

6. TRAINING AND EMPLOYMENT STRATEGIES FOR YOUNG PEOPLE: APPROACHES FROM LOCAL DEVELOPMENT

All local development initiatives are aimed at increasing the power of endogenous capacities in a region and improving the quality of life of the people who live there. The resources that the region has to offer include its human capital, its institutions and the characteristics of the area. It is no surprise, therefore, that strategies for training and employment for the youngest sectors of society should be one of the first questions to be tackled in any local development project.

Although actors in different regions agree that training and employment for young people are a core element in development, there is no consensus about the best strategies to adopt with regard to this question.

The first hurdle is how to define and delimit the notion of 'youth'. In general terms, we can understand that youth is the stage before adult life begins, the stage in which individuals have not yet reached certain milestones in life and do not yet play roles that are normal for adults in society.³⁷ However, there is abundant literature about the different variations which this notion can have depending on social, cultural or economic contexts in each case, and there can even be differences between regions in the same country about which people are considered to be 'young'.

These considerations show how fragile the delimitations that are laid down for statistical and comparative purposes when it comes to analysing specific contexts are. They also show that there is a need for all perspectives on local development to consider characteristics like the average age at which people are incorporated into active life, the average age at which they are inserted into systems of education and initial training, and the age at which young people are expected to begin playing adult roles in the community.

³⁷ José Weinstein, *La juventud urbano popular vista desde la sociología*, Cide, Santiago de Chile, 1984.

The second important aspect here is of quantitative nature and concerns the demographic weight of young people who are not distributed evenly across all regions or places. This distribution is subject to two main factors, first, that patterns of birth and death differ from one region or country to another, and there can be places where the birth and death rates are very low, which would mean a small number of young people. Second, it is important to consider the rate of migration since there are regions that, due to their demographic, economic, educational and climatic characteristics (or some other factor) are more attractive for young people to settle in. Quantitative studies show that young people tend to be concentrated in urban areas in general and in big cities in particular.

In third place, there are big differences in the levels of training that young people receive in different regions as well as in the structures of competencies and occupational options in each region. Therefore, while in some medium sized and big cities the range of training available is relatively wide and there is a good chance of being able to delay entry into the labour market, in rural areas, villages and small towns, the chances of delaying entry into employment are much less.

Fourth, we also find big differences between one region and another when we look at these questions from a gender perspective. While in the big cities more and more women are joining the job market with higher levels of training, indicators show that in smaller places these rates are lower and there is greater occupational segregation.

In the light of these considerations, the instruments for analysing public policies on youth have to be revised, adapted and complemented with inputs derived from the local and regional development perspective.

The 'Learn Working' Programme in Buenos Aires

Who made these glasses that have been given to the kids in first grade who can't see very well? And who built this sewer that was so badly needed and is now right there in the street? The answer is that the work was done by students from secondary technical schools in the city of Buenos Aires. The students are **taking advantage of the knowledge** they are acquiring in different technical specialisations **to provide inputs** which various areas of local government in Buenos Aires need.

This is part of the Secretary of Education's '**Learn Working**' programme. 'It is not a case of utilising a cheap labour force', says Roxana Perazza, the Secretary of Education, 'The schools do it to the extent that the tasks in question come up in the annual teaching plan.'

The concept is that there are educational and labour practices, and schools that present productive and community-oriented projects can subscribe to them. Perazza says, 'Historically, the city has always had a large number of schools with a lot of capacity for production, with infrastructure and teachers that can take a productive process up to a certain point. Then what happens is that they have to stop because they do not have a market. They need to do things on a larger scale. In response to this, we thought of generating a circuit in which the school would produce certain inputs and we would buy them because they are needed for running the project.'

Up until now, four of the thirty-four technical schools in the city have joined the programme. Students on the optics course at the **Manuel Belgrano Technical School** supplied glasses for a health programme called 'See what you see'. Specialists and students visit the children in first grade in State schools to identify those who have eyesight problems. Once the diagnosis has been made, the students from Manuel Belgrano make the glasses and give them to the kids. Last year they tested 9,000 children and gave out 1,800 pairs of glasses, and so far this year they have tested 10,000 and given out 1,374 pairs of glasses.

There are other examples. Students from **El Plumerillo** (Technical School No. 33) are **laying sewers and making wheelchairs**, while students from **Otto Krause** (No. 1) and **Hipólito Yrigoyen** (No. 27) are making cleaning utensils.

For the time being the programme is only aimed at meeting needs from the city council, it is not doing commercial business beyond this ambit. 'To do so there would have to be a legal regulation to authorize schools to sell their products, but at the present time we do not have one,' says Perazza.

Nor is it thought of as a job. The kids on the 'Learn Working' programme **are not paid, but they do have accident insurance**. The authorities maintain that even though taking part in the programme is not actually a job, the young people involved in these productive processes acquire competencies and skills that will be useful in their working lives.

'What we are doing is supporting this idea with an intensive programme of apprenticeship in enterprises', says Perazza. At the moment, **there are 62 students getting work experience doing 20 hours per week and being paid 120 pesos per month**.

There are young people at the pre-university level who are studying statistics, social communication, accountancy and taxation, health care and administration, and they are working at the Argerich, Piñero, Pirovano, Penna, and Santojanni hospitals and at the Pasteur Institute.

In the future the 'Learn Working' programme is expected to have new productive projects, but they will have to be pedagogical.

Source: Gabriel Giubellino, the *Clarín* newspaper, Buenos Aires, Argentina. Wednesday 24 September, 2003, year VII, No. 2732.
<http://www.clarin.com/diario/hoy/s-03001.htm>

Policies of training and employment for young people: a historical balance

In Latin America and the Caribbean, as in other parts of the world, there have been all kinds of policies aimed at young people since this sector was first identified and valued as a category or group that was different from the rest of the population. However, youth policies are a relatively recent phenomenon. The concept of youth as a transitional stage towards adulthood, and the erroneous conception of a young person as someone who has not yet 'fully arrived', meant that for many years there were no policies for young people specifically.

According to Álvarez, Ibáñez and Sepúlveda,³⁸ the rise of the youth phenomenon in Latin America is connected to the growth of cities and urban life, the expansion of the media, the development of employment which is specifically for young people, and the emergence of new forms of social participation. Although the demographic weight of young people is also a factor in this process, in no way is it the determinant factor. On the contrary, an important factor has been the increase in life expectancy, which has extended the average active life of people and led to the problem of how to reconcile this longer stay in the job market with the pressure of young people who are struggling to enter that market. The combination of these two processes occurred (and is still going on) in different time frames in most of the countries during the so-called 'demographic transition'. This transition is an increase in life expectancy and a delayed increase in birth rates, and the result has been a rise in the rates of population growth. These factors have led to the youth period being assigned its own characteristics and not being considered just as a transitional stage, and this in turn has given

³⁸ Carlos Álvarez, Sergio Ibáñez, Leandro Sepúlveda, *Working document* No. 4, Cide, Santiago de Chile, 2000.

rise to the formulation of policies aimed at young people, mainly in the fields of education and vocational training. Among their other objectives, these policies attempt to delay the incorporation of young people into active life.

Another factor which has favoured the formulation of training and education policies for young people is that new development focuses were adopted – at different times in different countries – that were aimed at promoting the industrialisation of the economy within an import substitution strategy. This new system of production required skilled and semi-skilled workers, usually young people, and it called for some previous training.

Thus most of the countries in the region not only sought to expand the cover given by their regular educational systems (specially basic or first grade education), but also set up vocational training systems or institutions which were mostly oriented to the industrial sector and offered learning courses for young people who would then be inserted into paid employment.

These learning programmes³⁹ could thus be considered as the first public training and employment policy aimed specifically at young people. The content and the methodology of the training were both dictated by the forms of work in the productive sector in general and in specific occupations and trades in particular. Up to a point they could be considered as specialised training offers, but their frame of reference was universal, the young people were trained as mechanics, carpenters or shoemakers depending on the characteristics of these trades and occupations. The specific social and productive context in which they were going to apply the knowledge they acquired was not very important, and this was reflected in the nation-wide uniformity of training programmes.

This model of public vocational training policy oriented to young people functioned adequately in the relatively protected economic ambits which predominated until the 1970s, but then the presupposition that there would be sustained growth in the long term (albeit with cyclical crises), and a correlative increase in employment, ceased to be borne out by events. The subsequent two decades showed that there were structural barriers to growth and that even when there was growth, unemployment could be more difficult to tackle than had been expected.

In fact, the problem of unemployment gradually turned out to be a top priority. Despite being considered linked to economic growth, it is understood that

39 In Latin America and the Caribbean, the idea of learning has traditionally been understood as a series of types of training usually aimed at young people so as to train them as workers capable of discharging skilled occupations. The typical learning period was two years, and its most common characteristic was that it involved a period of practical work experience in enterprises. This work experience could take place at the end of basic theoretical training or could run parallel to the programme throughout its duration, as in the case of 'dual learning'.

high unemployment rates among young people are due to causes or factors which could be dealt with by adopting specific policies.

These second generation policies for youth training and employment differ in various ways from the previous ones, and the fact that they are not aimed in a generic way at any young person makes them even more interesting. They seek to deal with the problems in those sectors of the young population that find it hardest to obtain work, that is to say young people in low income homes, with low levels of schooling, without technical training and with little or no work experience. Consequently, the programmes sought to give specialised intensive training on courses which lasted three or four months and to help with labour insertion through work practice in enterprises.

These programmes tried to focus on specific groups of young people, but what most stands out about them is that to a large extent they continued to offer a standardised product in spite of the diversification that there was among training providers. The specifications that the programmes could have had in function of the individual characteristics of particular regions and their productive network were not incorporated into its training design or implementation.

Don Bosco Industrial Polygon, El Salvador

Don Bosco Industrial Polygon (PIDB) is in the city of San Salvador, the capital of El Salvador. It has become an international landmark experience because of the way it developed, and because of its current situation and good prospects for the future. To a large extent this success is due to its innovative and holistic focus on tackling the problem of marginalized young people.

PIDB is a private educational institution geared to enterprises. It is located in the San Salvador municipal area surrounded by nine communities with a total population of some 45,000 people. The initial spark of the project was an intense meeting with people from those communities at the chapel of what was formerly the Don Bosco school, and it involved dealing with the extreme poverty of families in the area in an alternative way.

The seed of what was to become an industrial complex was planted in 1986 when young people from those communities set up cooperative enterprises on land adjoining what was at that time a rubbish dump and

the main city sewer. These cooperative enterprises were engaged in industrial activities, mainly mechanical work, shoe-making, tool making, printing on cloth, printing, aluminium, plastics, garment making and carpentry. In 1992, they were formally legalised, later on a bakery business was added. In the same year, **EDYTRA Foundation** (Salvadorian Foundation of Education and Work) was set up as a project unit.

There was a demand for education in the community and more space was needed to provide academic training for the members of these cooperative enterprises. In response to this, **Enterprise Worker Technical Institute (ITOE)** was set up in 1993, and since that time it has been an integral part of the PIDB development scheme.

This is one of the most innovative aspects of the PIDB experience. There is a formal or regular educational space which currently covers primary (first to sixth grade), secondary (seventh to ninth grade), pre-university (three grades) and levelling, and this is integrated into a scheme of education for non-formal work. Practical experience is gained through work in the PIDB cooperative enterprises, where the focus is on training-production and 'learning by doing' methodology. From the age of six, boys and girls from the community can go through their formal education at ITOE. At the age of thirteen they have the option of complementing their education with practice in the enterprises. This can open up possibilities to move into the world of employment as paid workers, to join the established enterprises in PIDB (or other enterprises that have grown from it but are located outside), or to start their own new enterprises. At the present time, there are more than 600 schoolboys and schoolgirls in ITOE. The children have their classes in the morning, adolescents attend in the afternoon and 350 young people are gaining work experience in the cooperative enterprises or are working there as partners.

Beyond these general lines of action, the joint PIDB-ITOE initiative has led to the creation of two programmes which deserve particular attention, the '**Miguel Magone**' Programme (for men), which started in 1991, and the '**Laura Vicuña**' Programme (for women), which began in 1995. There are more than 80 young people of both sexes on these two programmes. These young people's normal environment is the street, many of them belonged to *maras* (gangs of juvenile delinquents) and the violence of that kind of life has often led them to prison. The idea is to provide them with an alternative way of life by giving them healthy, harmonious and integral education. After their priority needs for food,

housing, clothing and spiritual guidance are met, they have access to the educational opportunities above mentioned. Thanks to an agreement between the PIDB and the courts in El Salvador, young people who are serving prison sentences can join the regime as internees. They are interned at PIDB from Monday to Friday but they can spend the weekends with their families or guardians. In daily life at PIDB no distinction is made between the internees and the external students; when it comes to treatment or possibilities they are all regarded as equals.

PIDB utilises the concept of the '**enterprise**' as an educational model. This stands in contrast to the predominant model whereby young people are usually trained with a view to turning them into workers in enterprises that buy their labour. In the PIDB context, on the other hand, the enterprise is understood '...not simply as a means to make a profit, but rather that the very existence of the enterprise is seen as a community of people who, in different ways, seek to satisfy their own fundamental needs and constitute a distinctive group serving society as a whole.' This does not mean that all the young people will become entrepreneurs, but they will become enterprising people who have creativity, initiative and solidarity with each other, and who are used to working in a team. In fact, they will become protagonists of their own development and the development of their community.

At the same time, an **inductive methodology** is used which is based on the young person's own social context and personal history. The aim of the '**learning by doing**' method is that the young person should come to recognize his or her own potential, so self-esteem should increase and also confidence not only in his or her own abilities but also in the immediate environment. This is not an individualistic approach, it is a community focus which allows the young person to set his or her own targets and take advantage of his or her experience in the school and in enterprises.

The concept of inductive methodology can also be applied to the creation and development of PIDB itself. The main mentor of the project is a Spanish priest, **José María Moratalla**. In 1985, he took on responsibility for the chapel at Don Bosco and for the next two years he did nothing but listen to the local community members. In other words, before attempting to apply any kind of pre-established model or design to the lives of these people, he tried to find out as much as he could about the

reality of the community and of the young people in it so as to become involved in their problems and understand their frustrations and aspirations. All the subsequent steps that were taken, setting up the enterprise complex, creating ITOE, the internees regime, the projects that are currently under way, have been based on the same open attitude of dialogue and commitment to the community.

PIDB is not an outside organisation as it holds a close connection with the community. This is schematically planned and it works in two ways. First, through the cooperative enterprises themselves, which are made up of young people from the community. The scheme means that before they move on they themselves become agents in the process of change. Second, PIDB takes institutional action in different ways such as helping families to acquire ownership rights to the land their houses are built on, running environmental programmes, getting proper asphalt access roads built, providing preventive and curative health care for the neighbourhood, and promoting alternative mechanisms for resolving conflicts. Despite being a space in which cooperative enterprises and ITOE can work, PIDB is a space where the associations of neighbourhood organisations from the nine communities nearby regularly meet.

The results of this interaction between PIDB and the community are clear to see when we compare the present situation with that of the mid 1980s. Today ITOE building and the internees building stand on what was previously a rubbish dump, and there are football fields. The stream where the waste from the city flowed has been progressively replaced by pipes and the ditch has been filled in. Green areas have been gaining ground in what was previously a wasteland. A number of asphalt roads have been built and the housing is now of better quality. The neighbourhood is making progress.

In the light of the above, PIDB experience can help us to understand the role that educational and training institutions could play in local development. The main virtue of the style and the philosophy of work that have been applied in this case is that -with reference to the young people and to the community- what is sought is for the people themselves to be the protagonists in the change that is brought about. PIDB offers resources, opportunities and experience to make the individual and collective potential of the community yield concrete results. The objectives of this individual and collective change, and of the steps necessary to bring it about, are appropriate for the young people and for the commu-

nity. These changes are not the result of paternalistic policies or of the intervention of technocrats, whose action does not lead to really sustainable solutions.

What is more, PIDB actions are not limited just to this area of San Salvador. A similar project which consists of a technical institute and an industrial estate is currently under way in San Miguel in the department of **Morazán**. In that project PIDB is working with the association of city councils in that department, an organization that brings together the 27 mayors from the area.

There is another project under way in the same department, complementary to the one mentioned above, which involves **cultivating, processing and exporting annatto**. The annatto is the red seed which comes from a tree of the same name, and it is used in cooking as a condiment and colouring agent. Cultivation of this plant is compatible with the livestock rearing in the region, and it has the potential to become a complement to the livestock business. Studies undertaken at request of PIDB indicate that this product could find a potentially lucrative niche in the market, mainly in the United States. In this project the producers will receive the seeds and two enterprises that are connected to PIDB will provide technical support for cultivating and processing the annatto crop and for commercialising and exporting the final product.

In **Chalatelango**, land has already been acquired for building an industrial centre which will be used for different clusters of cooperative enterprises. Again, the work here is closely coordinated with local organisations and institutions, adding resources that are already present in the area to others from the State or from international donors.

In both Morazán and Chalatelango, PIDB is contributing to training in technical fields and in administration, organisation and municipal projects. At the same time, the city councils and other institutions have begun to build and install facilities on the industrial estates.

The project that has been running for the longest time is the **Salvadorian Development Centre for Small Enterprises (CESPED)**. This centre is conceived of as a structure to provide services of various kinds (administration, design, marketing, management of production, technological development, etc.) and it is an initiative from the enterprises themselves. It is organised in the framework of the PIDB in San Salvador and in other areas in the country, and is based on a collective effort to re-

spond to needs that are also collective. The objectives are to become a representative of small enterprises, a space to promote and emphasise their role in generating a middle class and promoting democratic practices. It also aims at creating an opportunity to revive and update European models of development, and to integrate all the forces of production (livestock farmers, peasants, industrial workers and artisans).

All these initiatives have a logical relation which PIDB calls a **regionalised development** model. It is based on education and training which include elements of formal education (there is dialogue and agreement with the Ministry of Education), of non-formal education for work and of developing a business culture. This element of association is promoted not only at the level of each cooperative enterprise but also between enterprises on at least two levels. These are the local industrial estates, and the setting up of the CESPED as a national body sustained by local development processes. As a complement to this, organisational and management capacities are also being promoted not only in the ambit of the enterprises and their groupings on industrial estates, but also for local communities and their institutions and organisations. Therefore, education, initiative in enterprises, solidarity and the creation of associations, local management and horizontal and vertical coordination are becoming the fundamental pillars of regionalised development.

Should youth training and employment policies be local?

The question is whether it is adequate in different regions to implement policies that up to now have been designed and implemented from the centre, or, on the other hand, whether vocational training for young people and improvements in their job opportunities should be tackled with a focus that is different both conceptually and in practical terms, and is based on the local development perspective.

Many analysts have observed that the trend in employment policy is moving from the Welfare State which implements uniform action throughout the country to the State which recognizes differences and individual characteristics.⁴⁰ It is clear that if the State is to cater to specific local needs, it cannot respond to them

⁴⁰ José Arocena, report presented at the seminar 'Los jóvenes, el desempleo y el desarrollo local', *Memorias*, 1st edition, Montevideo, 2002.

with centralised organisations. Any national training and youth employment policy will have much to gain if, right through from design to everyday management, it can be adapted to the specific characteristics of the regions where it will be implemented and where its impact will be felt. If there is also a transfer of resources and technical capacity, and a progressive decentralisation of the management of programmes, the training offer will have a better chance of becoming more pertinent to local demands and needs. Although this is a process which is complex by nature, many countries are opting for it. This does not mean that there should not be central organisations, but that those central organisations should not act in a centralist way.

However, beyond the success that might come from this kind of grounding of national policies in the local space, it is also possible to develop another kind of local alternative. This is to construct a 'down-up' focus which integrates attention to groups of young people into more global regional and local development strategies. What is interesting about this alternative is that it allows the question of employment in general, and of youth in particular, to be re-connected to economic growth and development. Therefore, the design and management of economic development strategies should be local, and should -functionally and with gender mainstreaming- incorporate training objectives and work for young people.

As Arocena notes,⁴¹ different research studies have identified places where employment policies have been formulated and have yielded excellent results based on conceiving of the question of employment in a different way. The classic approach, which can be called bureaucratic or techno-bureaucratic centralist, has the logic of agent/resource/solution: we create an agent, we give him resources, and we let him find the solution. The most successful local initiatives, on the other hand, have an approach which is based on the actors who are directly affected, and it generally proceeds in the following way: there is a problem, unemployment, which affects many local actors, and it is therefore necessary to have a local ambit where these actors can interact about the question of employment. Coordination between these actors creates new networks and new spaces to meet where they can construct strategies that are most suitable for solving the problem in the local context.

| 41 José Arocena, *op. cit.*

The territory as a fertile space for constructing new institutional arrangements

As previously mentioned, the local development approach opens doors to a new configuration of the relation between the public sector and the private sector, new forms of inter-connection between the public services themselves, and opportunities for social participation and dialogue.

For example, training centres are less and less being thought of exclusively as a local expression of the national institution for vocational training, and more as a resource that belongs to the community and the local network of production. They can be gradually transformed from places where courses are centrally designed to centres for training and other services which respond in a pertinent and efficacious way to the needs for training and for technological development in production in the region where they are located.

The interaction between national vocational training services or institutions and productive and labour sectors is always complicated to put into operation beyond the central level. But in the local space there are new alternatives that are potentially easier to identify and to implement because they are more mutually familiar and they deal with common interest subjects. Moreover, they involve the possibility of mobilising people and organisations which would hardly be able to participate in agreements or dialogue on the national or centralised level.

New and original alternative responses to crucial questions can emerge from a local development management focus. For instance, with reference to the transition from education and training to work, information systems about education and vocational training, and about job markets and social needs, can be improved so that stronger bases are established for taking decisions. In addition, the interaction between schools and enterprises could be improved by making agreements and activities which would be difficult to identify or to put into operation in a more centralised system.

Furthermore, the activity of training centres would tend to broaden out and become progressively more integrated with the objectives and strategies of development that is managed locally. Besides, there could be more integration inside the public apparatus itself. Many of the public programmes and policies which at the national level are seen as independent, would find opportunities at the local level to connect with each other regarding local development strategies. This can lead to different but always synergic combinations between policies in such areas as training, technological development, technical support and access to credit.

From the perspective of the interaction between the public and private spheres, vocational training finds opportunities for expansion through identify-

ing and valuing other training spaces apart from the school or the centre. Enterprises and their organisations, local unions, other educational bodies, productive sites, industrial estates and community organisations are some examples of spaces where the offer of training could potentially expand into, thus becoming more pertinent to the regional and local situation.⁴²

From this point of view, training and youth employment become one of the aspects to be taken into account in local economic development strategies not as independent programmes but as an objective to be taken into consideration in the action that flows from those strategies which is analysed in the following section.

Training and employment for young people: a mainstreaming component of local development.

We should clarify that it is not just policies and programmes aimed at young people which are transformed when they are analysed and thought of from the local and regional development perspective, but also policies aimed at any group or sector. Social and economic development is the means, or groups of means, which mobilises countries, regions and communities with the ultimate objective of obtaining decent conditions of life for all. Essential aspects of these conditions of life include social, cultural and political integration, opportunities for education and training, and access to decent work. Different sectors or social groups start in different situations, and therefore opportunities for integration, education and work require specific help aimed at making opportunities more equal and overcoming obstacles that might appear. Hence, many of the points considered here could be extrapolated to the situation of other groups such as older workers, women, people running micro-enterprises, and workers who are employed or unemployed.

However, young people do form a group with certain characteristics that have to be taken into account and which are necessarily different from those of

42 In a recent report, de Ibarrola mentions this kind of interaction in the city of León, Guanajuato, in Mexico. He notes that in this place the relation '...is expressed in the origin of the fiscal and private funds for education and training, in the distribution of these funds among public and private actors, and in the ongoing participation of both in decisions about education (sitting on the boards of learning institutions, official scholarship programmes which support students going to private educational institutions, government financing for education which takes place in private offices, public and private funds for organisations in civil society, the design of specific joint programmes). This can be seen simply by looking at the physical space that employees from various departments share: the office of Municipal Economic Promotion is located in the Chamber of Footwear building, the facilities of the State Tourist Council are in the Chamber of the Hotel Business, and all the new State departments oriented to training are in the CIPEC, which is a civil association.' de Ibarrola, María, in *Desarrollo local y formación*, 'Hacia una mirada integral de la formación de los jóvenes para el trabajo', (Tools for change series), Cinterfor/ILO, Cinvestav, Red Latinoamericana de Educación y Trabajo, Universidad Iberoamericana de León, Montevideo, 2002.

other sectors or groups. In this section we deal with the generic aspect and also specific instances.

We should consider that policies with the local and regional development focus that are aimed at training and work for young people, as well as policies oriented to other groups in the community, are implemented within general strategic frameworks involving social participation and dialogue. Although very often national resources are utilised, these strategies always mean mobilising local resources and capacities. In addition, training is coordinated with other policy dispositions and with resources and capacities that are mobilised not only by the public sector but also by the private sector and by social organisations.

An example of this kind of policy would be a regional plan to develop honey production. Groups of young people would receive technical training to set up and manage economic undertakings which have mechanisms for access to credit or starting capital and technical counselling once production is under way. Support mechanisms could be set up to establish organisations of honey producers, to help in certifying processes, identifying markets and setting up the business. Through training and through making the means available, access to communication and information technologies would be facilitated so that the producers and their associations could share their experience with other producers, researchers and institutions in other regions and countries. In the same way, programmes to develop complementary enterprises for functions such as the production of containers, design, and support for commercialisation could be implemented. The vocational training, research and technological development bodies in the region or in nearby regions could cooperate in the development of new products in the area of beekeeping, with commissions or teams which would help to orient these activities.

The above strategy is not aimed specifically at young people. A similar kind of plan could be implemented for unemployed workers or for agricultural producers who needed to reconstruct or to complement other types of production. However, it is clear that this is a strategy which would allow young participants to acquire technical training, to learn about starting and managing a business and also to organising themselves. What is more, it would give them opportunities to work and to generate income and also perspectives for personal development. In other words, it would deal with all the aspects that a training and employment programme for young people is designed for.

This is not meant to imply that training and employment strategies with this focus do not differ considerably from each other in function of the group which they wish to reach. On the contrary, and still with the example above in mind, the characteristics, needs and aspirations of young people have to be taken into account if the aim is that they should take part in such a plan. On this point, we can

draw up a list of aspects which generally have to be borne in mind when training and employment plans or strategies for young people are designed.

- We have already mentioned that young people do not constitute a homogenous group and this is true not only on a national level but also at the local or regional level. Programmes which would interest and be useful to some young people would not be so attractive or useful to others. Therefore, it is not enough to identify a specific demand in the market or the local capacities that there are, it is also essential to take into account the needs and motivation of the participants in accordance with their basic characteristics.
- We should take into account that it is usually necessary to complement training with other kinds of activities such as recreation, vocational orientation, personal and social training, professional orientation and educational leveling. From an integral perspective, young people do not only have technical or occupational needs. It has been found that very often a lack of attention to matters like basic education, spaces for sociability and help with orientation can lessen the impact the programme was expected to have or even block the effects altogether.
- Unlike adults, young people usually have little or no previous work or professional experience. It is not only the technical content of the job (whether or not it is a paid job) that is essential for good labour and professional performance. Other qualities to be cultivated in the framework of training processes that are as similar as possible to concrete work situations are attitudes, self-confidence and professional pride.
- One advantage young people have over adults is that they are potentially more flexible and adaptable to changing production and labour conditions. They are usually more familiar with modern codes and with the use of new information and communication technologies.
- There is a whole debate about whether policies aimed at young people should be oriented to labour insertion or if, on the other hand, they should be aimed at maintaining young people in the educational system. Each different social context will yield a different answer to this question and it will certainly not end there. In any case, sooner or later any education or vocational training process should be oriented to increasing the possibilities of successful labour insertion.
- However, education and training cannot be thought of as a defined stage that starts and ends before active life begins. Education and training are not only necessary for work but also to make it possible to be educated and trained throughout one's whole life.