provincial capitals.

C Access

Access to the Cgil-NidiL organisation is facilitated by its highly visible and efficient public profile. The birth of Cgil-NidiL was covered by all the widest-circulation Italian dailies: Corriere della Sera, La Repubblica and Sole 24 Ore dedicated substantial articles to the matter. At the time of its formation, Pegaso-CCA received widespread local and national coverage, too. Indeed, during the course of the last year, Corriere, Sole 24 Ore and Repubblica (with its supplements), Il Manifesto, Linus and Avvenimenti have all written a series of different articles. There have also been numerous brief mentions and reports on TV and radio news programmes.

D Networking

Cgil-NidiL is both directly and indirectly an integral part of a very dense and extensive network comprising not only federated category Cgil offices, but also those belonging to the confederated trades union.

The union is, moreover, in close contact with those bodies and institutions connected to the job marketplace, the education system, vocational training as well as to employers associations.

E Outcomes and Assessment

At this time it would really be quite premature to try and draw useful conclusions on Cgil-NidiL's functioning (given its recent inauguration). All the same, a number of remarks and observations may be made. The emergence of Pegaso-CCA and its subsequent evolution into a new trades union federation may be considered extremely important, both politically as well as in terms of the union movement. Such importance derives from the fact that it emerged as a 'grass-roots' movement, a necessity given the widespread malcontent present amongst the 'grey' masses of workers often forced to work in precarious jobs, where exploitation tests all limits of legality. Such individuals demand protection and social representation. The trades union movement has, furthermore, demonstrated a clear ability to comprehend and respond concretely and opportunely to the socio-economic transformation at hand. Criticisms of the structure, meanwhile, lie in the partial and fragmentary nature of assistance provided, be the individual a member or not.

RECOMMENDATIONS FOR GUIDANCE SERVICES AND POLICYMAKERS

The objective of this last section is to present a series of recommendations regarding guidance, targeted to adult groups risking exclusion from the labour market. These are useful both from a conceptual and operative point of view for practitioners and policy makers.

These recommendations, which will focus on problems linked to accessing organisations that provide employment services and, in particular, vocational guidance, stem, on the one hand, from discussions with experts in the fields of active labour policies and social exclusion and, on the other, from spokespersons for social partners and qualified practitioners according to considerations triggered by a critical analysis of the case studies presented in the previous chapter as well as from in-depth reading on the issue of guidance (see bibliography).

Recommendations for guidance services

The content of the next few pages will focus on the key elements of an effective and efficient qualitative guidance model in terms of re-integration into the labour market. Without entering into a debate on the different schools of thought regarding the guidance service objectives included in employment services, the authors will side with those who maintain that the prime objective of guidance is not only the restoration of autonomy and faith in the individual but also the provision of instruments that, in view of the final objective - re-integration into the labour market - will enable him/her to operate within it. It is important for practitioners to bear this last objective in mind, otherwise they might run the risk of defeating all previous efforts, resulting in a considerable waste of economic resources.

With reference to the above, this can be said to be a broad concept of guidance that is not just a mere means of information about job opportunities but is also, above all, a training path to promote personal and professional growth that will maximise a person's potential and past experiences. In fact, both should be inherent in a process of integration/re-integration into the labour market. Starting from this premise the key elements of the model will be outlined.

A first element is linked to **territorial rooting and selection by users** of the body providing guidance services. By this we mean reference to a specific employment profile and area. In fact, the better the economic and social context are understood by the practitioner, the more precise the information s/he can give to users in terms of job opportunities and the more precise the planning of job integration paths. At this point it is necessary to provide exact clarification. By practitioner, in this case, we mean both the guidance counsellor and the planner. In some cases, these can be one and the same person although a division of tasks is preferable. In the event of there being a separation of rôles and functions there must be strict collaboration between the two in order to increase service efficiency.

As far as the user is concerned, it is important that the service provider clearly defines the service target and recruitment criteria. Furthermore, to guarantee guidance effectiveness, the practitioners must define **quantifiable and realistic objectives vis-à-vis their own users**. In fact, only if both these conditions hold true is it possible, in retrospect, to make assessments regarding service efficiency, as useful to the practitioners as to the policy makers. It is only possible, over time, to improve employment services in terms of content and efficiency, vis-à-vis resource allocation, if quantitative/qualitative assessments are carried out. As confirmed by

case studies, assessment, as an integral part of the duties conducted by practitioners, is often lacking in Italian organisations.

A third element concerns **user centrality as a vector of multiple needs**. First and foremost, this means that users cannot be grouped into homogenous user categories such as, for example, "the unemployed", "women" and so on, but must be dealt with as individuals, each with different problems. The user should not be considered only as a vector of specific but also of more widespread requirements and needs. Although this consideration is valid in a general sense it applies even more strongly to the adult population. In fact, the prime objective of those applying to a guidance service is to acquire the tools that will enable them to operate autonomously within the labour market and re-qualify professionally. However, these needs are accompanied by a whole series of different problems and constraints such as, for example, those linked to the organisation of family life, to accommodation, psychological support etc. If the whole range of these requirements is not met, the success of the guidance path is in question. Just take, the example of a woman of over thirty with children to support, without any family support who wishes, after a ten-year absence, to return to the labour market. This does not mean that the employment centres should answer or take upon themselves all these questions, but that they should avail themselves of other suitable structures and organisations. This consideration leads to the fourth strategic element: **network contact with different social, economic and institutional actors**. In other words there should be strict contact and communication between the different systems: enterprise system, vocational training system, family system, social partners. Since it is not possible to here discuss this issue in greater detail because it would detract from its main object, we invite those who are interested to read the survey "Eurocounsel" mentioned in the bibliography.

We will now carefully examine the crucial factors connected to the fifth strategic element relative to access - in the broad sense of the word. In fact, to guarantee access by adult groups of the labour market to employment and guidance services it is not sufficient to guarantee access to the physical structure of an organisation but it is also necessary to guarantee permanence, and lastly, to guarantee access to real labour market integration. Therefore, in order to make this analysis clearer, the following four phases linked to access are conceptually distinguished: promotion, welcoming reception, completion and, finally, follow-up.

1. As far as the first phase is concerned, it is necessary to underline, in successive stages, how in Italy real **social marketing** - of the kind availing itself of a wide gamut of forms of communication that change according to the user one wishes to reach - is almost non-existent. That which currently prevails is a promotional activity by the provider who uses extremely traditional channels (such as newspaper ads) that rarely manage to reach the weaker groups of the labour market. Added to this, there is the use of a bureaucratic language full of legalese and Latin terms, often incomprehensible especially to those with lower educational qualifications who are also those in greatest need of employment services. The notices of competitive examinations published in the Official Gazette are an example of this. It is useful to remember how this problem, that, in the end, is one of a democratic process, was the subject of an in-depth debate. This resulted in a partial response with a publication by a noted jurist of a manual¹⁷ whose objective was to delineate a series of codes for the simplification of public administration language in order to render it comprehensible. This serious deficiency and inefficiency in the quantitative and qualitative level of

¹⁷ Sabino Cassese, *Codice di Stile. Manuale delle comunicazioni scritte ad uso delle amministrazioni pubbliche (Manual of written communications for use by public administration)*, Istituto Poligrafico e Zecca dello Stato, 1993.

promotional activity can be overcome if, and only if, those in charge (practitioners but also policy makers) are prepared to change their methodological approach by actually putting themselves in the place of the user and not seeing him/her as an abstraction that generally coincides with that of an active person well informed about labour market management and possessed of good self-esteem. This also presupposes an analysis regarding the causes and effects of exclusion from the labour or social market. To return, therefore, to our example of a woman of over thirty with children to support, a flyer distributed in nursery schools would be much more effective than a high-sounding advertisement in a newspaper that may not be bought. In other words, this means asking simple questions about one's own user target such as, for example, where he/she lives, spends his/her day, what his/her activities are, what he/she reads, what radio station he/she listens to.

2. A second phase linked to access is that relative to *reception*. Above all, the organisation must be located in a place that is easy for the user to reach. In the second place, it is important that the organisation, in addition to being welcoming, does not have architectural barriers preventing access to the disabled. Most of the organisations described in the last chapter do not comply with the above conditions. In the third place, it is of crucial importance that the practitioner interviewing the user for the first time has specific skills and a suitable high professional qualification. Not only must the practitioner be able to identify with the user but he must also be able to interpret his/her explicit and implicit needs¹⁸. The function of the person at the front desk is not, as is presently the case in Italy, merely to provide information *tout court*, perhaps handled in a bureaucratic and hurried way, but to know how to listen carefully to the users' specific needs. This means that the practitioner must have specific skills: excellent relational abilities, an ability to interpret and decipher different behaviours and languages not only in linguistic terms but linked, above all, to the condition of the unemployed or marginalised person, to know and decipher so-called "outsider culture" as well as those factors linked to gender. It is important to bear in mind that success of the entire guidance path may hinge on this first contact.
3. The third factor linked to access is the one relative to conditions ensuring *completion* in the organisation itself. In fact, once the user has managed to reach the structure and follow a certain type of guidance and training path, it is necessary to be certain that he/she manages to finish it. An aspect that is often underestimated in these cases is that the adult especially has a whole series of constraints (family, economic, mobility) that prevent or make participation in guidance courses difficult. This attitude derives partly from a lack of integration between labour policies, industrial policies and social policies and partly from extremely low (if not totally non-existent) unemployment benefits, safeguarding those already integrated into the regular labour market (particularly in industry and public employment) but leaving other workers or the unemployed completely unprotected. This expenditure, with that of Luxembourg, is one of the lowest in Europe (see tables below). It is necessary to underline that in Italy, unlike in other European countries, there is no minimum guaranteed national income scheme (except on an experimental level) for those without means. This often means that the unemployed person has to rely on the resources of his/her own

¹⁸ See the interesting article by Sergio Bevilacqua and Lella Brambilla, *Ruolo e bisogni degli operatori della Formazione professionale impegnati nei corsi rivolti agli adulti non occupati (Role and requirements of vocational training practitioners engaged in courses targeted to unemployed adults)*, in *Professionalità* 44, March-April, 1998.

family or family of origin causing further unease of a psychological nature. Thus, to improve completion rates (in addition to what will be said further on to policy makers) it is necessary that the provider of employment services converses and has contact with different economic actors and social structures (for example, crèches for child-care).

Table 29. Current expenditure for social protection divided up by function, 1994 (% of overall expenditure)

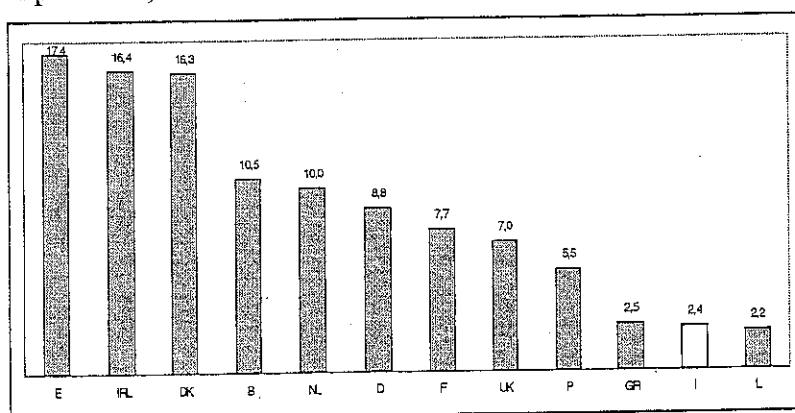
Functions:	B	DK	D	GR	E	F	IRL	I	L	NL	P	UK*
Disease	23.6	16.9	26.0	14.1	25.0	24.9	28.0	20.1	23.0	20.8	32.4	18.5
Invalidity	8.4	8.6	8.6	9.0	7.8	5.6	6.7	6.5	10.8	20.9	10.6	11.3
Accidents	1.9	0.7	2.7	0.1	2.1	1.8	0.5	2.2	2.8		2.3	0.3
Old age	32.0	35.5	29.7	53.4	31.3	35.2	20.5	50.6	30.6	29.9	31.2	38.5
Reversibility	10.3	0.1	9.8	10.1	9.6	6.1	5.8	10.9	13.7	5.2	6.8	1.2
Maternity	0.7	1.5	0.7	0.5	0.9	1.3	2.0	0.4	1.4	0.5	0.7	1.2
Family	7.0	9.7	6.7	0.7	0.8	7.7	10.5	3.0	11.7	4.6	4.2	9.8
Placement	1.5	5.3	2.2		0.7	1.9	3.8	0.1	1.0		0.5	1.1
Unemployment	9.0	11.0	6.6	2.5	16.7	5.8	12.7	2.3	1.2	10.0	5.0	5.9
Accommodation		2.4	0.7	0.6	0.3	3.0	3.1	0.0	0.2	1.0	0.0	6.8
Miscellaneous	1.3	5.5	2.4	3.9	1.0	1.5	2.1	0.0	0.1	2.6	1.0	1.5
Administration	3.2	2.8	2.6	4.1	2.3	3.9	4.2	3.4	2.8	3.8	4.8	3.7
Other current expenses	1.1		1.3	1.0	1.5	1.3	0.1	0.5	0.7	0.6	0.4	0.1
Total	100	100	100	100	100	100	100	100	100	100	100	100

* data refers to 1993

** expenditure computed vis-à-vis invalidity

Source: Eurostat, "Social Protection Expenditure and Receipts 1980-94". Luxembourg 1996. pages 40-66

Chart 1 Current Expenditure for Unemployment/Placement 1994 (% of overall social expenditure).



Source: Eurostat, "Social Protection Expenditure and Receipts 1980-94". Luxembourg 1996.

4. A final and significant factor is *follow-up* known in the literature as the *suivi* phase. In fact, once users have managed to conclude the training course that has enabled them to reconstruct a professional identity and to identify a personal work project, they find themselves confronting the world of work, in particular employers, who frequently harbour a certain mistrust if not real prejudice towards them. Just consider the case of the long-term unemployed. Furthermore, although the guidance phase has provided the necessary instruments to operate autonomously in the labour market, the user, especially the adult user, remains a child of his/her time when a culture existed of jobs being sought in a social-welfare type environment. Thus, if the first impact with production reality is negative, there is a risk that the user might recede into a state of depression even more serious than the one s/he had at the beginning. To avoid this situation which for the individual user implies further personal failure and for society a waste of financial and other resources, it is important to support the user in the transition phase towards job integration according to the users' needs (for example, with a more in-depth knowledge of how he/she handles interviews, how to write a CV, etc.)

Finally, another element that characterises quality guidance is that connected to the **skills and vocational training of the practitioners**. In the first place, and above all, although specific duties, in the broad sense, are foreseen for different professional figures within the field of guidance (front desk operator, counsellor in the strict sense of the word and planner) some common points can be identified:

- *relational skills and empathy with the user as well as the ability to identify* with his/her problems. From a plethora of studies it has clearly emerged how learning skills - this is particularly true for women - are strictly correlated to the user's emotive involvement and their maximisation by the practitioners themselves. Consequently, the practitioners must have some basic psychology skills.
- *In-depth knowledge of the labour market* both from a point of view of changes concerning institutional structure and its regulation as well as from a point of view of labour demand;
- *Knowledge of active and passive labour policies*, particularly all interventions concerning disadvantaged groups;
- *Knowledge of labour legislation*;
- *Close contact with different subjects and institutional levels, the social partners and other organisations* for networking purposes.

In the second place, there is the issue of guaranteeing training for the practitioners themselves. One of the problems, in fact, that the managers of new employment services find themselves facing is the guaranteeing of practitioner training because the practitioners are often the same people who, prior to the enforcement of the reform ratified by legislative decree 469/97, managed, in a bureaucratic and certificatory manner, the old placement system provided by central administration.

In the third place, it is extremely important to **guarantee constant updating** of practitioners with regard to the above mentioned skills.

In the fourth place, practitioners need to know **how to handle problems connected to emotional overload** and the work stress known as burn-out. In fact, users at risk of social exclusion often tend to invest in the practitioner all their anxieties, fears and frustrations. If he/she is not equipped to deal with the situation there is a risk that this problem of handling emotional overload and work stress could possibly result in a state of depression.

Finally, **guaranteeing stability of employment for practitioners in employment service provider centres**. These are usually workers who do not have a fixed but a temporary contract. The precariousness of the position could exert a negative influence upon the practitioner and, consequently, upon the user.

Recommendations for policy makers and funding bodies

From an analysis and consideration of the previous paragraph, a series of indications and recommendations can be drawn up for policy makers.

A first recommendation to those planning and implementing active labour policies is to be aware of the lack of an "active" culture vis-à-vis job seeking. People who are young or not so young do not understand the changes that have taken place in the production system and, as a consequence, in the labour market over the last twenty years and therefore expect someone to find them a job. They do not understand that the possibility of finding a job is strictly linked to their ability to look for one, to maximising their own self-esteem and to an awareness of their own abilities. This means looking at things from a different viewpoint: from a passive to an active attitude. If those seeking a job do not implement this change, which is a cultural change, they run the risk, above all, of lapsing into depression because of the frustration of not finding a job and secondly of activating a process of auto-exclusion from the labour market that could result in real social exclusion.

Added to this non-comprehension of the right attitude for correct job seeking, there is the unrealistic expectation about the type of job to be found. In fact, the job model which most people think of and hope to find is an eight hour job with a fixed contract, possibly in the services sector for white collar workers. This consideration enables us to see how information and guidance interventions must, perforce, be an integral part of the cultural-educational experience.

A second recommendation concerns the model for the institutional structure of the labour market and its regulations in view of the creation of future employment services, provided for by the reform ratified by legislative decree no. 469/97. A top-down model of a network type is desirable.

This means proposing a labour market regulation model based on the following principles:

- principle of subsidiarity among the institutional levels with strong territorial rooting;
- connection between different institutional levels;
- network collaboration among the different economic and social actors and their services.

Maximising an approach from the bottom does not mean that the functions of "higher" government levels are passive or marginal. On the contrary, it is a question of giving the Region or the Province (this depends on the regional legislation of each region) a political orientation role, of regulation and control that is expressed in programming an intervention framework. Within this regulatory role, the following become of crucial importance: promoting communication conditions and profitable co-ordination among the different subjects belonging to different social and economic systems (social partners, enterprises, vocational training, etc.).

This is important for three reasons. Above all, to make the programming of the interventions themselves more effective and efficient. It is here necessary to specify that planning specific interventions for the weaker adult groups (e.g. unemployed 45 year olds with low qualifications ousted from industry) is often the only effective

tool for re-integration into the labour market. Therefore, for these people, the guidance path must be included in a concrete job re-integration programme. In fact, it is a question of dealing with people with low educational qualifications and low incomes whose professional skills have become obsolete and who have enormous difficulty in learning how to move autonomously within the labour market. At least two reasons can be found for this.

The first is linked to the fact of being children of a Fordist job culture (every cultural change requires a great deal of time) and the second to less flexibility in learning, on the one hand, because those under discussion are over a certain age and, on the other, because they have only done one job throughout their lives, with times and rhythms that cannot be compared to those of today.

Starting from this observation, we come to the second reason why co-ordination between the different subjects and services is extremely important. The weaker groups of the work-force, in fact, need a series of extra services in addition to those provided by guidance to become, once again "employable" in the labour market. These services vary widely from person to person. They can be refresher training courses such as, for example, foreign language courses, but also services linked to the above mentioned "restraints" (organisation of family life, etc.).

The third reason is linked to social marketing, already previously mentioned. To this we would like to add only one comment. On the one hand, it is necessary that the communications system and the vocational training, guidance and information system on the other, work closely together.

The above leads to a fourth recommendation: the importance of the integration of active labour policies with training, industrial and social policies.

Another key point which we would like both policy makers and practitioners to reflect on is the one relative to information about employment services. From the first job centre experiments now under way in the Province of Milan, it clearly emerges how these centres tend to make exaggerated use of IT systems to support the matching of labour supply with demand, thus reducing the guidance activity to one of mere information about labour market opportunities and its institutional transformations. Not only does this not lead to hoped-for results in terms of placement, but heavily penalises, for reasons already mentioned, the weaker groups of the labour market.

A final recommendation concerns the importance, often underestimated, of assessment activities. In order to understand the limitations of labour policies and improve resource allocation used for employment services it is necessary to be able to assess policies already implemented.

To understand the significance and limitations of labour policies, we first need to make explicit the objectives these policies are intended to pursue and identify the theoretical reference models. In other words, we need to have a clear picture of the cause-and-effect relations labour policies are intended to affect, that is, the fundamental theoretical hypotheses whereby the facts and problems to be tackled are explained. Thus, the emphasis needs to be placed on the degree of success or failure in achieving objectives within the estimated time span. This is where we come up against the problem of measuring, or rather, evaluating, the effects of the labour policies adopted. It is a complicated problem in terms of both methodology and application.

We need to remember that labour policies tend to vary, that they do not always have the same objectives or even compatible objectives, and that they are usually part of co-ordinated economic-policy programmes, which further complicates the picture. In this context, it is far from easy to isolate the effects attributable to specific labour-

policy measures, though there is no lack of valuable suggestions from the developing fields of the social sciences and statistics, which may help us to make some decisive progress in the field of the evaluation of the effects of labour policies.

A labour-policy measure may be evaluated from two main viewpoints:

- with a view to checking implementation of the measure (*process evaluation*),
- with a view to assessing the results attributable to the programme (*outcome evaluation*).

More specifically, *process evaluation* concerns *who is implementing the measure*, with reference to:

- financial correctness and honest accounting as regards the use of resources;
- measuring the estimated effects of a particular programme, in terms of cost or product indicators (*monitoring*). In this latter case, provision is made for establishing indicators that can be set up as targets for the management of the programme or, in some more sophisticated cases, a combination of elements to help evaluate the appropriateness and functioning of the organisational structures to which labour-policy programmes are entrusted. In other words, monitoring is an evaluation process whose purpose is to ascertain how a measure is launched, implemented and managed. It therefore leads to qualitative conclusions concerning institutional processes and variables, even if use is made of the quantitative variables for "efficiency" and "success" in the functioning of the institutions involved.

Outcome evaluation, on the other hand, starts from the assumption that a certain policy may not achieve satisfactory results even if it is properly implemented. The objects of analysis is, therefore, not the body implementing the measure but the measure itself, with:

- the evaluation of labour policies in terms of *effectiveness*. In this case, it is a question of establishing a quantitative relation between the results achieved and those pursued, with a view to ascertaining whether there has been any change, in the right direction, in the pre-existing situation. In this way, what is evaluated is the congruence between objectives and instruments and, therefore, the choice between alternative measures.
- the evaluation of labour policies in terms of *efficiency*. In this case, the aim is to quantify the relation between the costs and benefits associated with a certain decision, with a view to optimising costs in relation to the objective being pursued.

Outcome evaluation may also be used in two different fields of analysis: on the Macro and Macro and Micro level.

There are many problems here: the variety of types of counselling makes measuring very complicated; some of the results of counselling are not measurable; policy-makers tend to take a cost-benefit approach.

Without going into detail, we can distinguish the following methods of evaluation:

- 1) experimental methods and 2) non-experimental methods (Geroldi G., Maiello M.).

For a more in-depth analysis please see the working papers of Geroldi G., Maiello M., *Eurocounsel*, Final Reports. Phase I, II e III of Eurocounsel, European Foundation for the Improvement of Living and Working Conditions, Dublin 1992, 1993, 1994.

GLOSSARY

Labour Force: Total employed + those searching a job

Employed

1. Who described themselves as being employed
2. Who described themselves as not being employed, but stated that they had performed at least some paid work during the reference week

Searching for a job

1. Unemployed
2. First-time job seekers
3. Those who described themselves as housewives, students, people who have decided to stop working but who also, during a subsequent question, claimed to be seeking a job

Not members of the labour force: This includes those people who said that they had not worked or looked for a job during the reference week.

People of the working-age population (15-70 years)

- job seekers (actions 2-6 months willing to work immediately and 7-24 months for registration with the public placement office and participation in public competitions)
- people who stated that they were not seeking work but felt that they could carry on an occupation under particular conditions
- who stated that they were not seeking work and had no possibility of or interest in carrying on an occupation.

People not of working age: Those up to 14 and over 70

Employment in absolute terms: Total number of people employed.

Employment rate: Ratio between the number of employed and working-age population (15-70 years).

Activity rate: Percentage of the working-age population in the labour force (15-70 years).

Unemployment rate: Ratio between job seekers and overall labour force (the employed + job seekers).

Unemployed youth rate: Ratio between the number of unemployed aged between 15-24 and the labour force aged between 15-24

Long-term unemployment rate: Ratio between the number of the long-term unemployed and the total number of unemployed

Feminisation rate: Percentage of women out of the total population (men and women)

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