

Employment Gazette

September 1983 Volume 91 No 9
Department of Employment

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Swale Work Initiation Measure (SWIM) in Kent teaches skills that will be useful for life as well as for employment—see Case Study on pp 413-416

EDITOR

Steve Reardon

DEPUTY EDITOR

John Pugh

ASSISTANT EDITOR

Michael Webb

STUDIO

Kenneth Prowen

Christine Holdforth

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Free Department of Employment leaflets

The following is a list of leaflets published by the Department of Employment. Though some of the more specialised titles are not stocked by local offices, most are available in small quantities, free of charge from employment offices, jobcentres, unemployment benefit offices and regional offices of the Department of Employment.

In cases of difficulty or for bulk supplies (10 or more) orders should be sent to General Office, Information 4, Department of Employment, Caxton House, Tothill Street, London SW1H 9NF.

Note: This list does not include the publications of the Manpower Services Commission or its associated divisions nor does it include any priced publications of the Department of Employment.

Employment legislation

A series of leaflets giving guidance on current employment legislation.

1	Written statement of main terms and conditions of employment	PL700
2	Procedure for handling redundancies	PL706
3	Employee's rights on insolvency of employer	PL718
4	Employment rights for the expectant mother	PL710
5	Suspension on medical grounds under health and safety regulations	PL705
6	Facing redundancy? Time off for job hunting or to arrange training	PL703
7	Union membership rights and the closed shop	PL708(rev)
8	Itemized pay statement	PL704
9	Guarantee payments	PL724
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14	Rights on termination of employment	PL707
15	Union secret ballots	PL701
16	Redundancy payments	PL713
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	Compensation for certain closed shop dismissals between 1974 and 1980—a guide for applicants	PL697
	The law on unfair dismissal—guidance for small firms	PL715
	Fair and unfair dismissal—a guide for employers	PL714
	Individual rights of employees—a guide for employers	PL716
	Recoupment of benefit from industrial tribunal awards—a guide for employers	PL720
	Code of practice—picketing	
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Industrial tribunals

	Industrial tribunals procedure—for those concerned in industrial tribunal proceedings	ITL1
	Industrial tribunals—appeals against levy assessments	ITL5
	Industrial tribunals—appeals concerning improvement or prohibition notices under the Health and Safety at Work etc Act 1974	ITL19

Overseas workers

	Employment of overseas workers in the UK from January 1, 1980	
	Information on the work permit scheme—not applicable to nationals of EC member states or Gibraltarians	OW5(1981)
	Employment in the United Kingdom	
	A guide for workers from non-EC countries	OW17(1980)
	Employment of overseas workers in the UK from January 1, 1980	
	Training and work experience schemes	OW21(1981)

Employers and employees covered by Wages Councils

	Are you entitled to a minimum wage and paid holidays?	
	A brief description of the work of wages councils which fix statutory minimum pay, holidays and holiday pay for employees in certain occupations	EDL504
	Statutory minimum wages and holidays with pay	
	The Wages Council Act briefly explained	WCL1(rev)

Other wages legislation

	The Fair Wages Resolution	
	Information for government contractors	
	The Truck Acts	
	Describes the provisions of the Truck Acts 1831-1940, which protect workers from abuses in connection with the payment of wages	PL538
	Payment of Wages Act 1960	
	Guide to the legislation on methods of payment of wages for manual workers (in particular those to whom the Truck Acts apply)	PL673

Special employment measures

	Temporary Short Time Working Compensation Scheme	
	For firms faced with making workers redundant	PL692
	Job Release Scheme	
	For women aged 59, disabled men aged 60 to 64, and men aged 62 to 64	PL721
	Young Workers Scheme	
	Information for employers on a scheme to create more employment opportunities for young people	PL678(rev)
	Job Splitting Scheme	
	Details of a new scheme which helps employers to split existing jobs and open up more part-time jobs	PL698

Young people

	The work of the Careers Service	PL669
	A general guide	
	Employing young people	PL690
	Describes the help available to employers from the Careers Service	
	Help for handicapped young people	
	A guide to the specialist help available from the Careers Service	PL675

Quality of working life

	Work Research Unit	
	Practical advice and help available for those in industry, commerce and the public services who want to improve the quality of working life	PL661
	Work Research Unit—1981 Report of the Tripartite Steering Group on Job Satisfaction	
	Meeting the challenge of change	
	Guidelines for the successful implementation of changes in organisations	PL687
	Meeting the challenge of change	
	Summaries of case study reports produced as a result of monitoring change programmes in 12 British organisations	PL688

Employment agencies

	The Employment Agencies Act 1973	
	General guidance on the Act, and regulations for uses of employment agency and employment business services	PL594(2nd rev)

Equal pay

	Equal Pay	
	A guide to the Equal Pay Act 1970	
	Equal pay for women—what you should know about it	
	Information for working women	PL573(rev)

Race relations

	The Race Relations Employment Advisory Service and the multi-racial workforce	
	Background information about some immigrant groups in Britain	PL679

Miscellaneous

	The European Social Fund	
	A guide for possible applicants for help from the fund which seeks to improve employment opportunities through training, retaining and resettlement in EC member states	PL694

EMPLOYMENT BRIEF

Leaders of the age: Prime Minister



Opening the seminar the Prime Minister, Mrs Margaret Thatcher, is shown with (left to right) Mr John Harvey-Jones, Lord Weinstock, Mr Michael Heseltine, Dr R Nicholson, the Government's chief scientist and Sir Henry Chilver.

Prominent industrialists, academics, bankers and government officials, heard the Prime Minister, Mrs Margaret Thatcher, announce the end of the Government's monopoly to exploit inventions made by university researchers and those supported by government research funding. The policy had been a mistake she said. In future scientists will have the opportunity to exploit any possible commercial applications of their work.

Mrs Thatcher was opening a one-day seminar on Science, Technology and Industry, which was held at Lancaster House recently.

In her address, Mrs Thatcher, said she believed there was more co-operation than ever before between those in industry and at universities but it was not enough. The purpose of the seminar was to see how we could do even better. How we could combine together to increase the wealth and well-being of our society.

The Government was playing its part. Over the past four years it had spent £12.7 billion of taxpayers money on research and development. Nearly an eight per cent increase over the previous four years. In addition there was its general policy to create the conditions in which enterprise and innovation could flourish. To make full use of the country's scientific discoveries we had to strengthen the links between those who work in universities and those who work in industry, Mrs Thatcher continued.

She believed one of the most exciting things of our times was the speed at which science could turn into technology. And technology could turn into products.

Mrs Thatcher concluded, "Ours is not only an age of discovery—it is an age of application. Devastating in its swiftness; enthralling in its surprises; remorseless in its competitiveness. Our business is to be the leaders of that age by applying our science and ourselves to building the industries of the future."

Sir Clive concluded by suggesting it would be some years before full employment was restored. "New firms can explore all the opportunities and discover the future. They will exist and flourish if schools and universities provide the right education, if large firms supply the key technologies and if government provides the right fiscal environment."

Science based schooling

In his speech in the final session, the Secretary of State for Education and Science, Sir Keith Joseph emphasised the need for technology to be "enthusiastically re-introduced" in all schools, and said he intended to strengthen and build on the science base.

Sir Keith said that he hoped that all school leavers would have knowledge of industry and business. In the view of HM Inspectorate schools were not stretching the children and this was true at all levels of ability.

Turning to higher education he said that universities and polytechnics had a key role in supplying qualified staff for business and industry. The country had inherited "superb incubators of talent".

Sir Keith added that there might be scope for private sector money to go into higher education and the research councils.

He said there was a need to widen the rapport between higher education and industry. Two recent reports—one on links between higher education and industry, and a second on the balance of scientific research between universities and the research councils—had pointed to the need to earmark money for research. Sir Keith added that there might be scope for this by redeployment of existing money rather than the introduction of extra cash.

Large companies

Lord Weinstock, managing director of GEC, spoke on the innovation in large companies through research and development. His company expected and obtained a lot of innovation from its 17,000 professional engineers and scientists but it was not enough to produce good and creative research. It had to be translated into production quickly. Speed was important because market requirements change and competitors were not asleep.

Lord Weinstock believed that sensible financial and taxation policies stimulate innovation and investment in industry. It was also helpful if the Government could achieve a greater equity in the levels of overseas tariffs.

Small companies

Speaking on innovation in small companies, Sir Clive Sinclair, told the seminar, that today was a time that rewarded the innovator. He felt smaller, younger companies had a particular advantage by having no large capital investment in a particular technology, they had little to fear and much to gain from new lines.

Sir Clive thought it was time that everyone received a technical education as well as a literary one, so to have the understanding of how things work, he also felt it was time business studies were made more general at university.

Other speakers at the seminar included Mr Michael Heseltine, Secretary of State for Defence, Mr Cecil Parkinson, Secretary of State for Trade and Industry, Mr Kenneth Baker, Information Technology Minister, Mr J Harvey-Jones, ICI chairman, Lord Caldecote, Investors in Industry chairman, Sir Rex Richards, Warden of Merton College Oxford, Sir Henry Chilver, Advisory Council for Applied Research and Development chairman, Sir Geoffrey Allen, Unilever's technical director, and Professor Kingman, chairman of the Science and Engineering Research Council.

Post Office offers 4,000 a start

The Post Office is planning to take on about 4,000 school leavers—as a major contribution to the Government's Youth Training Scheme. They will be taken on in the next few months under an agreement between the Post Office and the Manpower Services Commission signed recently.

The Post Office will provide training and either jobs or work experience for nearly four times its normal intake of postal cadets and apprentices. As many as possible of those who are not offered jobs at the outset will be offered full-time employment with the Post Office at the end of the 12 months training programme. All will have learned transferable skills which will give them a better start in their working life.

The first trainees started work in September when the scheme was launched. The opportunities will be publicised at job centres, careers offices and at many post offices throughout the country.

Largest number

Mr Ken Noble, director of postal personnel said, "The Post Office will be offering a larger number of places than any other single employer participating in the scheme. And this is not simply a one-off exercise—we aim to provide for a similar number of new youngsters each year the scheme is in operation."

The Post Office scheme is country-wide. There will be equal opportunities for boys

and girls, provision of some places for the disabled and no minimum formal educational qualifications.

Each YTS place in the Post Office will be funded by the Government, but the Post Office will not make any profit from the scheme.

Choice

Trainees are likely to be able to choose from a wide selection of skills: sorting office duties, clerical work, catering, engineering, motor transport, and working in sub-post offices. They will learn, for example, about the preparation of mail deliveries and collections; vehicle maintenance; the organisation required to run a sorting office.

To provide training for the youngsters, the Post Office is liaising with local colleges of further education to obtain the day release training specially suited to the YTS trainees. This will include safe working procedures, problem-solving, communication skills and work with computers. There will also be monthly counselling sessions and group discussions to assess progress at work.



Mr Ken Noble (left), director of postal personnel shown with Mr Geoffrey Holland, director of msc, after signing the YTS agreement.

WISE major initiative

The Equal Opportunities Commission (EOC) and the Engineering Council are joining forces to launch a major initiative to persuade more women and girls to take up careers in engineering. Women into Science and Engineering (WISE) will be launched in January 1984 and will run throughout next year.

WISE will consist of a series of co-ordinated projects in schools and colleges and will include initiatives by employers, professional institutions and associations and public bodies such as the Manpower Services Commission and the Department of Industry. The EOC hopes to include a number of existing projects as well as encouraging new schemes.

This autumn the EOC will be contacting local education authorities and schools throughout the country inviting them to support and take part in WISE. The EOC is particularly keen to hear of school-based projects which could later be included in a series of good practice publications. Similar letters will go to employers seeking support and sponsorship for WISE projects.

Advertising

At the same time the EOC will run a complementary advertising campaign in teachers' journals and magazines. Aimed at teachers, pupils and parents, the campaign will provide posters, leaflets, booklets and information packs on science and engineering.

Both the EOC and the Engineering Council are seriously concerned about the under-representation of women in the engineering industry. At present 94 per cent of all women who work in the industry are employed as operators, clerical staff and in unskilled grades. The main aim of WISE is to show girls and women that there is a much wider range of opportunities open to them within engineering.

There is still a very wide gap between the subjects chosen by boys at school and those chosen by girls. This is reflected in examination results. In 1980, over 80 per cent of the nearly 36,000 A-level passes in physics were awarded to boys as well as three-quarters of all passes in mathematics.

The pattern is continued at university level where, in 1980-81, less than seven per cent of Britain's 29,916 engineering students were women.

Spotlight on executive talent

Career histories of more than 1,000 job-seekers, a small sample of the 130,000 executives enrolled with Professional and Executive Recruitment (PER), have been sent to 28,000 employers throughout the country in a tabloid newsprint brochure called *Candidate Focus*.

The jobseeker details are listed under 12 occupational headings for professional, managerial, scientific and technical jobs and include information about qualifications, experience, special skills and salary required.

There is also a special Top Hat section listing people expecting to earn over £20,000.

Accelerating

"The increased numbers of vacancies being placed with us by employers compared with last year and the build up of recruitment generally suggest that business activity is accelerating," says Turlough O'Connor, Director of PER. "So we feel this is a good time to provide companies with a cross-section of the people on our register."

"The aim is to demonstrate to employers of executive staff the pool of high calibre people available to them through PER. Over 45 per cent of those enrolled with us are currently employed but looking for a job change."

A recruiter receiving *Candidate Focus* and who is looking, for instance, for an executive sales manager, a works accountant, or perhaps a production engineer, can check the profiles included in the appropriate section and contact the nearest PER office to obtain further details if someone looks suitable. If a PER candidate is recruited, a fee of 10 per cent of the starting salary is charged.

The response from employers will decide how frequently *Candidate Focus* will be published.

ITeCs—a hit

A survey of the country's Information Technology Centres, where young people get intensive tuition in micro computing and electronic skills, shows they are a big success.

Research by the Manpower Services Commission which funds ITeCs jointly with the Department of Industry, reveals that over 70 per cent of trainees find jobs or go on to a further course in the same field.

The MSC says the results show the centres are correctly geared to meet the demands of a rapidly expanding sector of the job market.

At present there are 67 centres operating, and by the end of the year MSC hopes to have 150 in action.



Factory Inspectorate exhibition



An exhibition at Styal, Cheshire detailing the history of Her Majesty's Factory Inspectorate over 150 years was opened by Mr Jim Hammer, the Chief Inspector of Factories. He is shown with 83-year-old Bessie Blackburn, a retired factory inspector. The exhibition depicts some of the conditions prevailing in British industry before the 1833 Factories Act, and goes on to show changes in the history of factory safety legislation. See article p 400.

Remploy visit

Mr Alan Clark, (left in picture) Parliamentary Under-Secretary of State of Employment, visited Remploy's Brixton factory.

The factory is engaged in a range of sub-contract assembly work and employs 141 people of whom 131 are disabled employees.

The company employs over 8,500 disabled people in 94 production units throughout the UK and in 1982 achieved a sales figure of approximately £50 million, showing a record sales increase of 18 per cent over the previous year.

After touring the factory, Mr Clark said, "I was very impressed by the quality of the products and also by the feeling that the workforce too realised how important an element consumer satisfaction was in the success of the factory as a whole."

"I met some workers who had just joined and some who had been with Remploy for some time and the general impression of contentment and purpose was very satisfactory."

Equal Pay Act

The Department of Employment invites comments on draft procedure regulations governing the procedure at industrial tribunals for equal value cases under the Government's proposed amendments to the Equal Pay Act. The regulations provide for the commissioning of reports from independent experts, who would be required to prepare a written, reasoned report and take account of any representations which the parties wish to make. The parties will have the right to challenge the report before it is accepted as evidence by the tribunal.

Tribunals

Tribunals need not commission an expert's report in certain circumstances, for example, if the employer satisfies them at a preliminary stage that the difference in pay between the woman and the man is genuinely due to a material factor not a difference of sex.

The text of the proposed amendments, a note of the rules as they would read if amended and a covering note explaining the provisions of the draft in detail are available from the Department of Employment, MP11A1, Level 1, Caxton House, Tothill Street, London, SW1H 9NF. Comments are invited by October 14, 1983.

IPM conference at Harrogate

The annual national conference of the Institute of Personnel Management (IPM) is to be held from October 19-21, 1983 in Harrogate.

The comprehensive programme covers a wide spectrum of topical issues of interest to personnel managers and specialists.

The Rt Hon Shirley Williams, will open the conference. Sir Campbell Fraser, President of the CBI and chairman of Dunlop Holdings plc will deliver the closing address on "IPM—The importance of the profit motive".

Seminars

Between these plenary sessions, delegates choose which of the various seminars and meetings they wish to attend, depending on their particular interests and special-

Enterprise allowance extended

Support for some 25,000 unemployed people to start up their own business became available under the Enterprise Allowance Scheme when it was expanded to all regions of Britain on August 1.

The scheme is designed for those unemployed people who would like to set up their own business but are deterred by the fact that they would lose their entitlement to unemployment or supplementary benefit. Successful applicants will receive £40 per week for a year to offset the loss of benefit.

The extension of the scheme, which the MSC has been running in five pilot areas since early 1982, was announced by the Chancellor of the Exchequer in his budget statement on 15 March. Places on the scheme will be allocated broadly in line with unemployment in each region. The Government is providing £54 million to fund the scheme.

Applicants must meet the following conditions. They should be receiving unemployment or supplementary benefit; have been out of work (or under notice of redundancy) for at least 13 weeks; be over 18 and under retirement age; have at least £1,000 available to invest in the business; propose a business that is suitable for public support.

The majority of applications are expected to relate to one-man businesses, but up to ten people can combine to start a business with each one drawing the allowance.



Mr Sidney Stubbs

Engineer turned editor, Sidney Stubbs, is banking on a 50 year old hobby in a new jobs venture—at the age of 63.

Mr Stubbs of Chorlton-cum-Hardy is among 90 people who started new businesses in Manchester last month under the MSC's Enterprise Allowance Scheme (EAS). The scheme which allows unemployed people to develop new business ideas, and at the same time receive a regular allowance.

When extended nationally in August, the scheme then became available to unemployed people in Manchester for the first time. Within the first month 90 projects, under EAS, were underway in the city. Another 90 were expected to start in September.

Life-long hobby

Mr Stubbs, who built his first model train at the age of 14, was one of those who decided to capitalise on his life-long hobby under EAS. He approached the MSC's local jobcentre and his proposal was accepted. Now he is working on his own as a model engineer turning out scaled-down trains, locomotives and components, selling for as much as £400 each.

"I am a skilled toolmaker by trade, and have been making models as a hobby for 50 years," said Mr Stubbs who was made redundant from his job as editor and technical author with an international power transmission company in Manchester last year.

Other ideas being turned into businesses in Manchester under EAS include hot dog stands, hairdressers and furniture manufacturing.

The scheme is open for new applications until January next year. By then almost 400 new Manchester businesses could be underway.



Training for the future

by Ralph Pitman
Manpower Services
Commission

This month sees the major launch by the Manpower Services Commission of the billion pound Youth Training Scheme. The author looks at one of the companies involved in a series of pilot schemes.

Thousands of firms throughout Britain are pioneers of the most ambitious training programme ever undertaken in this country. The Youth Training Scheme, billion pound baby of the Manpower Services Commission, aims to provide some 460,000 school leavers with a full year's learning and work. The firms that take on most of those youngsters have no previous experience of YTS to draw on, although many will have used the scheme's less complex forerunner, the Youth Opportunities Programme. And yet, there are a handful of companies that are already veterans—the firms who operate the YTS pilot schemes.

Eight test projects

There are eight of these test projects, operating in a variety of fields to give the MSC maximum real-life experience. Two are in agricultural colleges, and the others are run by ICI Petrochemicals, Stewart Wrightson Holdings, GEC Information Systems, the National Foundry and Engineering Training Association, Dewhurst Butchers and Babcock Power, Renfrew. Some of the guidance that goes out to firms ready for the major launch of YTS this month will be based on what has been learned from these eight organisations.

"The guidance has been two-way," says MSC chairman David Young. "Once we had told the pilot providers what we wanted, they started to tell us what they could and couldn't do."

"The experience of these far-sighted companies and colleges has been invaluable in developing our support services and guidance material for future sponsors."

"It is inevitable when we are launching a scheme of such magnitude that there will be teething troubles, but there is no doubt these would have been more serious and numerous without the eight pilots."

Halfway stage

One pilot that has almost been completed is the one at the GEC's 2,000-employee factory at Newton Aycliffe, near Darlington, where they make telephones, telephone switching systems and subscriber apparatus. The plant's senior training officer, Brian Wilson, is a YTS convert, despite some problems.

"I would advise any firm to run a Youth Training Scheme," he says. "We shall certainly be running another scheme when this one comes to an end."

He has had ten months to reach that conclusion—a period in which he has borne the vicissitudes of youth training with a stoicism that eventually comes to training officers.

The scheme commenced in November 1982, 100 people being recruited. Forty youngsters were engaged as GEC employees, while the additional 60 trainees were recruited to undertake a broad based foundation course. Right from the start Brian Wilson used the flexibility of the scheme to suit the firm. The rules say that youngsters must learn certain "core skills" and spend a minimum of 13 weeks on "off-the-job" training, but within the basic guidelines there is room to adapt.

At GEC, a pioneer of job sharing, many employees work a 2½ day week so it was decided that trainees would split each week equally between work experience and "projects" that would provide the "off-the-job" element. This



Training in the test equipment department

operates throughout the year so that, in effect, trainees are "off-the-job" for six months.

World of work

"It allows us to take on more trainees," says Brian Wilson. "Instead of having to find 60 job spots we only had to provide 30, because at any one time only half of them are working 'on-the-job'. The work experience policy of the company reflects the youngsters' own uncertainties. "We try to give them a broad spectrum of the world of work because we have found that most youngsters don't really know what they want to do."

This means that during the first three months they will have the opportunity to experience a wide range of jobs in the factory, from working on the production line, serving in the staff sale shop or helping in the general manager's office. This range of jobs is then narrowed and the next six months is spent gaining more detailed experience.

Following each period of work experience the supervisor makes an entry about the trainee's conduct on his work sheet and the youngster also comments on what he thought of the job. After nine months Brian Wilson and his staff are in a position to put the trainee in one job for the remainder of the year, at the end of which GEC will have a complete report on his abilities and preferences.

Projects tackled

The projects tackled by trainees during their "off-the-job" half of each week are many and varied, but the essential aspect is that participants must produce their own ideas and pursue them.

"This is the biggest problem," says Mr Wilson. "They have grown up being told what to do and we have great difficulty getting them to use their own initiative. They just aren't used to being treated as adults and equals."

One project that perhaps typifies the policy sprang from a small company problem. "We told one of the groups that we had experienced some difficulty in explaining the GEC company structure to new employees and visitors.

They went away and came back with a wall poster explaining the structure and our products, and we now use this for our induction classes.

"The group did a presentation to other trainees about their findings so they also discovered what it was like to stand up in front of an audience and talk to them."

Other projects have included the design of a memorial garden and play-area for a local village, building a telephone intercom, designing and building disco lights, the design and manufacture of a display board, redesigning the layout of the existing training school, decorating retired ex-employees' homes and producing a video film on the YTS.

Clearly, the resources available to Brian Wilson are far greater than those of a smaller firm, yet he believes that any company can tailor YTS and still fulfil its obligations.

What will they get out of it? Plenty of problems, but rewards too—enough to warrant the trouble.

"From a purely business point of view we get a 12 months period in which we can look at the youngsters and decide if they are suitable for employment with us," says Mr Wilson.

Greater resources

"But there is more to it than that. We are dedicated to trying to help these youngsters simply because they are *our* youngsters and part of *our* community. We believe we have a clear responsibility to do what we can."

Those trainees that are offered jobs will already be partly trained in numerous skills (important in a field where a changing market can demand regular staff training) and will have a wide understanding of the firm's operation.

The plan at GEC is to offer a number of jobs to the 60 trainees and some have already become what they call (for

want of a better term) "employee designates".

Those who leave the scheme without a job will at least have learned the responsibilities, pleasures and pains of work and—perhaps more importantly—they will have a document assessing their abilities to show future employers.

The difficulties experienced by GEC are: coping with some low ability levels, extra work caused by assessment and counselling, and the clerical work involved. But the toughest problem is discipline. Some youngsters are not interested in the scheme or are only interested in one particular job, so they are indifferent to the possibility of losing their place and their allowance. "Initially, our qualified instructors found it difficult to deal with this problem, but they have quickly learned the lessons and are now handling this aspect of the training with ease." Two trainees have been discharged for behaviour reasons.

As for the old claim, occasionally levelled at employers under the YOP scheme, that youth training is just cheap labour, Brian Wilson replies that it would be easier and cheaper to employ someone to do the work.

"Certainly the trainees do real work—that is what they are supposed to do—and yes, we do sell anything they make, but there is no profit in it for us," he says.

Certainly there is no questioning the content of GEC's scheme, which goes well beyond the minimum criteria laid down by the MSC—they even pay trainees a small supplement in the latter part of their training, in addition to the £25 allowance paid by the Commission.

Many sponsors, MSC admit, will not be able to match such standards but the success of the Youth Training Scheme at GEC and other pilots has done much to boost their confidence in the scheme.

"We have learned a great deal from the pilots, but nothing has happened to shake our conviction that YTS can and will work," says David Young. ■



Two trainees under supervision at GEC



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Relative earnings in counties with SDAs

by Tim Pike

Economics Branch
Department of
Employment

Average earnings in counties containing major Special Development Areas (SDAs) are examined since 1974. Comparisons are made with national average earnings. Relative earnings in the SDA counties are compared with their relative unemployment rates. Finally, the relative employment structure of SDA counties is examined as a possible explanation of slightly higher average earnings in the SDA counties than nationally.

The main conclusions from comparing average earnings in counties containing major Special Development Areas with the national average since 1974 are given.

(a) Average gross weekly earnings of manual employees in counties with SDAs have been slightly above national averages in most years since 1974. This is at least partly due to differences in industrial and (to a lesser extent) occupational structure.

(b) The gap between manual earnings in the SDA counties and Great Britain has narrowed somewhat since 1976 but only to the extent of returning to its 1974 level. This slight convergence of average manual earnings between SDA counties and Great Britain since 1976 does not appear to reflect relative shifts in the employment structure of these areas.

(c) Relative earnings of non-manuals in the SDA counties are virtually equal to the rest of Britain (excluding the south east) and have been so in most years since 1974. This comparison excludes the South East region because of the

Table 1 The proportion of each assisted county with SDA status, measured by employment June 1978

County	Employment (000)	Of which in SDA* (000)
Merseyside MC	616	580
Tyne and Wear MC	509	509
Cumbria	182	55
Durham	216	149
Northumberland	92	43
Gwent	167	37
Gwynedd	71	50
Mid Glamorgan	186	116
West Glamorgan	157	29
Strathclyde	981	957
Tayside	162	99
All	3,339	2,624
SDA counties not covered		
Cornwall	125	30
Cheshire	356	97
Cleveland	242	36
Clwyd	128	88
Dyfed	105	5
Powys	32	4
Dumfries and Galloway	50	2
Lothians	328	12
Fife	125	63
All	1,491	337

* SDA designation from July 1979-80.

substantial influence of earnings in Greater London on the national average.

(d) This article does not investigate the underlying causes of the existing mix of earnings and unemployment rates in different geographical areas. However it indicates that any adjustment of relative earnings in the SDA counties due to relatively higher levels of unemployment in these areas has been both small and slow to occur.

Background

Assisted areas, in which the Government offers financial aid to industry* are defined by reference to the Department of Employment's Employment Office Areas. Within the general classification of assisted area, there are Intermediate, Development and Special Development areas (IA, DA and SDA respectively). Assistance to industry in SDAs is more generous than in the other assisted areas.

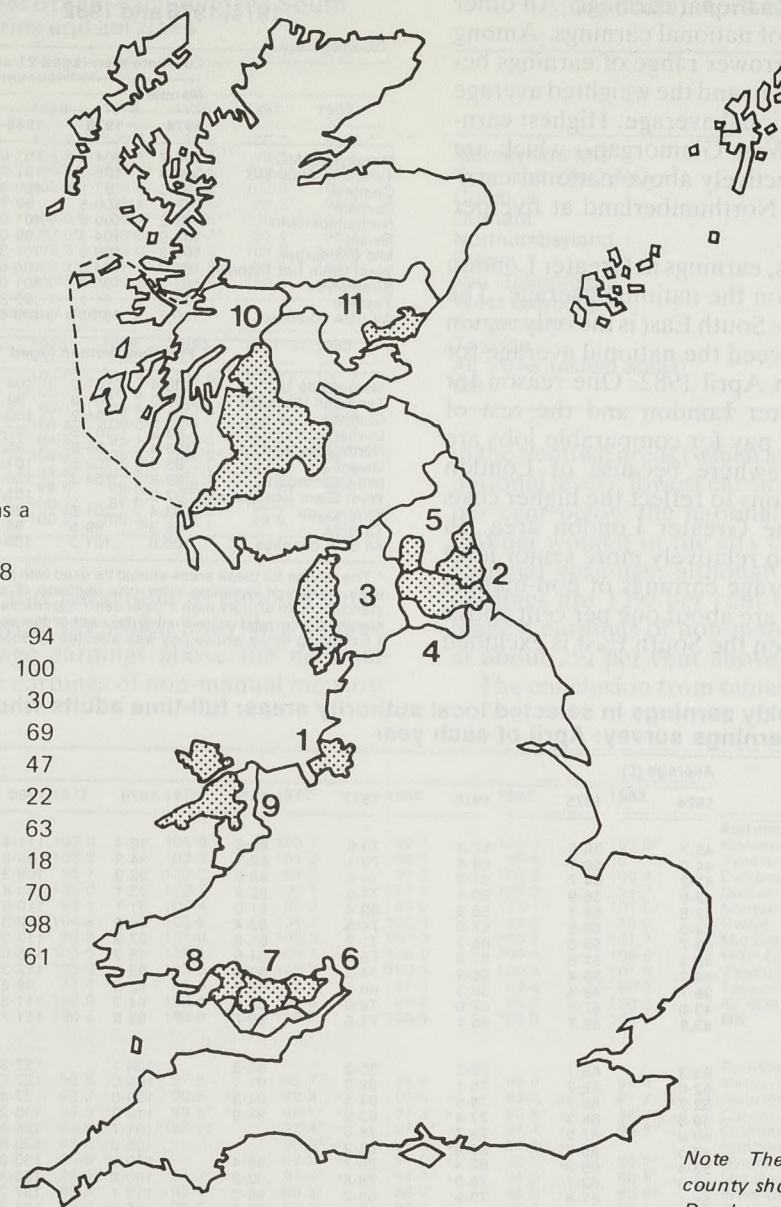
National surveys of earnings do not provide information for areas as small as individual SDAs. However, the Department of Employment's New Earnings Survey (NES) does give information on earnings in major local government areas (counties in England and Wales and local authority regions in Scotland)†. Until August 1980 when there was a change in boundaries of SDAs, SDA and county boundaries were more closely aligned than they have been subsequently. Therefore the following analysis covering the period 1974-82 uses the pre-1980 designation of SDAs throughout. Nevertheless, in Merseyside, Tyne and Wear and Strathclyde, the alignment between NES earnings data and the current designation of SDAs is still very close.

* The most important forms of Government aid to the assisted areas are Regional Development Grants (RDGs); Selective Financial Assistance (SFA); and Factory Building. RDGs are available for capital expenditure on buildings, plant and machinery for manufacturing industry and related scientific research. RDGs may be supplemented by further selective assistance (SFA) where necessary to encourage projects to go ahead which strengthen the regional and national economy. Finally, Government factories are available for rent or sale. From April 1976-82, £3.2 billion was spent in the assisted areas on these three measures, equivalent to £4.5 billion at 1981 prices. A breakdown of expenditure between the SDAs and the other assisted areas is available only for RDGs and SFA. This shows that from April 1976-82, about 44 per cent of Government expenditure on these two measures was in the SDAs. Because Government expenditure on Factory Building is much smaller than on these other measures, it is reasonable to assume that about £2 billion of the £4.5 billion total expenditure at 1981 prices (that is, 44 per cent of total expenditure) was in the SDAs. † This survey is a sample survey of the earnings of employees in employment in Britain in April each year since 1970 (see for example *Employment Gazette* table 5-6). It covers employees in all occupations in all types and sizes of businesses in all industries.

The ten assisted counties

Employment in SDA as a percentage of county employment June 1978

1	Merseyside	94
2	Tyne and Wear	100
3	Cumbria	30
4	Durham	69
5	Northumberland	47
6	Gwent	22
7	Mid Glamorgan	63
8	West Glamorgan	18
9	Gwynedd	70
10	Strathclyde	98
11	Tayside	61



Note The shaded area in each county shows the county's Special Development Area, prior to August 1980.

Average weekly earnings in SDA counties

Prior to August 1980, table 1 shows that the great majority of employees within SDAs were in nine counties in England and Wales (Merseyside, Tyne and Wear, Cumbria, Durham, Northumberland, Gwent, Mid and West Glamorgan and Gwynedd) and two local government regions in Scotland (Strathclyde and Tayside). In some of these counties (for example, West Glamorgan), the number of employees within SDAs was only a small percentage of total employment in the county, though most of the remaining employees were within SDAs. In general, this was not true of the other SDA counties in table 1 such as Cheshire. Assisted counties such as West Glamorgan are included in the analyses, and their inclusion does not affect the main conclusions of the article.

Table 2 gives, for each April since 1974, the available

New Earnings Survey estimates of average gross weekly earnings in all industries and services in ten of those counties with SDAs (defined prior to August 1980). Separate figures are given for full-time manual and non-manual men and women. Gwynedd is excluded because reliable estimates are only available for male manual workers. The table also gives each of these figures as a percentage of the corresponding average for Great Britain.

Table 3 is a condensed version of table 2 showing average gross weekly earnings in April 1974, 1976 and 1982 as a percentage of the national average. Among manual men, table 3 shows that seven of the ten areas for which reliable estimates are available have average earnings above the national average in 1982. The weighted average of all 11 areas is about one per cent above the national average. The highest earnings are in West Glamorgan (though here only

to alternative job possibilities than men because of their domestic/family responsibilities. They may be limited by the geographical area to which they are confined or by time constraints which might preclude taking a new job some miles away. Most women withdraw from the labour force for some period of their adult years to have children and raise a family. This may make re-entry to the labour market particularly difficult in times of spreading technological change. Many of their traditional skills such as speed typing and shorthand may be outdated as firms search for personnel who are acquainted with word processing and other new technology-based office equipment.

Those who can quickly grasp the capabilities of a word processor or can efficiently perform a computer search of microfiche files will be in demand. This may mean some older workers will find it difficult to adjust to change. Older persons also tend to lack extended formal education and general office skills that provide a useful basis for adjusting to change⁹.

Difficulties

Women may also experience difficulties in finding new jobs because of inadequate information. Many who are part-time workers or who withdraw from the labour force do not benefit from the social aspects of work which are important elements in the informal information networks that are widely recognised as a key job search tool. Also, because of these part-time and intermittent characteristics in their labour force participation, women are also seen as secondary workers, participating in a separate and unequal sector of the labour market. Jobs in the secondary sector are characterised by low pay, poor working conditions, little chance of advancement, and considerable instability¹⁰. Information about jobs in the primary sector is likely to be limited, perpetuating work in the secondary sector. The information sector is also generally characterised by lack of unionisation, particularly among women, which also narrows their access to information. It also means that women are in a relatively poor position to bargain about the introduction of new technology and to acquire their share of the gains of technological change.

If, then, the use of new technology curtails the growth of those traditional clerical or information-handling occupations in which women work, what is the likelihood that the new opportunities for work that new technology opens up will become a new source of employment growth? Although difficult to predict the range of jobs that will probably be created by the spread of microelectronics, one can definitely point to computer application—programming, systems analysis, data management—and electronics engineering as growth areas. Based on evidence already available, the outlook for women in these jobs is not encouraging. For example, although in the US women hold 25 per cent of computer specialist occupations and represent 20 per cent of the engineering and science technicians, they tend to be concentrated at the lower end of the skill spectrum¹¹. In Sweden, 90 per cent of those working as data processing managers were men, 80 per cent of those in data processing planning were men while 97 per cent of routine data entry positions were

filled by women¹². According to electronic equipment suppliers in Europe, the proportion of women in higher skill-level computer courses has grown significantly over the last two decades, but women still account for only 10 to 25 per cent of all participants in courses at this level.¹³

Early education

The reason for the under-representation of women in the highly skilled and expanding computer occupations lies in part in their early education¹⁴. It is well known that girls in secondary schools take fewer science and mathematics courses than boys. Even in today's more technologically advanced society, women remain unaware of the increasing mathematical requirements of any field of study. In Europe girls are disproportionately concentrated in general subjects of study rather than technical studies and choose courses in the humanities, languages and arts as opposed to science, mathematics and other technical subjects. Consequently, upon leaving school, most girls tend to lack background in science and mathematics. These patterns also prevail beyond school. Those women who enrol in post-secondary education tend to study humanities or education; few enrol in engineering subjects. Those who take vocational training also pursue the same courses as they did in formal education. In the vocational subjects which are open to both men and women, a majority of women opt for courses in general office employment and other services whereas men choose apprenticeships in technical skills or industrial trades.

It is not surprising, therefore, that lacking an appropriate technical background, women are under-represented in highly skilled computer occupations. Having once shut the door to science and mathematics, they lack the background to study for the higher professions in the computer industry. A similar situation exists with respect to general management and supervisory training. Whether given in-house or at a training centre, the proportion of women represented is low. Whether this is due to the lack of desire or, because of family responsibilities, the inability to invest time and effort in training on the part of women themselves or is the result of employers overlooking them as candidates, the consequence is the same: the access of women to new jobs and advancement is likely to be severely limited unless their participation in relevant course work in school and training beyond school is substantially broadened.

Job enhancement

So far this article has focused on the labour displacement effect of the use of microelectronics in the office and the reasons why women will find it difficult to adjust to the changes required because of their relative immobility, occupationally and geographically, and their lack of appropriate education, training and skills. Another aspect of the effect of new technology on jobs that is being viewed with concern is its impact on *job content* and *work organisation*¹⁵. Some observers argue that the use of new technology will enhance jobs and upgrade skills of the

information handlers. According to this view, new technology can reduce the tedium of routine tasks and the monotony of the job by allowing more varied and interesting activities to be undertaken. It may also result in workers becoming more highly specialised and less susceptible to easy substitution and replacement than they are at present¹⁶.

On the other hand, many argue that the introduction of new technology will cause the jobs of information handlers to become more routine and less skilled. Following the principles of scientific management, jobs will be broken down into a series of steps that will then be re-ordered and divided among different groups of workers to save time and increase productivity. As a result, jobs will become fragmented and deskilled. Whereas speed and accuracy were once valuable skills in a typist, with the use of a word processor any typist can now produce a well-presented document quickly. Related to this is the potential of new technology to remove the autonomy and independence of a worker. The mechanisation of office work occurs when office machines "subordinate the work of the clerk to the tempo of the machine, which takes over the larger part of the discretion involved in the operation, and which requires full-time specialised attendants . . ."¹⁷ not unlike the factory assembly line

Participation

Support for both the favourable and unfavourable scenarios exists in the literature on the impact of new technology. The outcome depends on how work is reorganised when new technology is introduced. For this reason, the importance of participation and consultation over the changes brought about by the introduction of new equipment has been emphasised, particularly by the European trade unions.

Along with the issues of potential displacement and changes in work organisation, the health aspects of the new office equipment have received a great deal of attention¹⁸. The trade unions have highlighted the health aspects of visual display units and the lack of attention paid to environmental or ergonomic factors associated with their positioning as part of computer systems. Health hazards cited include headache, eye strain, backache and possible exposure to radiation. The last has been unsupported by medical studies to date which show that the radiation emitted is far less than that resulting from an average day's television viewing*. In addition, some observers maintain that the new office equipment is introducing to office jobs problems of stress which are associated with the mechanisation of the factory¹⁹.

Summary

The development of microelectronic technology has greatly expanded the capacity to create, save and communicate information of all types. It enables substantially more information to become available at a dramatically faster rate and at a falling cost. While the processing power of microelectronics can be and is being used in a wide variety of applications, it is in the information-intensive office sector that its impact is most readily

discernable at present. The new generation of office equipment—word processors, optical character readers, minicomputers and the like—can be expected to have a profound impact on jobs and the nature of work in the office.

The new office technology has a significant effect on information-handling activities for it greatly speeds the production and communication of data and text. As such, its initial impact invariably falls on those clerical occupations engaged in the manipulation of information. These occupations are generally staffed by women who have gravitated to these lower skilled white collar jobs in increasing numbers over the past two decades. This is not to say that the new office technology does not affect other white collar staff: indeed the jobs of management and professional workers are also likely to be profoundly changed as new sources and uses of information become available with the use of new technology.

Far reaching effects

New technology will unquestionably have a far reaching impact on office jobs in general and the work women do in particular. The changes brought about by the introduction of new technology are, however, by no means determined. Jobs can be lost causing serious difficulties. New jobs can be created that are incompatible with the skills that have been made redundant. Jobs will change in content and work will be reorganised. Women can benefit from these changes, but in order to do so appropriate action will be required now in schools, training establishments, and in the enterprises themselves. Government, employers and trade unions each have a role to play, but the central effort must come from working women through their understanding of the issues and participation in the process of change.

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- (3) Quoted in E. Bird: *Information technology in the office: the impact on women's jobs* (Manchester, Equal Opportunities Commission, 1980), p. 9.
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- (5) This is not to say that management will not be affected by new office technology. Indeed, microelectronics also affects non-repetitive office work by the use of visual display, facsimile, teleconferencing and others which lead to increased independence from labour-intensive information networks. Management jobs will certainly change but less dramatically than those of information handlers in the near future.

* See *Employment Gazette*, 1983, July p. 315.

LABOUR MARKET DATA

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Relative earnings in counties with SDAs (continued from p 391)

dustrial and occupational structures, they nevertheless indicate that differences in such structures are at least part of the reason why average earnings in the four areas are above the average for Great Britain. Differences in industrial structures probably explain at least most of the earnings differential with Great Britain in each of these areas in 1982.

Trends in average weekly earnings in SDA counties

It is difficult to reach many firm conclusions about trends in relative earnings in the assisted areas since 1974, because some of the data are based on rather small numbers and hence sampling errors are relatively large. As a consequence, reliable estimates of non-manual earnings are not available for Gwynedd in any of the years and in other areas reliable estimates are available in some years but not in others. For example, table 2 gives estimates of earnings for manual women in each of the ten areas in both 1974 and 1982, but only for Strathclyde are estimates available in both years with a standard error below two per cent.

However, some conclusions are possible, particularly for male manual workers in the SDA counties. Earnings estimates are given in table 3 for the years 1974, 1976 and 1982 for all areas where numbers are available. Each of the four groups of employees (that is manual men and women and non-manual men and women) had rising relative earnings between 1974 and 1976, but falling relative earnings thereafter.

In 1982, relative earnings in the SDA counties for each group were similar to their level of 1974, though male manual workers have in most years been above the national

average. For non-manuals, relative earnings in the SDA counties have always remained very close to the national average (excluding the South East) without any discernible divergence emerging.

For manual men, table 2 shows that the range between the area with the highest average earnings and that with the lowest (when expressed as a percentage of the average for Great Britain) declined from 22.5 per cent in April 1974 to 19.5 per cent in April 1978 and 16.4 per cent in April 1982. In seven of the ten areas the percentage differential between the average for the SDA county and the national average was lower in April 1983 than in April 1974—despite these being years when relative earnings in the SDA counties were constant. All this is consistent with the conclusion that relative earnings in the SDA counties are converging towards each other and towards the national average.

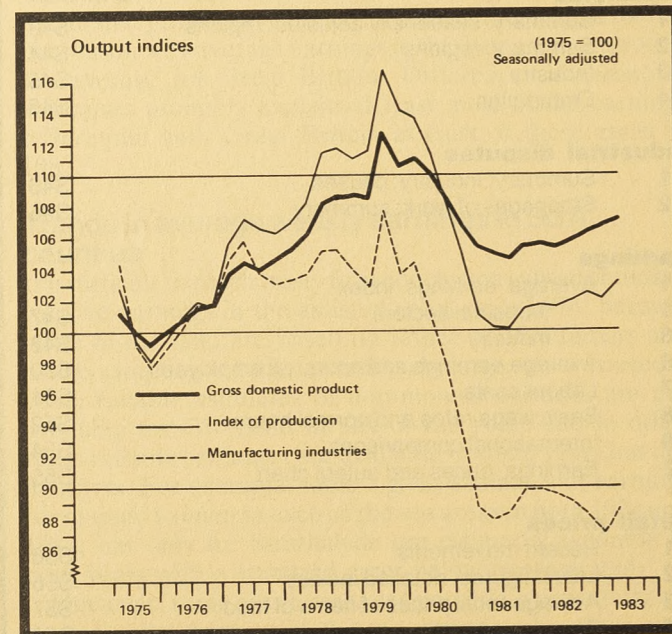
Table 8(b) shows that although differences in employment structures (and in particular, industrial structures) accounted for some of the earnings differential between the four major areas and Great Britain in 1976, less of the earnings differential was explained by employment structures in 1976 than in 1982.

From 1976-82, relative earnings based on actual employment structures fell by about 2½ per cent in the four areas. Relative earnings purged of the effects of employment structure also fell by about 2½ per cent. Hence employment structures do not appear to explain the relative decline in male manual earnings in these areas since 1976. However, any adjustment of relative earnings in the SDA counties due to relatively higher levels of unemployment in these areas has been both small and slow to occur. ■

Trends in labour statistics

Summary

The output-based measure of Gross Domestic Product increased slightly in the second quarter, and for the first half-year total output was 1 1/2 per cent higher than a year earlier.



economic activity. Total employment showed some increase in the second quarter, following a substantial decline over the previous 3 1/2 years.

The seasonally-adjusted level of unemployment fell slightly in August, and while this reduction may be erratic, the rate of increase in the trend has clearly been moderating during this year.

demand strongest for consumer goods industries, although export orders appear to have weakened slightly since earlier surveys. However some forecasters have become rather more pessimistic about the longer term, and most predict a slackening of growth in 1984.

Gross domestic product (on the preliminary output estimate) rose marginally in the second quarter, to a level 2 1/2 per cent above its low point of spring 1981.

Output of the production industries in total, and of manufacturing industries, was about 1/2 per cent higher in the three months to July than in the previous three months.

Consumers' expenditure continues to grow, albeit more slowly in the second quarter, but retail sales in August were down on the high level of recent months.

The volume of stocks held by manufacturers, wholesalers and retailers fell by about £155 million in the second quarter compared with an increase of £25 million in the first quarter.

The underlying increase in average earnings in the year to July was about 7 1/4 per cent. The rate of inflation as measured by the 12-month change in the retail prices index rose to 4.6 per cent in August.

Accompanying these developments in the UK economy, improvements in output and prices have also taken place in a number of other industrialised countries, with the United States economy in particular showing some marked improvements.

Domestic demand remained buoyant in the second quarter, with the increase being greater than that of output. Retail sales were 6 1/2 per cent up on a year earlier, compared with a comparable rise in output of 1 1/2 per cent.

Labour market indicators seem to be reflecting the recovery in

Economic background

The cso's composite cyclical indicators suggest that the current upswing may continue into 1984, and the cbi's August Monthly Trends Survey suggests favourable output expectations for the seventh successive month.

Capital expenditure* was virtually unchanged between the first and second quarters, for the first half of 1983 it was 1 1/2 per cent down on the second half of

1982, and only 1/2 per cent up on a year earlier. Manufacturing investment in the first half of 1983 was 9 per cent lower than a year earlier, although investment in the construction, distribution and financial industries was 6 per cent up over the same period.

There has been a marked deceleration in growth in the money supply during the banking months of July and August, although the growth of the monetary aggregates remains above the 7-11 per cent range.

In the current target period since February £M3 has grown at an annualised rate of 12 1/2 per cent. M1 at 14 1/2 per cent and PSL2 at 15 per cent.

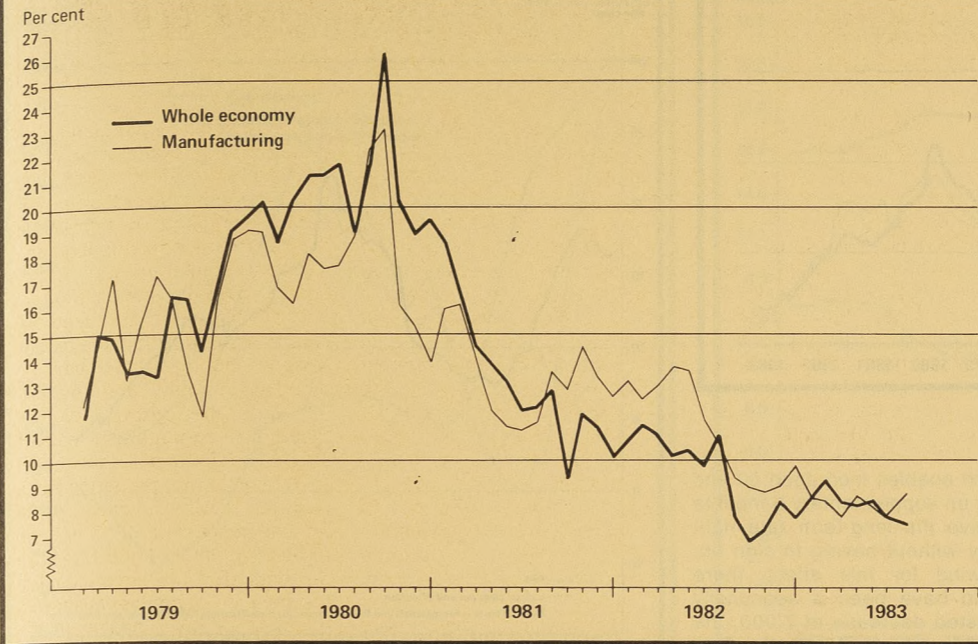
The volume of exports in the three months to July was 3 per cent lower than in the preceding three months, and 4 per cent lower than in the same period in 1982.

Sterling's effective exchange rate remained fairly stable in August and September. Its trade weighted value on September 15 of 84.9 compared with a second quarter average of 84.3.

World outlook

The International Monetary Fund (IMF), in its annual report, published in September, is cautiously optimistic about prospects for world economic recovery and greater international financial stability.

EARNINGS: Average earnings index: increases over previous year



and greater international financial stability. The OECD also expects higher growth (around 3 per cent) in the OECD area, in 1984.

Signs of an upswing are now evident in a number of industrial countries, but there is a considerable degree of variation in performance so far this year. Output in continental Europe has shown slower growth than in the UK and Japan, but the strongest recovery was in the United States.

The General Agreement on Tariffs and Trade (GATT)'s Annual Review, published in August, forecast that the volume of world trade would remain unchanged this year, following the 2 per cent fall in 1982.

Average earnings

The underlying increase in average weekly earnings in the year

to July was about 7 1/4 per cent. Increased overtime working in July tended to offset the effect on average earnings of new settlements, which are generally at lower levels than a year ago.

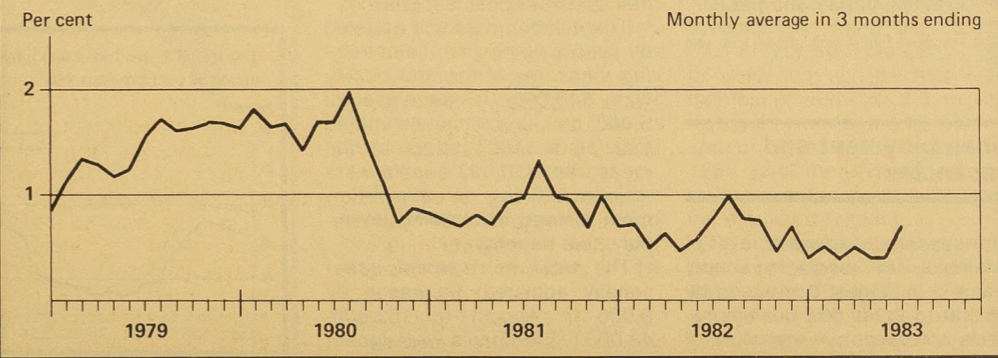
The actual increase in the year to July, 7.5 per cent, was inflated by temporary factors, such as the timing of settlements. Some groups of employees (for example some National Health Service employees and Local Authority administrators) received increases during the 12 months to July, both from their 1983 settlements and from their delayed 1982 settlements.

tially offset by lower back-pay in July 1983 than a year earlier.

The underlying monthly rate of increase averaged about 3/4 per cent in the three months to July, reflecting in part the higher level of overtime working (seasonally adjusted) in July.

In manufacturing industries, the underlying increase in average earnings in the year to July was about 8 1/2 per cent, marginally higher than in the year to June. This increase reflects more overtime and less short-time working which is estimated to have added about 1/2 per cent more to the increase in average earnings in the year to July, than

EARNINGS: Average earnings index: underlying rate of change*



* Adjusted for seasonal and temporary factors: for description see Employment Gazette, April 1981, pages 193-6

to the year to June. For the index of production industries, the underlying increase in average earnings in the year to July was about 8 per cent, similar to the increase in the year to June.

The actual increases for manufacturing industries and index of production industries of 8.7 per cent and 8.2 per cent respectively were above the underlying increases because of the timing of bonus payments.

In the three months to July, wages and salaries per unit of output in manufacturing were 1.6 per cent higher than a year earlier.

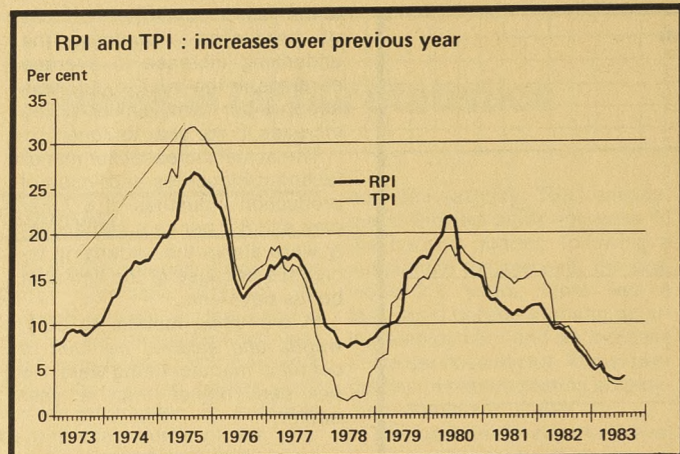
Retail prices

The rate of inflation as measured by the 12-month change in the retail prices index, was 4.6 per cent in August compared with 4.2 per cent in July. This rise reflects an increase in prices of 0.4 per cent between July and August compared with no change between the same months last year.

About one quarter of the increase between July and August is attributable to price rises for clothing, following the end of summer sales. A further quarter was accounted for by increased mortgage interest payments reflecting the residual effect of the recent increase in interest rates.

There was a smaller effect from the ending of summer discounts for coal and the remainder reflected small price increases across a range of other goods and services, partially offset by some seasonal price reductions among fresh vegetables.

The tax and price index rose by 3.6 per cent in the year to August, 1.0 percentage points less than the corresponding in-



crease in the RPI, to stand at 175.1 (January 1978 = 100). This gap is about the same as in July and is mainly a reflection of the increase in personal income tax allowances in the Budget.

The prices of materials and fuel purchased by manufacturing industry rose by 0.8 per cent between July and August mainly because of higher prices for petroleum products and food materials. The increase over 12 months was 8.0 per cent in August compared with 6.4 per cent in July.

Manufacturers selling prices* (as measured by the price index for home sales of manufactured products) increased by 0.2 per cent between July and August because of widespread small price changes. The 12-month change in this index, which has been in the range 5-6 per cent since the beginning of the year, remained unchanged at 5.4 per cent.

Comparisons with retail price movements in other OECD countries show that at the latest available date (July) the 12-month percentage increase for the UK was 0.8 percentage points below the OECD average. It was lower than those for France, Italy and Belgium but remained higher than those for Germany, the Netherlands, Japan and the USA.

* On a revised basis, with 1980=100: see table 0-1.

Unemployment and vacancies

The seasonally adjusted level of unemployment (excluding school leavers) in August decreased by 16,000 to 2,942,000 but this reflects a reduction in the count of 9,000 arising from the further effects of the Budget provision

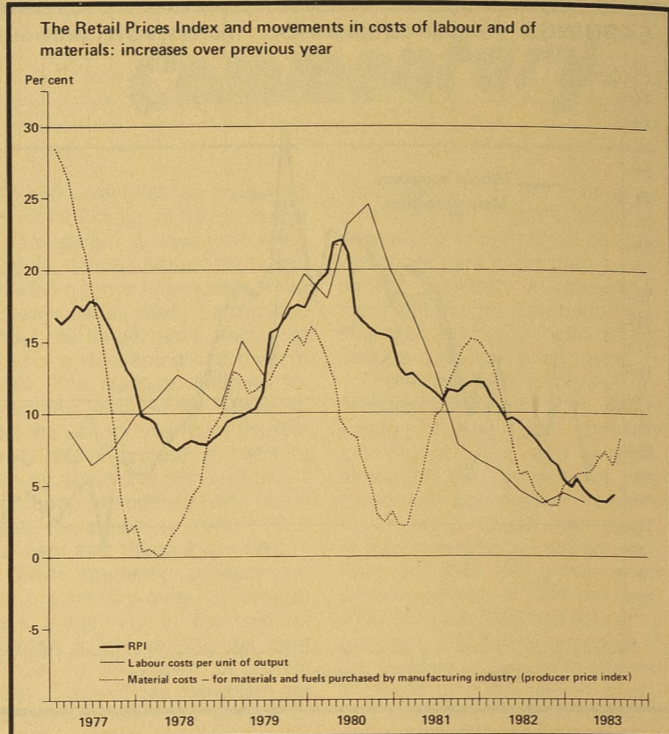
which enables men aged 60 and over on supplementary benefit to receive the long-term rate right away without having to sign on. Allowing for this effect, there would have been a seasonally adjusted decrease of 7,000, the first decrease for 45 months. This fall may be an erratic movement, but the rate of increase has clearly been moderating during the course of this year, averaging 10,000 a month in the latest three months, compared with 24,000 in the previous three months (to May) and 32,000 in the three months before then.

The recorded total in August decreased by 11,000 to 3,010,000, (12.6 per cent of all employees) reflecting, (a) an increase of 9,000 from seasonal influences, (b) a seasonally adjusted decrease of 7,000, (c) a reduction of 9,000 from the Budget effects and (d) a fall of 3,000 in the number of claimant school leavers.

The August claimant total included 112,000 school leavers, compared with 116,000 in July and 103,000 in August 1982. In addition there were 212,000 non-claimant school leavers registered at Careers Offices who are not entitled to benefit until the first Monday in September, compared with 211,000 in July and 194,000 in August last year.

The number of people assisted by special employment and training measures at the end of July was 540,000, a decrease of 5,000 on June. It is estimated that as a direct effect of the measures, 330,000 people were in jobs, training or early retirement instead of claiming unemployment benefits.

The stock of vacancies (seasonally adjusted) increased by 9,000 in August to 162,000, 48,000 higher than a year ago. In the last three months the stock averaged 152,000 an increase of



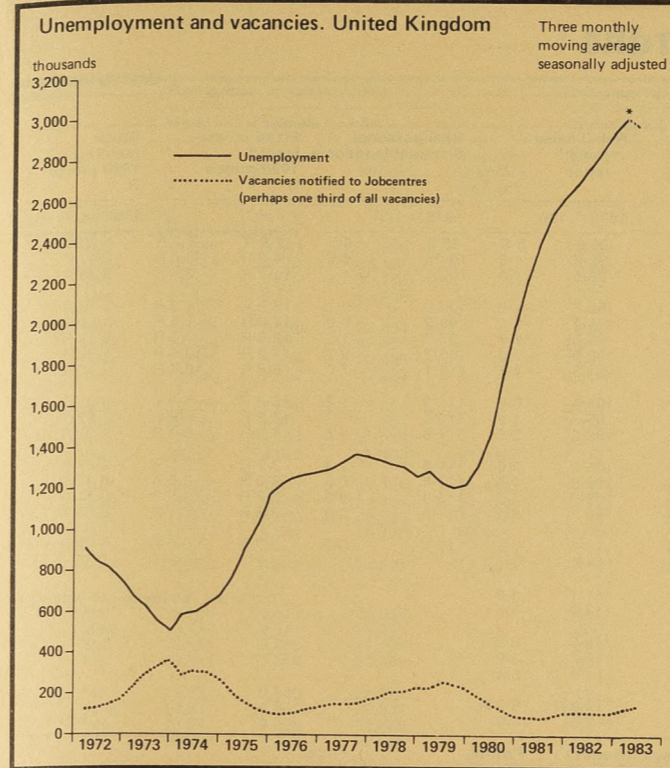
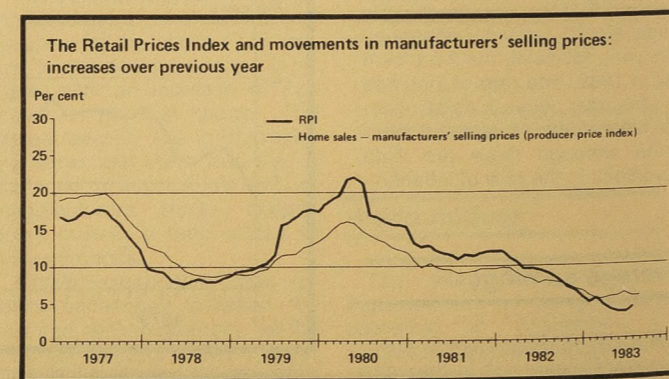
21,000 on the previous three months of which 7,000 were Community Programme vacancies. The inflow of vacancies continued to improve and averaged 199,000 a month in the last three months, an increase of 30,000 on the previous three month period.

Female unemployment has been rising faster than male unemployment. In the latest three months the increase on the previous three months was 0.3 percentage points for females compared with 0.2 for males (after adding back the Budget effects).

The regional pattern in the latest three months, compared with the previous three months, shows increases above the national average (+0.2) percentage points after adding back the

Budget effects) in Northern Ireland (+0.6) and the North (+0.3). In all other regions the increases were at or below the national average, with no change at all over the period recorded for Wales.

Unemployment rates by age, for the United Kingdom, on the claimant basis are shown for the first time this month in table 2-15. The figures show higher than average unemployment among the under 25 year old age group and, for males, among the 60 and over age group. The figures show a distinctive seasonal pattern among those aged under 18; figures on the old registration basis being high in July by when summer school leavers had registered, while on the claimant basis the rates tend to be high in October, reflecting summer

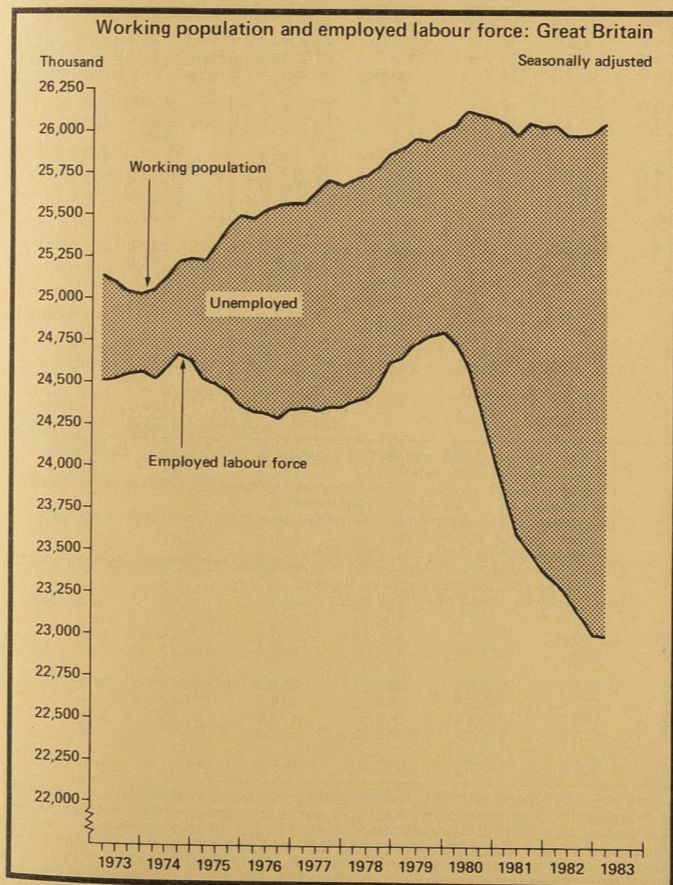


* Figures affected by Budget provisions for men aged 60 and over.

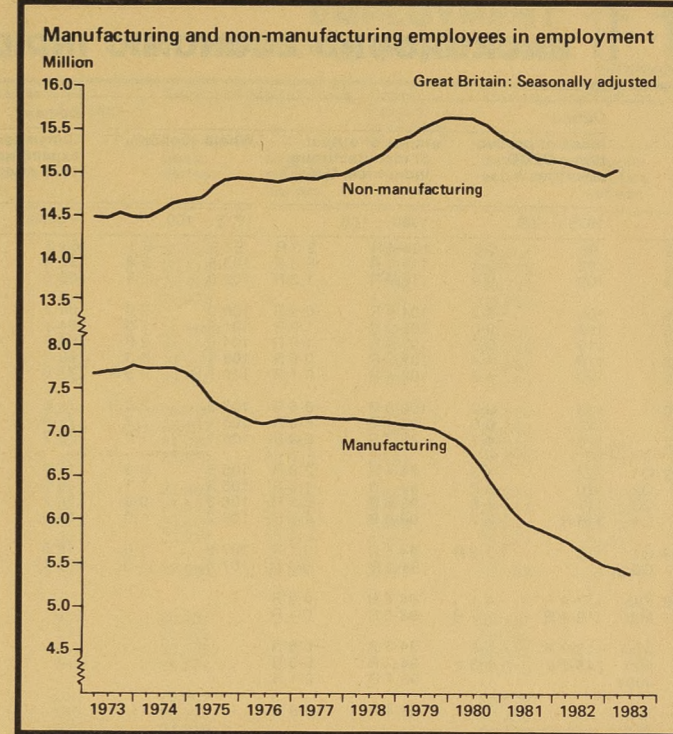
school leavers who have become entitled to claim benefit.

International comparisons of unemployment show that most

countries have experienced increases over the past year. The recent increases in the seasonally adjusted national unemploy-



Note: This chart uses the provisional supplementary estimates from September 1981. See footnotes on table 1-1.



Note: This chart uses the provisional supplementary estimates from December 1981. See footnote to table 1-2.

ment rates (latest three months compared with the previous three months) are: Australia (+0.9 percentage points), the Netherlands and Italy (both +0.7), Denmark and Ireland (both +0.5), Belgium (+0.4), Austria, Germany and the United Kingdom (all +0.2), Sweden, Norway and France (all +0.1). In Japan there was no change, while there were falls in Canada (-0.4) and the United States (-0.5).

Employment

On first indications total employment* (seasonally adjusted) rose by about 20,000 in the second quarter of the year, following reductions since the end of 1979 when the current recession began. It is too early to regard this as a change in the direction of the trend but it is clear that total employment is no longer declining at the rate observed last year. Within the total employment in service industries rose faster than in the first quarter while the rate of decline in manufacturing employment was little changed.

Figures for July for manufacturing industries show a fall of 18,000 (seasonally adjusted). This fall is very close to the

monthly decreases of 19,000 in the second quarter and 21,000 in the first quarter.

Overtime working (by operatives in manufacturing industries) in July was 10 million hours a week (seasonally adjusted), slightly higher than the average of 9½ million hours in the second quarter. Short-time working fell again, to ¾ million hours lost a week (not seasonally adjusted). The average number of hours lost in the last three months is below 1 million, compared with a monthly average of 1.6 million in 1982 and over 4 million in 1981.

Industrial stoppages

The number of days lost through stoppages of work due to industrial disputes in August is provisionally estimated as 176,000—slightly higher than the revised July figure of 173,000. This brings the cumulative total of days lost in the first eight months of 1983 to 2.5 million, well below the figure of 3.8 million for the comparable period in 1982 and the average of 6.3 million over the same period during the last ten years.

Five stoppages accounted for nearly one half of all the working days lost in August—two in mechanical engineering, one in a tyre company, one in metal manufacture and one in the construction industry.

* These supplementary employment estimates include an allowance for undercounting in the basic series. See the article on page 242 of the June issue of Employment Gazette.

1.8 EMPLOYMENT Indices † of output, employment and productivity

seasonally adjusted (1975 = 100)

UNITED KINGDOM	Whole economy						Index of production industries						Manufacturing industries			
	including MLH104‡			excluding MLH 104‡			including MLH 104‡			excluding MLH 104‡						
	Output‡	Employed labour force*	Output per person employed*	Output‡	Employed labour force*	Output per person employed*	Output	Employed labour force*	Output per person employed*	Output	Employed labour force*	Output per person employed*	Output	Employed labour force*	Output per person employed*	Output per person hour
1973	103.6	100.1	103.6	103.5	100.1	103.5	109.7	104.6	104.8	109.5	104.6	104.7	108.8	104.3	104.3	101.3
1974	102.0	100.5	101.5	102.0	100.5	101.5	105.7	104.2	101.4	105.7	104.2	101.5	107.5	104.6	102.8	101.9
1975	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1976	101.8	99.3	102.6	101.3	99.3	102.1	102.5	97.1	105.5	101.1	97.1	104.1	102.0	96.9	105.3	105.2
1977	104.6	99.3	105.3	102.9	99.3	103.6	106.8	96.7	110.5	102.6	96.7	106.1	103.9	97.2	107.0	106.1
1978	108.0	100.0	108.0	105.5	100.0	105.5	110.6	96.6	114.5	104.5	96.5	108.3	104.5	96.8	107.9	107.2
1979	110.7	101.1	109.5	107.1	101.1	106.0	114.0	96.2	118.5	105.2	96.1	109.5	104.6	95.6	109.4	108.7
1980	107.6	100.1	107.5	104.0	100.1	103.9	106.2	92.1	115.3	97.2	92.0	105.7	95.1	90.3	105.2	107.3
1981	105.1	96.5	108.9	101.1	96.5	104.8	100.8	84.3	119.7	90.9	84.1	108.1	89.0	81.6	109.1	112.6
1982	106.1	94.8	112.0	101.5	94.7	107.2	101.9	80.0	127.5	90.7	79.7	113.8	88.4	77.1	114.7	117.0
1980 Q1	110.1	101.2	108.8	106.4	101.1	105.3	111.2	94.8	117.3	102.0	94.6	107.9	100.8	93.7	107.5	107.4
Q2	108.4	100.7	107.7	104.8	100.7	104.1	108.0	93.4	115.7	99.1	93.3	106.3	97.6	91.9	106.2	107.4
Q3	106.7	99.9	106.9	103.2	99.8	103.4	104.6	91.3	114.6	96.0	91.2	105.2	93.3	89.3	104.5	107.3
Q4	105.3	98.7	106.6	101.4	98.7	102.8	101.0	88.9	113.7	91.6	88.7	103.3	88.7	86.4	102.6	107.0
1981 Q1	104.9	97.7	107.4	100.9	97.6	103.4	100.2	86.7	115.6	90.3	86.5	104.4	87.9	84.1	104.5	109.4
Q2	104.6	96.7	107.7	100.7	96.7	104.1	100.1	84.9	117.9	90.4	84.7	106.7	88.3	82.1	107.6	111.5
Q3	105.4	96.1	109.6	101.4	96.1	105.5	101.4	83.3	121.8	91.7	83.1	110.3	89.8	80.6	111.4	114.3
Q4	105.6	95.6	110.5	101.3	95.6	106.0	101.6	82.3	123.4	91.1	82.1	110.9	89.8	79.6	112.8	115.3
1982 Q1	105.5	95.4	110.6	101.2	95.3	106.2	101.5	81.2	125.0	91.1	81.0	112.4	89.5	78.6	113.9	116.2
Q2	105.8	95.0	111.4	101.3	94.9	106.7	101.9	80.5	126.6	90.7	80.2	113.1	89.0	77.7	114.5	117.0
Q3	106.3	94.5	112.5	101.7	94.5	107.6	102.4	79.5	128.8	91.0	79.2	114.9	88.1	76.5	115.2	117.5
Q4	106.7	94.1	113.4	101.8	94.0	108.3	102.0	78.6	129.7	89.9	78.4	114.7	87.0	75.4	115.3	117.3
1983 Q1	107.2	94.0	114.0	102.3	93.9	108.9	103.6	77.6	133.5	91.5	77.4	118.3	89.3	74.3	120.2	122.3

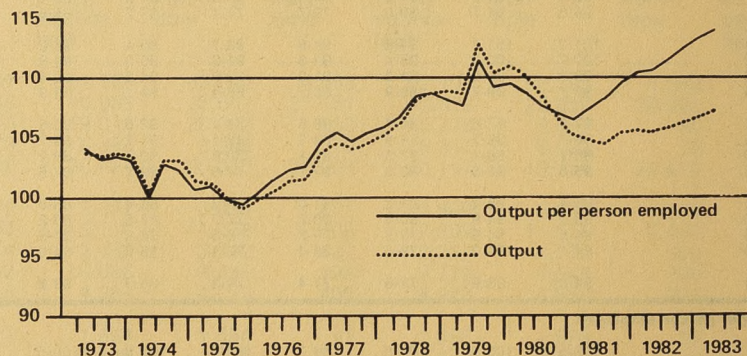
† MLH 104 consists of the extraction of mineral oil and natural gas.

‡ Gross domestic product for whole economy.

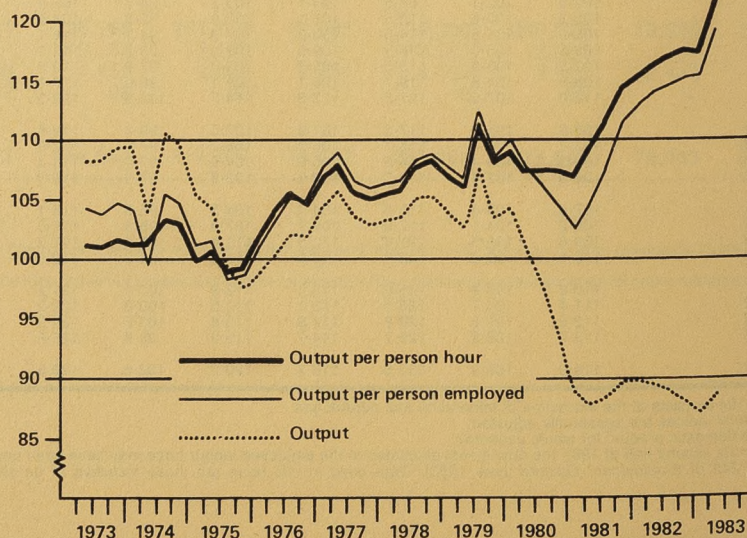
* Since the second half of 1981 the provisional estimates of the employed labour force may have been understating the level of employment, mainly in service industries (see article on page 242 of *Employment Gazette* June 1983). Data used in this table are those inclusive of an allowance for underestimation.

Output and productivity

Whole economy



Manufacturing industries

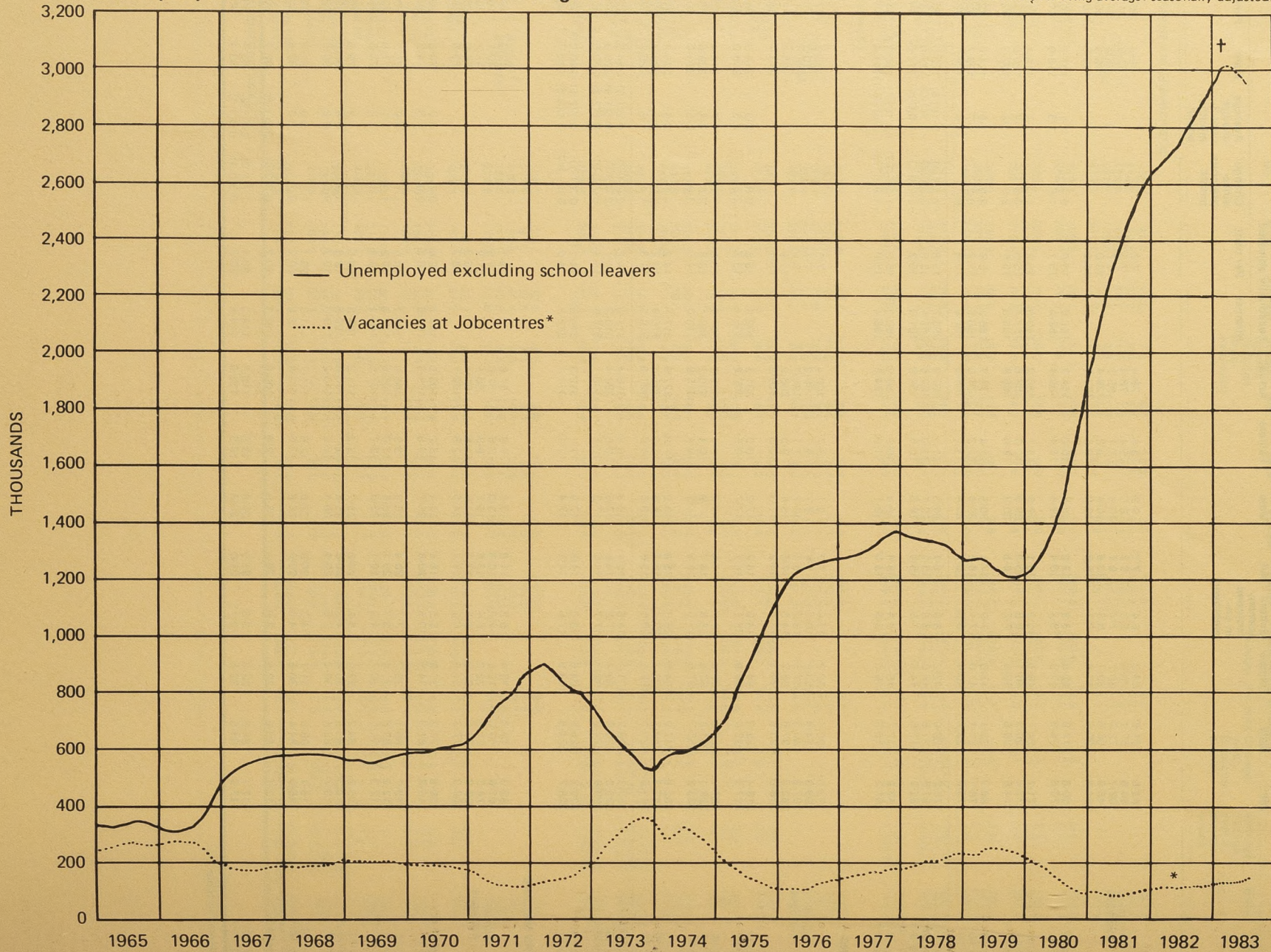


Seasonally adjusted

(1975 = 100)

Unemployment and vacancies : United Kingdom 1965—1983

Three-month moving average: seasonally adjusted.



* Vacancies at Jobcentres are only about a third of total vacancies.

† Figures affected by Budget provisions for men aged 60 and over.

2.15 UNEMPLOYMENT Rates by age

UNITED KINGDOM	Under 18	18-19	19-24	25-34	35-44	45-54	55-59	60 and over	All ages
MALE AND FEMALE									
1980 Jan	13.1	10.9	9.0	5.8	3.8	3.8	4.8	8.3	6.1
April	13.4	11.1	9.2	6.0	4.0	4.0	5.0	8.6	6.3
July	33.5	14.2	10.2	6.3	4.2	4.1	5.2	8.8	7.8
Oct	24.5	16.2	12.6	7.7	5.0	4.9	6.1	10.0	8.5
1981 Jan	21.8	18.1	14.9	9.7	6.4	6.2	7.6	11.3	10.1
April	17.9	18.8	15.6	10.4	7.0	6.7	8.4	12.0	10.6
July	33.9	20.2	16.3	10.8	7.2	7.0	8.9	12.8	11.9
Oct	29.6	22.8	17.9	11.5	7.7	7.4	9.7	13.8	12.5
1982 Jan	24.8	22.9	18.7	12.6	8.5	8.1	10.4	14.0	12.9
April	21.8	22.9	18.4	12.3	8.4	8.1	10.5	13.9	12.6
July	34.8	23.9	18.3	12.2	8.4	8.1	10.6	13.9	13.4
Oct	28.3	26.4	20.0	12.8	8.9	8.6	11.1	14.4	13.8
Oct*	26.7	24.8	18.7	11.7	8.2	7.9	11.2	14.6	12.8
1983 Jan*	24.2	25.8	20.0	12.7	8.9	8.5	11.9	15.3	13.5
April* ††	23.0	25.3	19.7	12.6	9.0	8.6	11.9	14.0	13.3
July* ††	21.3	25.1	20.6	12.4	8.8	8.4	11.6	6.9	12.7
MALE									
1980 Jan	12.5	11.4	9.4	6.5	5.1	5.0	6.0	11.6	7.1
April	13.3	11.8	9.8	6.7	5.3	5.2	6.3	11.9	7.4
July	33.8	14.8	11.0	7.0	5.5	5.4	6.4	12.2	8.9
Oct	24.6	17.4	13.7	8.6	6.7	6.4	7.6	13.9	9.9
1981 Jan	22.4	19.9	16.8	11.2	8.7	8.3	9.7	15.8	12.1
April	19.0	21.1	17.9	12.1	9.4	9.0	10.8	16.9	12.8
July	34.8	22.5	18.7	12.5	9.8	9.4	11.5	17.9	14.2
Oct	30.7	24.9	20.2	13.1	10.3	9.9	12.5	19.5	14.9
1982 Jan	26.1	25.7	21.5	14.6	11.5	11.0	13.5	19.8	15.5
April	23.5	25.9	21.2	14.3	11.4	10.9	13.7	19.5	15.2
July	36.2	26.8	21.1	14.0	11.3	10.9	13.7	19.5	15.8
Oct	29.8	29.1	22.8	14.7	11.8	11.4	14.4	20.3	16.3
Oct*	28.3	27.6	21.7	13.7	11.4	10.8	14.5	20.5	15.7
1983 Jan*	25.6	29.0	23.4	15.0	12.5	11.7	15.5	21.6	16.8
April* ††	24.8	28.5	22.9	14.7	12.4	11.6	15.5	19.8	16.5
July* ††	23.2	28.3	23.4	14.3	12.0	11.3	15.0	9.7	15.3
FEMALE									
1980 Jan	13.7	10.5	8.3	4.7	2.0	2.2	3.1	0.3	4.6
April	13.5	10.3	8.4	4.9	2.2	2.4	3.2	0.3	4.7
July	33.3	13.5	9.3	5.2	2.4	2.5	3.3	0.4	6.4
Oct	24.5	15.0	11.1	6.1	2.8	2.9	3.8	0.4	6.5
1981 Jan	21.1	16.2	12.5	7.2	3.4	3.5	4.5	0.4	7.3
April	16.7	16.2	12.7	7.7	3.6	3.7	4.8	0.4	7.3
July	32.9	17.7	13.3	8.1	3.8	3.9	5.1	0.5	8.7
Oct	28.3	20.4	14.8	8.8	4.2	4.2	5.6	0.5	9.1
1982 Jan	23.3	20.0	15.0	9.1	4.4	4.5	5.8	0.5	8.9
April	19.9	19.7	14.7	9.1	4.5	4.6	5.9	0.5	8.7
July	33.3	20.8	14.8	9.1	4.6	4.7	5.9	0.5	9.7
Oct	26.7	23.5	16.4	9.8	4.9	5.0	6.2	0.6	10.1
Oct*	24.9	21.8	14.8	8.2	3.8	4.2	6.2	0.2	8.7
1983 Jan*	22.7	22.3	15.6	8.8	4.2	4.5	6.5	0.2	8.8
April*	21.0	21.7	15.5	8.9	4.3	4.7	6.6	0.2	8.8
July*	19.2	21.6	16.9	9.1	4.3	4.7	6.5	0.2	8.9

* New basis (claimants). See footnotes to table 2.1.

†† See footnote to table 2.1.

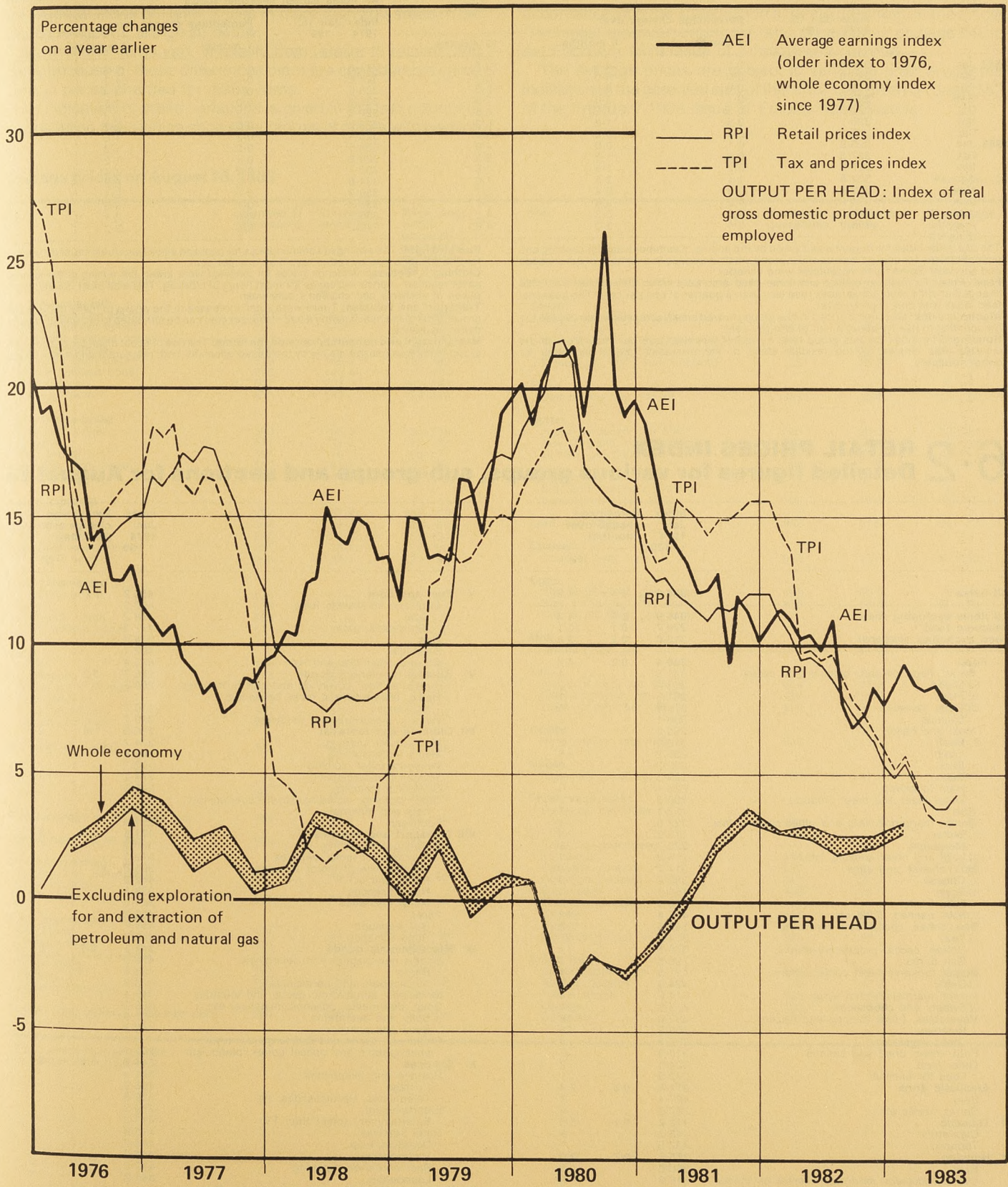
Notes: 1. All percentage rates by age are estimated.

2. While the figures are presented to one decimal place they should not be regarded as implying precision to that degree. The figures for those aged under 20 are subject to the widest errors.

See 'Unemployment rates by age' in *Employment Topics* on p.411

EARNINGS C2

Earnings, prices, output per head



Wolverhampton. Only 15 more girls applied in the following three years.

The fact that no girls since Yvette have been selected for the 58 training places available at DBP, Wolverhampton, in 1981, 1982 and 1983 is certainly no reflection on her ability or performance. During her first year she passed all five subjects at technical college with merit and in the following year gained distinctions. "A student of exceptional ability", the college reported. She also won the 1982 Edith Dowty award for the best girl apprentice in the Dowty group, which employs over 17,000 people in 12 countries.

Recruitment

DBP emphasise that there is no discrimination on the grounds of sex in their recruitment policy. "All applicants are treated equally," explains training executive Roy Cutler, who completed his own apprenticeship with the firm, became chief designer, controls, and then switched to training executive ten years ago.

Mr Cutler said: "We visit schools for careers evenings and daytime talks and we always speak to mixed classes unless the school requests otherwise. We make it clear that anyone will be considered so long as they have the right qualifications. It is a sad fact that not many girls come forward. Yvette was chosen on merit in competition with all the other candidates."

The firm can afford to adopt a fairly rigorous selection procedure with so many young people eager for work. Before making a final choice the company considers the way the candidate first applied for the job, academic achievements and school reports. Some are then selected for a "work experience" day or a three-day visit to the firm meeting staff at work. Finally, there is an intelligence test, and a selection board comprising training and managerial personnel.

Scheme

"When Yvette was chosen, we naturally took advantage of the Engineering ITB scheme to sponsor her," said Mr Cutler. "She has settled in very well and we are pleased with her progress." If there had been no grant available, Yvette would still have been chosen. Her work and approach during a three-day work experience visit was said to be exceptional.

Yvette, whose father and brother are both engineers with other companies, said that the main motivation for her application for the job came from her father. "He suggested I write to Dowty because I had always been interested in mechanical things and was used to working with tools and equipment at home. At the time I had nine O-levels including maths, science and English, which were essential for all candidates. If I had not been accepted I would have stayed on at school for A-levels and then perhaps have gone on to further education at a university or technical college."

As a trainee engineering technician, she spent the first year on basic engineering in the firm's training centre and studied at a technical college. During the second year she

worked mainly with technicians on the shop-floor covering fluid micro-analysis, hydraulic-testing and a servo valve project. Her third year is now mostly in offices, currently in the planning department. She sits her finals for the Engineering Technicians TEC certificate next year.

She has no preference as yet for any particular kind of work she has done. "I've really enjoyed it all," she said. "I feel everyone's accepted me very well, especially the lads I was apprenticed with. They're a smashing bunch of fellows. They treat me as an equal—just one of the lads. I wouldn't want it any other way. If I had been given privileges or special treatment it would have led to resentment. But that hasn't happened. In fact there is almost a family atmosphere among employees here."

Could her approach to work be different from a man's? "Possibly it is. I have to try and prove something while I'm here. It's a challenge, which I'm enjoying. It is unusual for a girl to be in this job. You get noticed a bit more so you have to be doing the right thing at the right time. It's a bit more difficult to make the right impression and to win people over to your side," says Yvette.

Risks

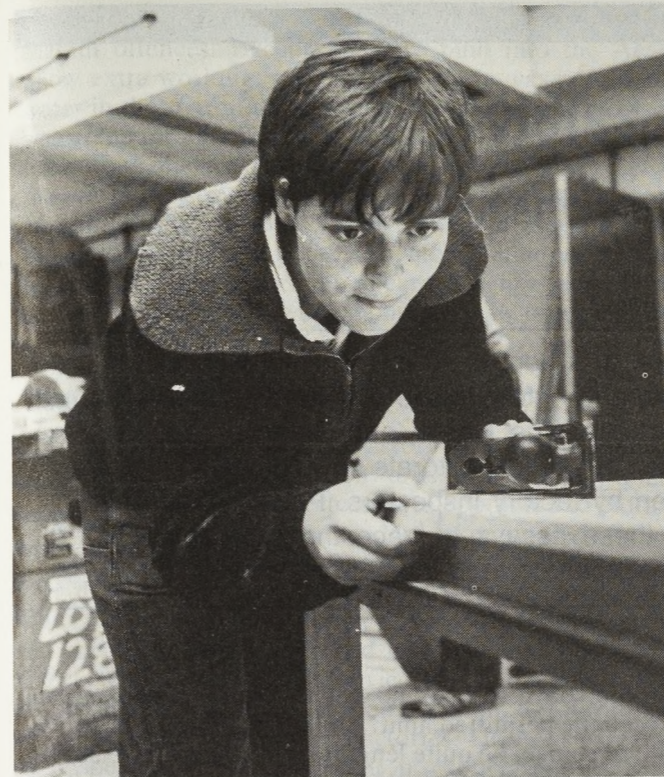
"People could say 'Why take on a girl instead of a man? By the time she's 20 she'll be married and having kids and you would have wasted all that money spent on training her. If you had taken on a bloke he would be here for x number of years and could have paid you back'. If those sort of criticisms are levelled at me I would say that I am more career-centred than that. How can I say what I will be doing in five or ten years time? The firm must have accepted those sort of risks with me as they did with similar risks with all the other apprentices when they offered us the jobs."

Industry would benefit if more girls were attracted into engineering, she said. Women had just as much to offer and sometimes more than some of the men. She thought there was a lack of career guidance at her last year at a large comprehensive school. "It was not a matter of discrimination. There was just not enough publicity to make schoolgirls aware of the opportunities and the actual chances of getting into a job."

Now she is playing her own part in promoting engineering as a career. With an Engineering ITB official, she has visited local schools to talk to 16 year-old schoolgirls about her job and attended meetings at a local training centre. She said that most of the other girls in her class at school either stayed on to study A-levels or went into traditional female jobs, such as secretaries, shop assistants and hairdressers. Some were now out of work.

Interests

"I wanted to do something different—something with a future and a challenge," she said. Outside of work, her interests are mainly traditional. "I like flower-arranging and karate, badminton and rambling, cooking and riding my own motor bike, and reading. Boy friends? I haven't got time for them at the moment. My exams in June are more important." Considering the employment situation,



Trainee carpenter Clare Walter checks the surface of a table

she said she felt lucky to be in such a job. "I feel very privileged. I'm with a large organisation, working in the high-tech aerospace division. I certainly see my future in this industry and in this company."

Special courses

Lambeth Women's Workshop, which opened in June 1980, is a carpentry training workshop run by and for women. Special courses for women only, like those at Lambeth, are permissible under the Sex Discrimination Act 1975 where women are under-represented in certain occupations. The Lambeth workshop aims to help more women train in the traditionally male occupation and to provide the training in a supportive and relaxed atmosphere. The instructors for instance are particularly aware of the special problems women face after long periods of unemployment and in non-traditional work.

The workshop was set up through the initiative of women in the community with the aid of a capital grant of £25,000 and an annual revenue of £20,000 a year for five years from the inner-city partnership funds. The capital grant was used to convert and equip 2,000 square feet of light industrial space in Lambeth. Recent funding of another £25,000 from the European Social Fund has paid for an extension and improvement of facilities, which has increased the number of training places available to 48 per year. About 130 women from working-class backgrounds have trained in basic carpentry skills at Lambeth and there is now a waiting list for places until February 1984. About 26 per cent of the trainees have since attended courses under the Training Opportunities Scheme and a further 25 per cent have found full-time jobs.

The workshop runs three 16-week courses a year, each offering 16 places. Priority in selection is given to women over 25 who have received no previous vocational

training, to single parents with limited access to training, and to women who need the basic skills and confidence to face the more rigorous TOPS courses at a skillcentre.

Though the allowances are smaller than those for a TOPS course, the workshop is one of the few organisations where special allowances are provided for women with small children.

The trainees, who attend two days a week, receive a basic allowance of £5.75, travel allowances of £3.75 a week, and for each child under five an additional £6.50 per day for a child minder or nursery care.

Trainees

Four part-time women instructors and a part-time administrative officer run the tightly-structured course for beginners in carpentry. The trainees learn to use a variety of hand tools, some hand-powered tools and woodworking machinery. They complete three set projects of graded difficulty (a shelf, a table and a tool box) and a project of their own choice and design. They also cover the basics of design and technical drawing and receive help in numeracy and literacy.

Clare Walter, who is 25 and single, attended the course between October 1982 and February 1983. She had previously been employed as a youth leader on a project in Camberwell run by the International Voluntary Service. "I needed a break after two years as a youth leader and the course at Lambeth seemed ideal for me," she said. "Basically I wanted training in a trade which would give me both job satisfaction and put me in a position where I could help other women."

She enjoyed the course very much and thought the level of training was good, with a supportive atmosphere which most of the women needed. She was particularly pleased to be working with other women from similar backgrounds.

When the course ended, she and another trainee, who were both looking for part-time work, decided to apply for a full-time job which they could share.

They joined Camden Recycling, a project sponsored by the Manpower Services Commission under its Community Programme, and together took one of the last available full-time carpenters' posts. The project employs 58 people, mostly part-time, to renovate old furniture and electrical goods and also to make tables, chairs and chests. The products are either sold or provided through social services to needy families. Clare's basic wage for her shared job is £45 per week, of which she takes home about £37.

The hours are flexible and, by special arrangement, the two job-sharers are allowed to work one week on and one week off, which allows them time to complete special jobs without a break. They also appreciate the week off for outside interests. Clare, for example, does voluntary work, improving "short-life" housing and homes of women she knows. She also attends a cabinet making course on day release for a City and Guilds qualification. ■

Erratum

In last month's article *Equal opportunities for women in employment*. The second paragraph in the second column should read:

"But Dr Walker, an assistant keeper of Greek and Roman antiquities at the British Museum, is one of a dozen women out-numbered two to one by men in that grade at the museum."

Working in safety

150 years of the factory inspectorate



Britain's factory inspectors, a diligent band of men and women who have sought to improve health and safety in the workplace, celebrated their 150th anniversary last month. The Health and Safety Executive (HSE), under whose umbrella the Factory Inspectorate now comes, has published a book of essays* written by factory inspectors. **Patricia Tydeman** has selected excerpts from these essays to trace the development of the Factory Inspectorate from those early days.

□ The Act of Parliament which created the Factory Inspectorate was passed at the end of August 1833. The first complement of four factory inspectors and eight sub-inspectors were appointed to the Home Office staff before the end of that year, and they had to cover cotton mills and factories in the whole of pre-Victorian Britain and Ireland.

Earlier similar Acts from 1802 had failed because they did not contain adequate powers of inspection and enforcement. Between 1831-35, in a period known as the Reform Era, a Whig Parliament under Lord Grey, passed the Poor Law, abolished slavery, transformed local government, and brought about the franchise whereby men with capital of £10 were permitted to vote. The first Truck Acts—also the inspectors responsibility—came about four years later.

The 1833 Act had little concern with safety but it was the reports of the original inspectors that led to further legislation in 1844 which made provisions for fencing and guarding of moving machinery.

The 1833 Act was created with considerable vision but applied only to textile mills. Its main objectives were to limit the hours of work of children and young persons and to ensure that children were not allowed to work unless they were attending a school for two hours per day. The minimum age of children allowed to be employed was set at nine years. Children from 9 to 13 were restricted to a maximum of 9 hours actual work in the day and 48 in a week. For young persons of 13 to 18, the maximum hours were 12 in a day and 69 in a week. Mealtimes of 1½ hours minimum were to be allowed for young persons, so the working day would extend over 13½ hours. Nightwork, between 8.30 pm and 5 am, was prohibited for children and young persons.

Work practices in the mills were such that children were needed to assist the adults throughout their working hours, which were unrestricted and well in excess of those permitted to children. To accommodate the restricted work hours of the children, it was envisaged that different groups of children would work in relays over the whole

working day, so that no child's working hours would exceed the permitted limit. The child's working day would still, of course, be quite lengthy. In a scheme of relays that was acceptable under the Act, one group of children would work from 6 am to 9 am, attend two hours school and have dinner, return to work at 3 pm and finish work at 7.30 pm—a working day spanning 13½ hours. Other groups of children would work at different periods during the day so that at all times there were enough children to help the adults.

Opposition

There was opposition to the Act from millowners, from strict *laissez faire* economists who believed that such interference with the use of capital would bring disastrous results, from parents who stood to lose the income from their children employed in factories and also, perhaps surprisingly, from organised working class movements. The main object of these movements, was the ten-hour day, that is the restriction of the actual hours of work of young people to ten per day. A ten-hour day was eventually introduced with the 1847 Act. This Act also extended to adult women the protection given to young persons. However, because of loopholes in the legislation, by using relays of young persons and women many millowners were able to extend the working day to 14 hours, contrary to the spirit of the Act. It was only with the act of 1853 that the restrictions on the labour of children, women and young persons ensured that the span of an adult male's working day was kept to 12 hours.

During the first 25 years in operation the factory law was almost under constant review. Opposition from the millowners continued, as did pressure for an effective Ten Hour Act. There was also internal pressure from the inspectors to make the law enforceable. There were many reasons why the early legislation was difficult to enforce.

* *Her Majesty's Inspectors of Factories 1833-1983: Essays to commemorate 150 years of Health and Safety Inspection*, is published by HMSO, price £5.00. ISBN 0 11 8837117.

Magistrates were often partial and refused to convict for blatant offences. Exceptions were built into the Act to allow extra working; such as when there was not enough water in the stream for the water wheel to turn, provision was made for extra hours to make up for lost time. These exceptions made it easy to disguise overworking. Before the era of registration of births, it was difficult to be sure of a child's age, especially when it was in the interest of the millowners or the parents to allow a child to work, or to work as a young person and earn a higher wage. Often the certificates issued by surgeons as to the age of children were worthless.

Leonard Horner—Inspector General of Factories

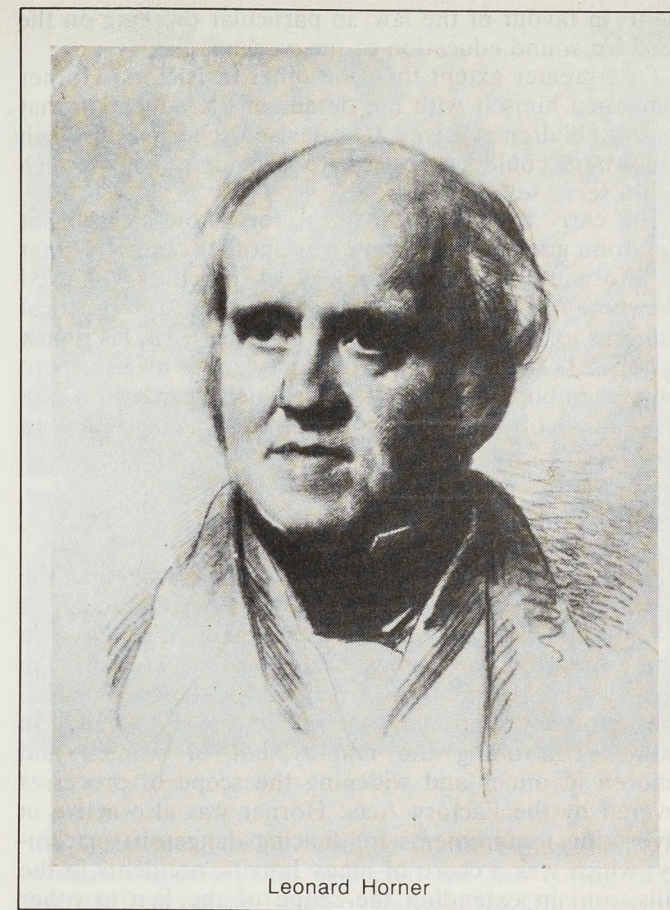
A key element of the 1833 Factory Act, distinguishing it from earlier Acts from 1802 onwards, was the provision by which four full-time inspectors were appointed to enforce it. By the end of the year they had taken up their duties. They were all equal in status, each dealing with one of the four districts into which the country had been divided. However, one of their number, Leonard Horner, stood out because of his vigour and effectiveness. The Home Office tended to seek his advice and comments before consulting his colleagues and, on occasion, to refer to him as the Inspector-General of Factories. Horner's career as an inspector, from 1833 until his retirement in 1859, covers the period in which the principles of factory legislation were developed and consolidated. His contribution to this process was very great. He was, however, already 48 when he became an inspector. Before this, during a long business career, he was also distinguished in public life as a geologist and an educational reformer.

Leonard Horner was born in Edinburgh in 1785, the son of a linen merchant, and was raised in an atmosphere that was prosperous, cultivated and Whig. He was educated at the Edinburgh High School and at Edinburgh University. In the late eighteenth and early nineteenth century Scotland, and particularly Edinburgh, was an intellectual centre of European rank. In 1804, as the linen business expanded, the Horner family moved to London. During journeys on business in Britain and Europe, Leonard found time to pursue his interest in geology. The Geological Society of London had been founded in 1807, and in 1808 Leonard joined, beginning his lifelong association with the society. In 1810, he was elected one of the two secretaries. The first of his scientific papers was published in 1811 in the first volume of the Transactions of the society. In 1813, he was elected a Fellow of the Royal Society.

He remained a member of the Council of the Geological Society continuously from 1837 until his death in 1864. He was elected president of the society for 1845 and 1846 and again, after his retirement as an inspector, for 1861 and 1862. In 1813, his parents returned to live in Edinburgh and in 1815 Leonard and his family followed them. Between 1815 and 1827, Leonard played a leading role in Whig politics in Edinburgh. His lasting achievement from this period was the foundation of two educational institutions—the Edinburgh School of Arts and the Edinburgh Academy.

In 1828, the University of London (now University College, London) admitted its first students and Horner was invited to be the Warden of the University.

In 1833, Horner was invited to become a member of the



Leonard Horner

Factory Commission, which had been established to collect information about the employment of children in factories and to devise means of shortening their work hours. Groups of Commissioners were sent to various parts of the country. Horner was one of three who visited the West Country. The Commission's first report was issued in June. This confirmed that children in factories worked the same hours as adults, which could signify a working day of up to 13, 14 or even 15 hours. The result for the children was disease, deterioration of the physical constitution and exclusion from the means of obtaining adequate education. Later in the year, *an Act to regulate the labour of Children and Young Persons in the Mills and Factories of the United Kingdom*—the 1833 Factory Act was passed. Four inspectors were soon appointed by the Home Office. The post of inspector for Scotland and Northern Ireland was offered to Horner and by November he had started work and was in Belfast.

Adventurous

Horner was the most adventurous and effective of the inspectors in informing millowners and operatives about the law, in devising schemes for enforcement, in examining the effects of the law and in making and publishing suggestions for modifications to it. Many of these were incorporated in later bills and Acts. As early as 1834 he had published a pamphlet expressly for the benefit of operatives, which explained the provisions of the Act. To further his objectives he used his official reports to the Home Office, which were public documents. Apart from his official contacts with millowners and operatives, he wrote open letters and books advancing economic argu-

ments in favour of the law, in particular dwelling on the need for sound education of the working classes.

To a greater extent than the other inspectors, Horner concerned himself with the details of the education that factory children received. He devised schemes by which millowners could co-operate to provide schools which would serve several mills.

The early reports of the inspectors show clearly that they soon adopted for themselves another objective, that of informing industry of the best practices followed elsewhere, and of developing, with industry, practical solutions to problems. Horner, for example, in his report of May 23, 1849, describes at some length his efforts to achieve publicity for a device which assisted in the cleaning of cotton machinery following a fatal accident to a boy.

Important role

Horner played an important role in instigating the creation of the Children's Employment Commission of 1842, which considered the employment of children in mines, quarries and other trades not covered by the Factory Acts. Horner was a member of the commission. The report revealed many serious abuses and resulted in statutes controlling the employment of women and children in mines and widening the scope of processes covered by the Factory Acts. Horner was also active in advocating requirements for fencing dangerous machinery, which was a cause of many horrific accidents in the mills, and in extending the scope of the law to other processes and industries.

In accordance with his general philosophy, Horner was flexible enough to be receptive to information gained during his experience as an inspector and was willing to change his views about the extent to which the law should intervene with the freedom of action of the operatives and millowners. In the early years of the Act, he was an enthusiastic advocate of the relay system. By 1840 he was vigorously promoting half-day working for children instead. As a businessman, he was sympathetic to the millowners' desire for maximum utilisation of their capital. In 1837, he would not have been sympathetic to the restrictions which would reduce the hours of work of adult males. His doubts about the Ten Hour Act of 1847 were resolved when he made his own enquiries amongst the workpeople and his efforts to enforce it were of paramount importance in securing the eventual achievement of its objective.

In 1859, at the age of 73, he retired from the Inspectorate. He devoted much of his time to work at the Geological Society and on March 5, 1864 he died. Among the many tributes and perhaps the most curious was that written a little later by Marx in *Das Kapital*.

"Leonard Horner was one of the Factory Commissioners in 1833, and Inspector, or rather Censor of Factories till 1859. He rendered undying service to the English working class. He carried on a life-long contest, not only with the embittered manufacturers, but also with the Cabinet, to whom the number of votes given by the masters in the Lower House, was a matter of far greater importance than the number of hours worked by the 'hands' in the mills."

Women factory inspectors

In the last quarter of the eighteenth century there was the growing pressure from trades unions and from feminists such as Emma Paterson for the appointment of women inspectors of factories. It seemed to them that women factory workers who needed the protection of the Inspectorate at least as much as their male counterparts should have women factory inspectors to turn to. Parliament debated the question and the report of the Royal Commission of Labour (1893) supported the demand for women inspectors. It was the then Home Secretary Mr Asquith who was finally responsible for the appointment of the first two women inspectors in 1893.

May Abraham and Mary Paterson thus became the first incumbents, despite prophesies of doom from official sources at the time that female inspectors would get their petticoats caught in industrial machinery, and worse. Yet within a few years three more women had been appointed and by 1914 there were no fewer than 21. It would seem that the main requirements for the job in these early years were a strong character and a knowledge of labour conditions.

Separate branch

At first, women formed a separate branch of what was then the Factory Department, and they fulfilled specialised roles, in that they were required to inspect premises where large numbers of women were employed and to concentrate on such matters as cleanliness, ventilation, temperature, hours of work, industrial poisoning and the employment of young workers. At first they did not deal with machinery fencing; men inspectors still dealt with such matters. But in 1898 a woman inspector was put in charge of a special district which contained an unusually large number of laundries and clothing factories and this gave the women's branch their first opportunity of dealing with machinery dangers without having to refer them elsewhere. The women inspectors helped bring about a series of discussions between employers and workers in the trades concerned resulting in the introduction of new types of guards for laundry machinery before the 1907 Act. Gratifyingly for the women's branch the effect was a marked fall in accident figures in laundries in the following years. It was pointed out that the inspector in question made up for the lack of a training in engineering by consulting fully with laundry engineers and by studying available safety appliances. It was also mentioned, not without some satisfaction on the part of Miss Anderson, that the want of engineering know-how was not confined to women inspectors. It would seem that these early women inspectors soon acquired a fearsome reputation. "Let the women inspectors come into our shops", said a bold trade unionist about this time, "they seem to be able to frighten employers into doing things".

Enforcement of the legislation restricting hours of work for women factory workers formed a large part of the women inspectors' work. Adelaide Anderson believed that the appointment of women inspectors overcame the problem of women and girls being concealed in lavatories and bedrooms where they would not be discovered by male inspectors. There was indeed some personal satisfaction to be had from the work of detecting illegal

employment. The thrill of the chase is strongly suggested. Rose Squire tells of night raids on tailors' workshops accompanied by male inspectors in Manchester and Leeds where women and children often worked all night in the house of an employer, only to be hidden in bedrooms when the inspector called.

Industrial poisoning was a widespread problem in nineteenth-century industry and women inspectors were particularly concerned with this. A report in 1898 gives an account of an extensive survey of the health of workers in china scouring at a time when special rules for potteries were being prepared. The women's branch conducted other enquiries into mercurial poisoning among hatters and phosphorus poisoning in match works where, of course, large numbers of young women were employed, many of whom suffered terrible disfigurement.

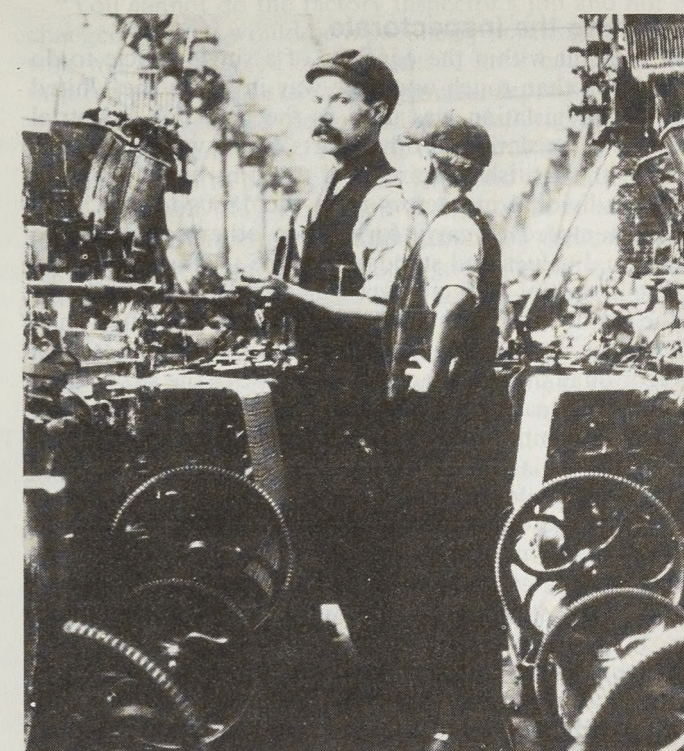
Enforcement of the Truck Acts in Ireland, on the other hand, was so difficult that it necessitated a woman inspector posing as a tourist in County Donegal for three whole weeks to secure the evidence needed to prosecute. Women and girls, it seems, knitted socks and made shirts to be paid by agents in tea and sugar rather than in money, but they would not inform on the agents to Government officials for fear of losing even this form of income, outrageously exploited though they were. They were, however, only too ready to talk freely to what seemed like a sympathetic English woman visitor and the woman inspector eventually obtained convictions.

First World War

The war brought women inspectors into hitherto unforeseen areas of responsibility; one served on a special committee appointed to enquire into drunkenness among women workers in Birmingham and became involved in a survey of public houses. This sort of development was only to be expected. Women inspectors seem to have benefited from this in two ways. In practical terms it meant a rapid widening of their inspecting powers and functions but perhaps more importantly it eventually led to a much greater appreciation of the contribution they could make to the nation's economy in peacetime.

Up to 1929 a number of posts were reserved for women but thereafter the system of fixed proportions was dropped. However the factory staff committee recommended that there should be about 70 per cent men and 30 per cent women in the Inspectorate to reflect the proportions of the sexes in industry. It was further recommended that there should be an adequate distribution of women throughout the various grades of inspector and the resulting reorganisation in 1929 included common recruitment of men and women inspectors and a single seniority list. Men and women were now expected to carry out, generally speaking, the same duties. The woman inspector had finally arrived.

Some division of labour between the sexes inevitably was retained, however. It was recommended that enquiries relating to the effects of work upon the physical health of women and girls should generally be carried out only by women inspectors, even if this meant the district inspector drafting in a woman inspector from outside his district. Total compliance with the instructions was not of course always possible. Women inspectors who served in



the 1930s recall being rebuked for infringing them. The woman inspector who inspected the fish curing of the herring fleet on the island of Barra in the Outer Hebrides for example, was upbraided for daring to examine the dock on the island which consisted of a small steamer pier and a hand-operated 10-cwt wooden crane. (That full compliance would have necessitated a lengthy and costly journey by a male inspector was apparently not felt to be important.)

More recently women inspectors have carried out the same range of duties as their male counterparts with the exception, for a time, of the inspection of construction sites which was something of a special case.

Present day

Reorganisation in 1976 and the specialisation which came with the formation of industry groups has made the picture more complex. However, it is possible to say that proportionately more women are allocated to those groups dealing with health services, education and local authorities than those dealing with other fields of employment. There are very few women inspectors working in construction groups or in National Industry Groups.

In 1929 it was envisaged that women should make up about 30 per cent of the Inspectorate. Yet today only about one in ten inspectors is a woman. This may be partly explained by the shorter career span of women caused by such factors as earlier retirement and time off for rearing children. It could also be that the recruitment of women has been adversely affected by greater competition for appropriately qualified women from other professions in the intervening period. So paradoxically the continuing emancipation of women in society at large may be among the reasons for the relative decline in the number of women within the Factory Inspectorate.

More for less

Office staff in central London and the South East of England are 20-25 per cent better off than their colleagues in the rest of the country where their salaries are concerned. The London staff not only receive higher remuneration, but 83 per cent of central London office staff work less than a 36 hour week. In contrast, the Midlands, West Yorkshire and Merseyside are especially hard hit receiving the lowest salaries and appearing to feel the effects of the recession most. The latest survey of *Office Salaries, Hours, Holidays and Technology* from The Institute of Administrative Management shows despite nearly three million unemployed, that for those in employment conditions have improved—and the London worker in particular has benefited.

Although, in general, office workers salaries have stayed in line with inflation, there are startling

regional variations. There can be almost £4,000 difference between higher grade office workers in the West End of London and the East Midlands; an office services supervisor in the West End earns £12,046 compared with £8,119 for the same grade in the East Midlands. The London office worker is likely to work shorter hours than his counterparts in other areas of the country; outside London only 52 per cent work less than a 36 hour week. The shorter hours are worked in the largest conurbations which suggests commuter travel is a major factor.

The annual survey primarily acts as a guide for salary levels and conditions for staff below management grade. The information is analysed according to geographical location, size of company and type of industry.

Office Salaries, Hours, Holidays and Technology 1983 is available, price £75, from The Institute of Administrative Management, 40 Chatsworth Parade, Petts Wood, Orpington, Kent BR5 1RW.

Work & Society

Work & Society is a group of people, from business, the banking world, from education, the civil service, voluntary and charitable organisations and from the trade union movement who are concerned about the future of work and its place in our society. It is funded by its members, from business and from charitable trusts, and carefully preserves its non-political status.

Its management council consists of public figures and it is chaired by Hamish Orr-Ewing, the Chairman of Rank Xerox Ltd. Its deputy chairman is Lord Seebohm and its financial leader, Charles Green of the National Westminster Bank. Research is directed by Michael Shanks, chairman of the National Consumer Council.

About two years ago the chairman of Volvo, telephoned to ask if Work & Society would be interested in putting together a team of researchers in the UK to participate in an international study on the future of jobs, work and society which was being assembled by the Aspen Institute. The project would be multi-disciplinary, independent and action-oriented. Its aim would be, not to conduct pure research, but to influence the public debate on perhaps the most important and difficult issue of our times.

The International Jobs in the '80s programme is being carried out simultaneously in six countries—the United States, Japan, UK, Sweden, West Germany and

Israel. An international report, incorporating the results of the work in each country and including the responses to a questionnaire carried out in each country will be published later this year.

Research areas to date have included: youth unemployment; long-term unemployment; education and training; the changing attitudes towards work; early retirement; inner cities; and regional imbalances and reports have been produced on all these topics. These are available price £3.00.

Work & Society is concerned as much with communications, with dissemination and discussion of ideas as with reports. It aims, through such discussion, to develop its proposals in a non-political way to a state in which any government could use them in whole or in part.

To this end, it will be organising regional conferences, local discussions groups and a national conference during the next 18 months.

Details of these events will be announced to the national and regional press and will also be announced in the Work & Society newsletter.

Work & Society publishes a regular free newsletter and people who wish to receive this or any of the Work & Society reports are asked to write to or telephone our administrative centre: John Wadey, c/o The National Westminster Bank PLC, Webb House, 210 Pentonville Road, London N1 9JT (tel. 01-837 7000 ext. 2743).

How to survive unemployment

With unemployment figures around 3 million, a new handbook published in August offers new hope for the unemployed. Packed with positive and practical ideas for alternatives to traditional jobs, *How to Survive Unemployment* looks at unemployment in a different light and shows that it can, in fact, be a challenging start to a new way of life.

The authors, occupational psychologist Robert Nathan and employment journalist Michel Syrett, take a positive approach to the longstanding and new opportunities which redundancy, early retirement and prolonged unemployment can create. In a break with traditional thinking, it does not advocate a return to a full-time work as the only answer, concentrating instead on the wider possibilities that now exist for people to create their own work, further their education and develop their skills, knowledge and experience.

A practical guide to creative self-assessment is backed up by chapters on further education and training, alternatives to full-time employment, the creation of new enterprises, finding work abroad,

social security benefits and how to manage the changes which occur as a result of following up these opportunities.

The detailed information and advice contained in the chapters include sections on self-employment, working from home, part-time study, residential and non-residential courses, skills exchange schemes, self-help groups, community work, part-time work (including job sharing) and survival on a reduced income. The text is supported by a comprehensive appendix giving details of all the organisations and references mentioned in the book, and the services which they offer.

By encouraging everyone, and not just the unemployed, to develop the initiative to help themselves and create their own opportunities, the book suggests not only short-term solutions to the problems caused by the current recession, but also long-term answers to the changes which our economy will create in the coming years.

How to Survive Unemployment by Robert Nathan and Michel Syrett, price £2.50, available from booksellers or Penguin Books Ltd, 536 Kings Road, London SW10 0UH.

EC social measures to help the young

In June the EC Labour and Social Affairs Council of Ministers and Ministers of Education agreed on a number of measures aimed at providing job and training opportunities for the unemployed, particularly the young, and injecting into national educational systems a greater awareness of modern information technologies. In addition Education Ministers wanted to see much greater mutual recognition of qualifications in higher education, to enable students freely to move between universities and other academic institutions within the Community in the furtherance of their studies.

The European Social Fund is a main Community instrument in seeking to tackle the problems of unemployment, vocational training and job creation. Mr Ivor Richard, the Commissioner responsible for Labour and Social Affairs, had proposed certain changes in the rules which would allow the Commission greater flexibility in utilising the Fund, particularly in relation to the unemployed. At its June meeting the Council endorsed the Commission's major recommendations. This means that in future priority contributions from the

Fund will be used to promote employment for young people under 25, some 75 per cent of the relevant appropriations being used for this purpose.

Aid will also be available for the long-term unemployed, women wishing to go back to work, the disabled, migrant workers, those in small and medium-sized undertakings and vocational guidance and placement officers. Certain underprivileged areas, such as Northern Ireland will continue to receive special help.

Provision has also been made for making workers exposed to asbestos at work subject to medical examination, records of which will be kept for a period extending beyond the date at which workers cease to be exposed to the hazard. The Directive will enter into force on January 1, 1987, but will not apply to asbestos mining until January 1, 1990.

The Council also agreed on a second programme of action regarding *Health and Safety at Work*. This will enable the first programme to be extended and updated where necessary after 1982 up to the end of 1988.

CASE STUDY

SWIMMING against the tide

by John Pugh, *Employment Gazette*

Few people living outside the region have heard of Swale. In fact Swale is a borough in north Kent between Rochester and Chatham in the west and Canterbury in the east which is richly diverse in both industry and agriculture.

Swale's traditional industries are bricks and cement, papermaking and agriculture. As many of the larger employers of unskilled labour are in slump-hit industries and the area itself is part of the constantly moving London-commuter belt one could imagine one would find a lack of community

involvement. There is, however, more than a little spirit in Swale.

Industries agent

To understand the situation one has to look back six or seven years when like most other parts of the country, the locality was suffering from an ageing and threatened industrial base. Swale Borough Council decided to appoint an industries agent, Gilbert Johnson to help revitalise the area: subsequent developments are a testament to his

endeavours. He spent a lot of time talking with local employers, helping to raise the level of awareness of the area's structural problems and to encourage them to work together with each other and the council to improve the situation. As a result a Swale employers' association "The Voice of Industrial Company Employers"—known by its acronym—VOICE was formed in July 1979.

(continued) ▶



Building a shop and toilet block to open up a new stretch of tourist beach at Leysdon

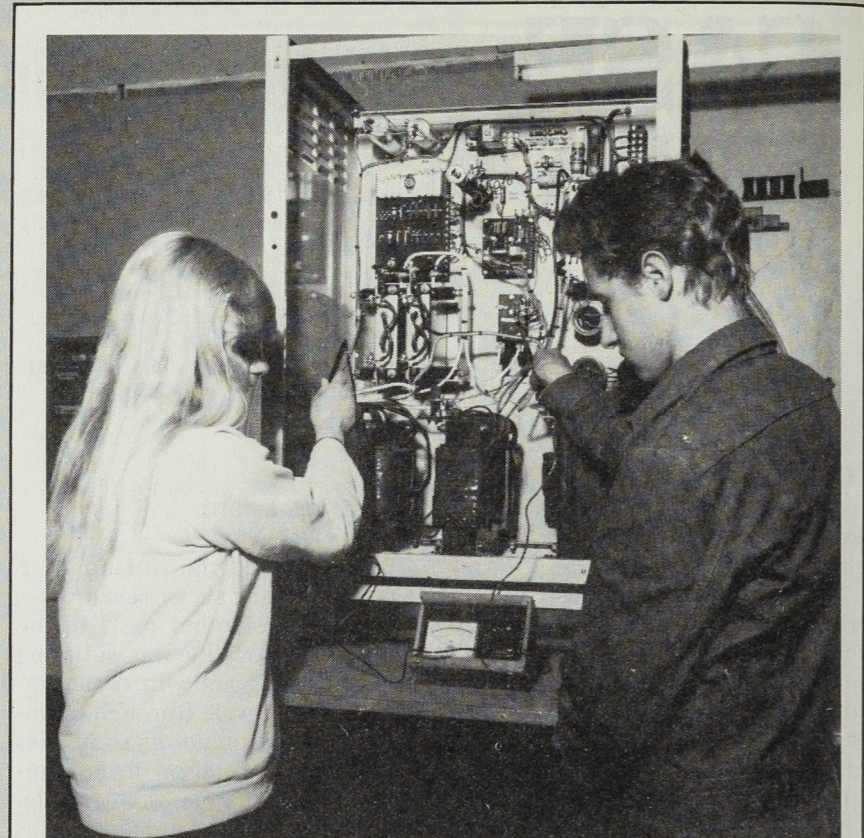
→ CASE STUDY

VOICE identified four or five areas of real concern to local companies, one being employment. A number of groups were set up initially on an informal basis to look at each issue.

Group meetings

In 1980 the employment group met and began, where most employment groups around the country begin, by expressing concern and dissatisfaction with the educational standard of the children leaving school. Their first consideration was what they could do as employers to ensure schools turned out children they could take on. When discussions with the schools and the education authorities began they realised that there was an even more serious problem—youth unemployment. While questioning what they could do as employers, they decided a great deal was already being done in terms of work experience on employers' premises. Even if the local employers had a massive expansion they could not cope with more than one-third of the unemployed school leavers. Kent County Council (KCC) already had the Kent Youth Club Work Project operating in Swale at a fairly low level. They knew that something else was needed but the group considered it was a community problem and not just industries' problem.

So VOICE took the initiative of calling a public meeting, hosted by Shell Research in Sittingbourne. One hundred and fifty people attended from the local authority, the borough council, Kent County Council, social services, education, Manpower Services Commission (MSC), churches, community, industry, and trade unions. Speakers from the Confederation of British Industry, Community Task Force and other youth schemes already operating attended to preach the gospel of what was being done, and



Fault-finding in the electrical "white goods" workshop

what could be done, so convincingly that the meeting responded by making pledges of finance, disused buildings, equipment, materials and the like. Everyone was determined that something positive would be done. The borough council reckoned there was sufficient community support for them to become directly involved. Their next policy and resources meeting voted £25,000 as "pump-priming" money in the first year in the hope that this would be matched by local industry.

Vital decisions

A steering group was set up to decide how all this would be used and the Swale Work Initiation Measure (SWIM) was born. Two vital decisions were also taken:

- this new body had to be self-sufficient and autonomous and

seen to be independent of the local council or any other existing company or organisation. It, therefore has become a company limited by guarantee and registered as a charity.

- the broad community support had to be built back into the structure of the initiative.

The constitution of the company, therefore, requires that the board of directors draws representatives from all sectors of the community; the careers, education and social service departments of the county council, Swale Borough and Parish

→ CASE STUDY

Councils, industrial employers, the Chamber of Commerce, the voluntary organisations, the churches, the trades council and unions and the Manpower Services Commission.

From the start, it was the company's intention to use MSC employment programmes. Not only to provide vocational training for young people, but to sponsor a wide range of work schemes for both young and adult unemployed, and to undertake projects of environmental and amenity benefit to the community as well as to establish and support a nursery of new small businesses.

In July 1981 SWIM began operations as the sponsor of a Youth Opportunities Programme which grew from 50 to 203 places throughout Swale. This YOP scheme has been converted to a "Mode B" (Community based) Youth Training Scheme (YTS), using classrooms and offices in five different locations in the three major towns in the borough—Sheerness, Sittingbourne and Faversham. A wide range of training is provided including: basic office skills, bricklaying and allied building skills, cookery, landscape gardening, metal working, painting and decorating, photography, sign-writing, upholstery and furniture renovation. Many of the projects undertaken during the training courses benefit the local community generally. Examples are the renovation of children's playground equipment, the building of a car park, shop, toilet block and children's play area on the sea front at Leysdon, constructing new Christmas displays for Sittingbourne town centre and many other similar imaginative projects.

Placements

The success of the venture to date can be illustrated by the placements of young people in full-time work during or on completion of their

Swale Work Initiation Measure

The objects for which the company was established are:

- To advance education and relieve need among young unemployed persons resident in the District of Swale and the neighbourhood in the county of Kent through the provision (save in exceptional circumstances for a period not exceeding 12 months in the case of any one individual) of work experience and of such training facilities as will enable such young persons as aforesaid to acquire and develop vocational skills.
- To relieve need among unemployed persons resident in the District of Swale and the neighbourhood in the county of Kent through the creation of new jobs by the establishment of new businesses.

(Extract from SWIM's memorandum and articles of association.)

course. SWIM supervisors are particularly proud of the fact that, by the time the YOP programme was converted to YTS, apart from the young people who have been dismissed for major disciplinary offences and the trainees who have, of their own accord, given up after a few weeks or months, nearly 80 per cent of SWIM trainees have left the scheme to go into full-time employment.



As industrially based "Mode A" YTS places are developed, SWIM hopes that the training expertise and facilities it is developing can be used to provide "off-the-job" training and support to many trainees on industrial placement in Swale, in addition to the 50 training places for which SWIM acts as managing agent.

In keeping with the original vision, SWIM, VOICE and Swale

Borough Council launched the Swale Workshop Action Project (SWAP) in the summer of 1982. SWAP acts as a local enterprise agency, giving information, advice and support to local small businesses and, at the Newington Enterprise Centre, provides managed workspace where new businesses can find their feet in the first four years of their life.

Small businesses

At the Newington Enterprise Centre near Sittingbourne there are 18 workshops in use—not one of the 18 businesses existed 12 months ago. Kent County Council has provided another £30,000 to build three new workshops on the site. In Sheerness SWIM has already let part of their own building as a small workshop. Swale Borough Council are hoping to provide another site which will give an additional 18-20 workshops on the island of Sheppey.

In January 1983 SWIM received MSC approval as a managing agency

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➔ CASE STUDY

for 100 Community Programme places, providing up to a year's employment for long-term unemployed adults. Since March 100 jobs have been identified: the last dozen or so are awaiting approval of the Kent Area Manpower Board. The Community Programme scheme supports and feeds into SWIM's activities. A team of 20, for example, are busy refurbishing a large building in Faversham to provide facilities for the public, a working craft centre, spaces for new businesses, classrooms, and a supervised community workshop for use by the unemployed as a learning and recreation centre.

Objectives achieved

And so, two years after its constitution, SWIM has now developed to the point at which it is tackling all the objectives set by the original steering group. It employs 150 people, almost without exception recruited from the unemployment register.

"We are getting to an exciting and very dynamic stage in our progress," said Bill Penney, SWIM's chief executive. "We are now planning two more ventures—a body to look at ways to use taxation schemes to encourage local investment to plough back into local companies. Since this initiative comes from VOICE we have code-named it SING—Swale Investment for the New Growth. The second will be an organisation to provide a focus and point of first contact for the public with the network of agencies we have established that we are calling the Swale Enterprise Agency (SEA)".

Mr Penney was formerly communications manager for the Rockware Group. As an industrial chaplain and as personal chaplain to the Bishop of Rochester, he has real experience of socio-economic problems in north Kent.



Laying the foundations for new skills: swim trainees try their hands at four different trades during their year in the scheme

swim's activities have caught the interest and imagination of many other local authorities and organisations. "I hope our contribution to training and job creation will be measured not only by what we have achieved in Swale, but also the ideas and enthusiasm we have been able to share in the hope of encouraging similar initiatives in other areas of need," said Mr Penney.

"In this set up you have one of the most exciting and powerful models in the whole country for local self-help," he said. "Parallels of everything we are doing can be found in a lot of different places," he continued, "but I don't know of a single initiative which brings them all together in an inter-active system and which is as soundly rooted in the *whole* community as we are." ■

An invitation

If your company, association or trade union has a story for *Case Study*, contact: The editor, *Employment Gazette*, Caxton House, Tothill Street, London SW1H 9NF.

DE Research papers

The Department of Employment carries out a considerable programme of research, both internally and through external commissions with academic researchers and research institutes, on employment and industrial relations issues. The results of much of this research are published in the Department's Research Papers Series. A list of publications expected in the next 6 months is listed below.

Copies of research papers can be obtained, free of charge, on request from: Department of Employment, Research Administration, Steel House, 11 Tothill Street, London SW1H 9NF (telephone 01-213 4662). Papers will be sent as soon as they are available.

Forthcoming titles

Research 1982-83

The annual report on Department of Employment research in the period 1 April 1982 - 31 March 1983 lists the research projects in progress during the year and reviews the main areas of research activity in the Department. *July 1983*

Screening in the recruitment of young workers

R Livock, Centre for Criminological and Socio-Legal Studies, University of Sheffield
Based on local labour market analysis the extent and characteristics of the methods used by employers to 'screen' young people for recruitment and the implications for young people's employment are examined, along with various aspects of screening procedures. *September 1983*

The relative pay and employment of young people

W Wells, Department of Employment
A study of how and why the earnings of young people relative to those of adults have moved over the post-war period, and what effect this might have had on the employment prospects of young people. The study uses evidence drawn from national statistics. *October 1983*

Employers' use of outwork: A study based on the 1980 Workplace Industrial Relations Survey

Dr C Hakim, Department of Employment and Ms J Field, Social and Community Planning Research
An analysis of data on employers' use of outworkers collected in the 1980 Workplace Industrial Relations Survey, setting the results in the context of other studies in the Department's research programme on homeworking. *December 1983*