

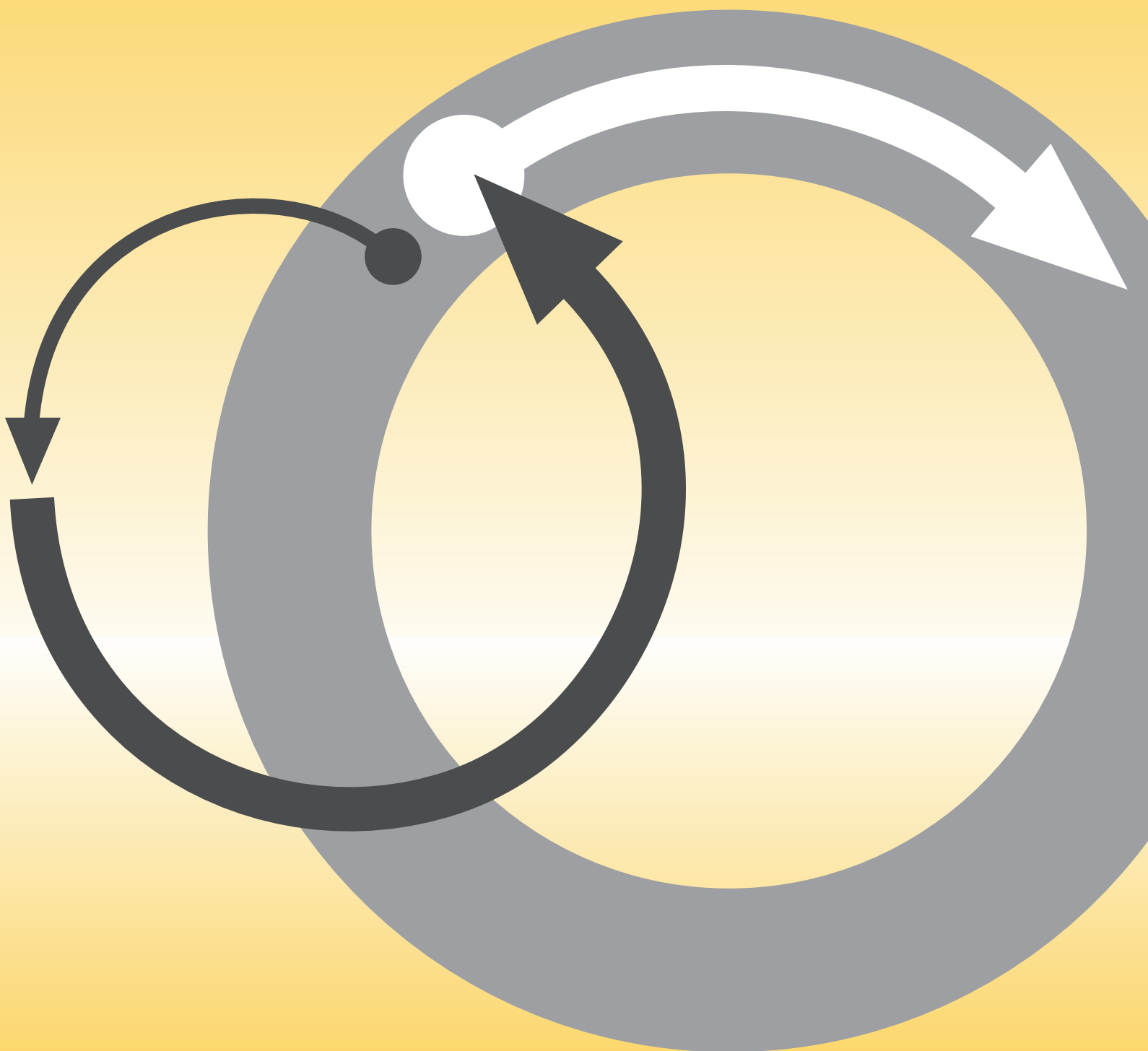
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**Interested in writing an article ... see page 74**



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# Introducing the *Jobrotation* dossier



**Éric Fries  
Guggenheim**  
*Cedefop*

## An issue focusing on *Jobrotation* [but not a return to themed issues]

In 2000, the European Journal for Vocational Training decided to move away from its previous practice of concentrating on a specific topic in each issue. With its six-year history, the Journal had by now become so well known in the initial and continuing vocational training (ICVT) community that it had a permanent reserve supply of high-quality articles suitable for immediate publication. In deciding to abandon themed issues and to open up every issue to a greater variety of articles, the independent editorial committee of the scientific journal published by Cedefop aimed to speed up the rate of publication of the individual articles spontaneously sent to us by their authors, and thus to encourage them to communicate the results of their ICVT research, to tell people about their innovative practices, and to stimulate policy discussions with a view to contributing to the development of vocational training in Europe.

This decision has been vindicated a posteriori by the number of articles currently in the pipeline, i.e. already selected by the Journal's editorial committee and awaiting publication or being revised at the editorial committee's request.

Readers may, therefore, be surprised to see an issue devoted primarily to *Jobrotation*. However, this does not represent a return to the practice of themed issues. It is simply that the articles in each issue of the Journal are organised into main headings and categories (ICVT research, practice, and policy analysis); when a collection of articles on a particular topic is sufficiently representative, they may be published in the same issue. That is what has happened with this series of articles on *Jobrotation*. Some of

these are a spin-off from Cedefop's Agora Thessaloniki project, while others were submitted for publication by their authors of their own accord.

What is Cedefop's **Agora Thessaloniki** project?

Cedefop's mission is to stimulate discussion of vocational training and to contribute to its development in Europe. One of its tools specifically aims to build bridges between various categories of players in ICVT in Europe, to allow the juxtaposition of what are sometimes opposing ideas, and to work to reconcile concepts and practices. The Agora Thessaloniki project was created in 1997 on the initiative of a Catalan researcher, **Jordi Planas**. Since then three Agoras have been organised each year, each time dealing with a different area of ICVT. Agoras bring together some 30 participants – university researchers, practitioners (teachers, trainers, training programme managers, training managers, educationalists, etc.), political decision-makers, and the social partners in the shape of representatives of both employers and employees. So far 13 Agoras have been held on a wide range of subjects that include some of the most hotly debated issues in ICVT, from training of the low-skilled to mobility as a didactic tool, by way of recognition of non-formal learning, social and vocational guidance, and the learning region.

The proceedings of each Agora are published in Cedefop's Panorama series. The various Agoras are also presented on Cedefop's Training Village Agora website, <http://www.trainingvillage.gr>, which allows contributions to be downloaded in several European Union languages.

Cedefop's Agora 8, held in Thessaloniki on 20 and 21 March 2000, covered the subject of *Jobrotation*. It included many high-quality presentations, which served

**Our compilation makes no claim to be complete, composed as it is of articles selected by the Journal's independent editorial committee in accordance with scientific and academic criteria. Nevertheless, it provides a fairly detailed report of the advantages and benefits of *Jobrotation* on the one hand and, on the other, its problems and the steps that need to be taken to ensure its future development.**



**Table 1**

Period	0	1	2	3	4
<b>Working age not in employment</b>	unemployment	training in training centre	training in enterprise as trainee	employment in enterprise as replacement worker	...
<b>Working age in employment</b>	employment in enterprise	employment in enterprise	employment in enterprise and tutoring	training in training centre	employment in enterprise

ployed people. However, as unemployed people can scarcely be expected to be immediately operational, the **Jobrotation** technique allows them to be trained beforehand. Ideally, this takes the form of alternance training, both in a training centre and in the enterprise where the replacement worker receives the necessary instruction from the person he/she will be replacing. Thus the latter acts as his/her tutor. The rotation between work and training corresponds to the parallel segments presented in Table 1.

Once a replacement worker has been trained, he or she may replace several employees in succession who leave to receive training. This makes the investment made in the initial training worthwhile. European experience shows that on average, one replacement worker replaces 4.5 workers.

However, the term *rotation* does not adequately describe the process. This *rotation* does not involve going around in a circle; on the contrary, it generates an upward spiral towards comprehensive retraining of an enterprise's workforce and on the labour market in general.

*The special feature of Jobrotation is that it acts as a link between a company's internal labour market and the labour market outside it.*

Clearly, the idea underlying **Jobrotation** is very simple in principle and very sophisticated in practice. Moreover, it is not a new idea: the underlying principle can be found in a 1939 French legislative measure that was not followed up owing to the Second World War [cf. article by **Patrick Guilloux** in this issue].

However, it was not until the 1990s that the principle gave rise to a measure that was actually meaningfully applied, initially in Denmark before spreading to the rest of Europe, thanks largely to the efforts of the **EU JobRotation** Network, which now comprises 38 partners in 14 European countries [cf. <http://www.eujob.dk/>].

**Jobrotation** has undoubtedly been a success and as a result is universally recognised as **an example of good practice** in linking training and employment in Europe.

to open the debate. We asked their authors to edit these papers after the Agora, to include its results. Once they were available as articles, we passed them on anonymously to the Journal's editorial committee, which accepted five of these for publication and selected two articles written independently of Agora 8. With seven articles on *Jobrotation* at its disposal, the editorial committee then decided to publish them together in this 24<sup>th</sup> issue of the Journal. This does not signal a return to themed issues, simply that it is more logical and helpful to publish together, when possible, items focusing on a single topic.

## Jobrotation

The term **Jobrotation** designates a measure, a technique and a sophisticated instrument for investing in human capital. **Jobrotation** institutes rotation (as the name suggests) between work and training. The idea is, firstly, to make it possible for employees to leave their jobs temporarily to go and be trained, without any major break in production. The employee receiving training is replaced by somebody from outside in such a way that the number of employees in the enterprise remains unchanged and sufficiently skilled to be immediately operational.

What distinguishes the **Jobrotation** technique from other possible formulas for replacement, such as using temps or subcontracting, is the investment made, at the instigation of the authorities, in unem-



However, the concept of good practice is itself ambiguous. What is good practice? Certainly it is a method, a technique, a mode of action that has proved effective at a given time, in a given place, which can (it is hoped) be adapted and applied to other times and other places. However, it takes far more than adapting the technical aspects of a method to make a practice successful. The cultural environment, social relations, the stage of development of production factors, the economic climate, and the relative strengths of the social partners also play a part in the success or failure of an employment/training policy, just like any other policy.

Any attempt to disseminate a specific 'good practice' throughout Europe is at great risk of failing miserably owing to the cultural, political, social and economic differences that characterise the various countries and regions. Moreover, the attempt to promote at any cost practices considered successful in one European configuration - for example Scandinavian Europe, Germanic Europe, Anglo-Saxon Europe - within a different configuration, such as Latin Europe, Mediterranean Europe, or, in the near future, Central Europe, has extremely unpleasant overtones of paternalism and condescension. While lessons can undeniably be drawn from others' experiences - and this is where Europe's rich diversity constitutes a valuable resource - giving lessons is another matter. Such an attitude demonstrates an ethnocentric blindness that leads straight to failure.

However, **Jobrotation** actually seems to be taking root just about everywhere in Europe. In fact, it appears to well and truly correspond to the paradigm of **good practice** so strongly advocated by the European Commission. And **Jobrotation** has proved to be extremely adaptable and flexible. Chameleon-like, it can take on the colour of its environment.

**Jobrotation** is, first and foremost, **a measure that serves the interests** - contradictory as they may sometimes be - **of all social partners:**

□ **it serves the interests of employers** because it increases productivity and allows companies to adapt more easily to technological and organisational changes

by promoting investment in human capital;

□ **it serves the interests of the working population:**

- **workers with jobs** see it as a way of maintaining and improving their skills, safeguarding their jobs and obtaining promotion;

- for **the unemployed**, it offers an opportunity to retrain, acquire new skills or update old ones; it gives them the chance to temporarily fill a post and thus obtain a foothold in a company where they can acquire new professional experience (in 75 % of cases, according to **EU JobRotation** statistics, participants end up getting a job in the company where they acted as replacement workers);

□ **it serves the interests of the authorities:** the state, the public services and political decision-makers see it as a tool for social and vocational integration policy; **Jobrotation** is a way of transforming unemployment benefits, normally a passive employment-policy measure, into an active tool: here, these payments serve to subsidise the wages of replacement workers or those of employees receiving training, rather than to compensate the unemployed.

**Jobrotation** is also, as we have already mentioned, **a measure** that can be **used both for the low-skilled and for the highly skilled**, since the employment element of the measure is always accompanied by a training element, and the latter normally includes preparation for the new post in the company.

Furthermore, **Jobrotation is equally suitable for small enterprises**, which would not be able to release staff for training if there was nobody to replace them, **and for large enterprises** keeping abreast of human resources management, for which **Jobrotation** is an excellent way of achieving a link between their internal labour market and the external market.

Situated at the crossroads between employment policy, training policy and social policy, **Jobrotation** is therefore enjoying justifiable and legitimate success.

**"Jobrotation is a measure that serves the interests of all social partners:**

- **it serves the interests of employers**

- **it serves the interests of the working population (workers with jobs and the unemployed)**

- **it serves the interests of the authorities"**



**“One of the main problems arising in the Jobrotation project is that of achieving cooperation among the very wide range of players taking part. However, once this problem has been overcome, this very cooperation among widely differing players constitutes the project’s strength.”**

However, no measure is free from risks and drawbacks, and there is no such thing as a universal panacea. And **Jobrotation**, which has proved to be enormously effective at times of crises in employment, appears to run out of steam a little during periods of recovery.

This is what the selection of articles we present here (five from Agora 8 and two offered to the European Journal from outside the Agora) sets out to demonstrate, discussing the relevance of sustainable development of **Jobrotation** in the future and the conditions for such development.

The first article, “**Jobrotation**” [**Η κυκλική εργασία** ], was submitted by a practitioner, **Athanasios Papathanassiou**, Director of the Technopolis Vocational Training Centre in Thessaloniki, Northern Greece, which develops training for, inter alia, engineering services. **Athanasios Papathanassiou** defines the concept of **Jobrotation** very precisely, presenting it as a flexible education and training model offering an effective response not only to the needs and requirements of modern production units and their human resources, but also to the unemployed, in the context of new forms of work organisation associated with the flexible specialisation which characterises contemporary trends in industrial and commercial organisation. In particular, he shows us the conditions under which **Jobrotation** can be used in firms employing highly skilled staff.

The second article, “**Jobrotation in France: a pioneering measure**”, was written by **Patrick Guilloux**, lecturer at the Université de Bretagne-Sud, France. He reminds us that there is nothing new under the sun – in French legislation dating from before the Second World War, he discovered a text aimed at implementing the technique specific to **Jobrotation** and designed to link together the departure of an employee for training and recruitment of a job seeker. Originating in two decrees in October 1935 aimed at “*stimulating and co-ordinating the efforts undertaken in order to provide certain unemployed persons with adequate resources*”, this precursor of **Jobrotation** was included in the Decree of 6 May 1939, but it was never implemented because of the war. Nonetheless, this Decree is noth-

ing less than the precursor of the highly specific combination of employment and training policy put into practice in Denmark on a large scale at the beginning of the 1990s. It is also found in France five years later, in an admittedly little-known system provided for in the Law of 3 January 1991, which, however, was widely implemented in one sector, namely plastics engineering.

The next article was written by **Dr Hubertus Schick** of the University of Bremen: “**Jobrotation from the perspective of enterprises, employees and political decision-makers – expectations and results illustrated by the example of Jobrotation for the Bremen region**”. He tells us how, despite the initial misgivings of enterprises and the Bremen Land authorities, all the players involved in the Land’s **Jobrotation** project declared themselves satisfied with the results achieved. One of the main problems arising in the **Jobrotation** project is that of achieving cooperation among the very wide range of players taking part. However, once this problem has been overcome, this very cooperation among widely differing players constitutes the project’s strength.<sup>(1)</sup>

These players bring out the problem created by the increasing gap between the skills available and those wanted, something that makes **Jobrotation** more necessary than ever, but also more difficult to implement. On the other hand, however, they see **Jobrotation** as a formula which not only promotes employees’ personal development, but is also flexible enough to be adapted to suit the constraints experienced by SMEs in organising and implementing continuing training, a practice that is still very foreign to them. Moreover, SMEs in the Bremen region attach great importance to maintenance and reinforcement of the strengths of the model of **Jobrotation** developed in Bremen by the **EU JobRotation** Network’s local structure:

- flexible implementation;
- rapid financing;
- procedures involving minimal bureaucratisation.

The fourth article in our little dossier on **Jobrotation** is a plea on behalf of

(1) This finding is wholly in agreement with the viewpoint of the “learning region”.

Cf. Nyhan, B. , Attwell G. and Ludger D. (eds.), *Towards the Learning Region. Education and Regional Innovation in the European Union and the United States*, Cedefop, Luxembourg, Cedefop Reference document, December 1999

Cf. also: *Cedefop’s Agora 11* on the learning region [http://www2.training.village.gr/etv/agora/themes/agora11.asp].





**Jobrotation** by a businesswoman. **Monika Kammeier** is co-proprietor of a small pre-press enterprise in the printing and media services sector in the Land of North Rhine-Westphalia. The **sks** company was set up in 1981 and initially produced catalogues, calendars, etc., for printers, travel agents and other companies, which it supplied with proofs in film or paper form. Its employees were essentially typesetters. Beginning in 1990, the technological revolution forced the enterprise to become computerised and existing staff found themselves lacking the skills that would equip them for the new production techniques. The company approached the Employment Office, asking for help with retraining its employees, who were well paid despite their now obsolete skills. The answer was “*We can only train the unemployed. Dismiss your typesetters and we will retrain them. Afterwards you can either re-employ the same people or employ younger workers, who are bound to be cheaper.*” The result of all this was a tremendous mess in the sector:

- many enterprises failed, being unable to find the skilled manpower they needed at a reasonable cost, owing to bottlenecks in computer skills;

- many workers over 50 found themselves experiencing long-term unemployment, with little real hope of retraining.

In her eloquent plea for **Jobrotation**, **Monika Kammeier** shows us how this technique, despite the few options for its development available in Germany, enabled her small firm to get its workforce retrained without problems and to switch to using new technologies.

Her only regret is the lack of urgency on the part of the relevant authorities (the Employment Office) when it came to publicising the measure - many enterprises in the sector will have gone out of business because they were unable to make the change in time.

The next article, the fifth in our dossier, is entitled “**Jobrotation - a one-off success with no future?**” and relates to the experience of **Jobrotation** in Denmark. It is the result of the joint deliberations of a researcher and a practitioner. It was

co-authored by **Jørgen Mørk**, a vocational training engineering researcher, who is very involved in European research projects [Socrates, Leonardo, Equal, etc.] and, having been at the time working at the Greve AOF in West Zealand, is currently conducting European projects at Frederiksberg Technical College, and **Thomas Braun**, co-founder of a small ICVT consultancy enterprise in West Zealand. The article by **Jørgen Mørk** and **Thomas Braun** is an impertinent and iconoclastic examination of the reasons behind the success of **Jobrotation** in Denmark and, in particular, the structural conditions specific to this small Nordic country which make it difficult to export **Jobrotation** in the same form.

They show some of the weaknesses of **Jobrotation** in today's Denmark:

- at a time of low unemployment, it is difficult to promote a measure which, although having training as its ultimate objective, is presented as a measure promoting employment;

- the organisation needed to implement the measure is complex (combining measures involving the unemployed, employees, training, etc., in such a way as to achieve optimum effects), and comes up against complicated official rules that only deal with one dimension of the issue;

- the unequal development of **Jobrotation** in different sectors, with very little use being made of it in trade and personal services (with the exception of the health sector), and depending on the size of firms, with **Jobrotation** being used by large companies in a country where the majority of employment is concentrated in SMEs;

- mistrust on the part of employees, who through **Jobrotation** become aware that nobody in an enterprise is irreplaceable.

They also emphasise the risks **Jobrotation** runs in Denmark, where the authorities are increasingly tending to use the measure to maintain the competences of skilled workers, forgetting that **Jobrotation** is also (and has hitherto been above all) the means of giving the low-skilled a chance at training. In a

*“They also emphasise the risks **Jobrotation** runs in Denmark, where the authorities are increasingly tending to use the measure to maintain the competences of skilled workers, forgetting that **Jobrotation** is also (and has hitherto been above all) the means of giving the low-skilled a chance at training.”*



country with virtually full employment, such a policy is becoming difficult to justify from an economic and hence a political standpoint, if one forgets that in addition to being the instrument for individual and personal development **Jobrotation** is also a means to train the workforce in both public and private companies.

The penultimate article in our series presents a specific experience of **Jobrotation** in Denmark. It was also co-authored but in this case by two practitioners. "**Danish experience of Jobrotation: a case study**" was presented on 20 March 2000 at Cedefop's Agora 8 by **Ghita Vejlebo**, formerly a consultant with *Kvindeligt Arbejderforbund i Danmark* (KAD – union of unskilled Danish female workers). This presentation was then completely rewritten for the European Journal by **Ghita Vejlebo** and **Thomas Braun**. Both of them were employees of the Greve AOF at the time of the Agora. Since then they have set up a small ICVT consultancy enterprise in West Zealand, having had to leave the AOF as a result of staff cuts in these continuing vocational training bodies. These have suffered greatly as a result of Denmark's economic upturn and the ensuing reduction in expenditure on training. Under conditions of labour shortage, companies are reluctant to send their employees away for training; consequently, the employment service prefers to persuade the unemployed to take a job rather than to embark on a training process, particularly when training involves the complicated machinery of **Jobrotation**.

The article by **Ghita Vejlebo** and **Thomas Braun** describes in detail the organisation of a **Jobrotation** project implemented in a large Danish firm manufacturing medical products (insulin injection sets for diabetics) with two successive groups of workers. It shows the exact role of each of the partners in the organisation: training body, enterprise, employment service, union. It emphasises the leading part played by the training body that was the project manager. What is interesting about this example is the target group, a group of specialised (unskilled) workers, mainly women, and the results achieved:

□ **the acquisition of new skills** by a vulnerable low-skilled group, despite its

great resistance and initial mistrust of training, and

□ **the use** of long-term unemployed persons, who are particularly difficult to integrate, as replacement workers.

This article also shows how the labour market trend has greatly complicated implementation of **Jobrotation** by comparing the two **Jobrotation** groups put in place in the firm concerned at different times. The improvement in the labour market for employees made it particularly difficult to recruit replacement workers in the second round of **Jobrotation**.

Lastly, our two authors discuss the specific pedagogic characteristics of the **Jobrotation** model. They are very cautious about drawing conclusions, but they put forward at least two specific advantages of **Jobrotation** as a training tool in a system where methods of production and work organisation are constantly evolving:

□ **Jobrotation** affects the whole enterprise, inasmuch as it affects general production organisation; thus it is an effective tool for making organisational changes, generating flexible solutions adapted to suit the specific needs of every enterprise;

□ when **Jobrotation** is well run, it makes it possible to call into question operational principles that have become entrenched in the firm, mainly because of the fresh eye cast on them by the replacement workers; hence it makes the firm more adaptable and capable of development.

The seventh and last article in this 24<sup>th</sup> issue of the European Journal for Vocational Training is entitled "**Jobrotation as a new concept in the relationship between training and employment**". Like the two preceding articles, it is jointly authored, in this case by two researchers. **John Houman Sørensen** is a Dane from the University of Aalborg, and **Uwe Grunewald** is a German from BIBB, Bonn. Sharing the experiences of Denmark and Germany, which have already received a great deal of coverage in this issue, **Sørensen** and **Grunewald** provide **a summary analysis** both of **the advantages** of the **Jobrotation** model as a measure that allows an organised, system-



atic relationship between employment and training to develop, and of **the threats** confronting it. These threats stem from regulatory and legislative inconsistencies, which tend to set measures in support of training against measures in support of employment. However, they also ensue from the economic trend – the labour market is increasingly fraught owing to the falls in both unemployment and the birth rate, and this encourages companies and governments to use continuing training as a tool of competition policy at the expense of the social equity policy hitherto pursued.

Having established that the **Jobrotation** projects conducted in Denmark were sup-

ported by the ad hoc legislation developed from 1994 onwards, that so far projects have been conducted in Germany thanks to European financing (ADAPT), and that these projects risk being cut short when this financing stops, **Sørensen** and **Grünewald** conclude that **Jobrotation** cannot be sustained on a long-term basis unless an appropriate national legislative arsenal is set up. They go on to state that an organisational structure responsible for **Jobrotation** needs to be established in every European state or region.

In addition, our two authors also put forward the idea of setting up pools of replacement workers, on a geographical scale that remains to be specified.



## Athanasios Papathanassiou

Director of the  
Technopolis Vocational  
Training Centre



# Jobrotation

**Job rotation is a model for continuous education and training which provides for the systematic training of the unemployed to substitute for employees who take training leave. This is as a flexible education and training model offering an effective response not only to the needs and requirements of modern production units and their human resources, but also to the unemployed, in the context of new forms of work organisation associated with the flexible specialisation which characterises contemporary trends in industrial and commercial organisation.**

At the centre of economic reconstruction lies what is coming to be known as “flexible specialisation”. Whereas the Fordist model of economic development favoured economies of scale, flexible specialisation, by contrast, promotes economies of scope. Flexible industrial production is based on the flexibility of new technologies, the employment of skilled labour and the application of just-in-time production systems. This approach encourages the selective use of labour, rather than supporting mass employment.

The new forms of work organisation demand a labour force that is better educated and better trained. Recent developments have made knowledge a basic component of work and a criterion for securing a job. For the work force of this new century, lifelong learning is essential.

Nevertheless, certain doubts and objections have been voiced concerning the continuous education and training of human resources, mainly concerning:

- the fact that skills training for the unemployed is only tenuously linked to the productive process and to employment, and
- insufficient research into learning needs and training schemes, often resulting in workers’ unwillingness to participate in a company training programme, insufficient improvement in their qualifications, and a clash between the time required for training and companies’ everyday needs and requirements.

This is why it is necessary to adopt a new approach to lifelong learning and training, an approach that is not limited to education and training systems but also involves both companies and individuals.

The basic objective of this new approach must be the creation of a strong and stable link between enterprises and the economy on the one hand and the con-

tent and structures of vocational training and education schemes on the other. This will lead to significant changes both in the roles of the various players and in their relations with each other. For vocational training to fall in step with the demands of the age, new forms of collaboration need to be established between all parties involved in the training process, taking into account their separate responsibilities. One of the most important advantages of such collaboration is that decisions relating to the content and methods of vocational training will be taken by those best suited to decide on these matters, that is, by those closest to the workplace. This means, first and foremost, the social partners. Both employers and employees can benefit from appropriate vocational training tailored to the needs of the individual.

This line of thinking leads to the quest for a flexible training model that meets the needs and requirements both of modern economic units and their employees and of the unemployed. Such a model must:

- offer the possibility of lifelong learning and training to employees without reducing the company’s productivity;
- offer staff the time and means required for training without disrupting their work relations or personal lives;
- target the elimination of long-term unemployment, by promoting jobs and skills training for the unemployed in real working conditions;
- seek to minimise the gap between available skills and competences and the most sought-after qualifications;
- prepare the unemployed for smooth integration into the job market, combining the acquisition of new skills and competences with the creation of new jobs, and develop the potential for creating new



employment opportunities together with the appropriate training and specialisation.

## The model that combines all these elements is *Jobrotation*

*Jobrotation* is a model for continuous education and training which provides for the systematic training of the unemployed to substitute for employees who take training leave. The system is very simple:

- employees are selected for a given training programme
- job-seekers are chosen as substitutes for departing trainees and are offered practical and theoretical training so that they can take over these posts competently
- the newly trained workers temporarily replace the company employees
- the employees complete their training programmes.

*Jobrotation* provides an appropriate and useful way of involving companies in lifelong learning, offering positive results to both employees and the unemployed.

## For employees

The model is based on the need to forge a solid connection between the planned management of employment and company training policy. The view that defining a company's prospects and aspirations and providing for future requirements is an important precondition for implementing an effective vocational training policy is gradually becoming commonplace.

The use of forecasting techniques may clarify the basic features of training needs for employees.

To implement *Jobrotation* it is necessary to establish the training needs of company staff, taking into account their current skills and sketching out the projected

evolution of their qualifications. It thus constitutes a training model allowing for the planned management of human resources.

*Jobrotation* allows training to take place within the employees' ordinary working hours, with no negative impact on their family and personal life and without adding to the stress of handling day-to-day tasks. They are thus better placed to assimilate the content of training in a shorter time. Providing for substitutes in the company also facilitates, and raises the profile of, mobility for training purposes.

By creating better conditions for training and improving the quality of the programmes, *Jobrotation* increases job stability: it upgrades the skills and qualifications of the workforce, improves their productive capacity and strengthens their bargaining position.

## Highly skilled workers

The requirements for implementing the model differ according to the level of the job to which it is applied. In the case of highly skilled workers, planning and implementing specialised training programmes are particularly demanding tasks. These are the employees on whom the adaptability of the company depends; therefore their training programmes must take into account strategic training needs associated with the future business environment.

The gap created in the company corresponds to the level of specialisation of the employee involved. For this reason, the model cannot be applied to highly skilled workers unless there is satisfactory provision for filling the gap and assuring that the work continues to be performed properly. This means that:

- the supplementary qualifications for a worker occupying a highly skilled post must be precisely formulated and incorporated into the content of the training offered, which to a certain extent will have to be tailor-made;
- the training programme must be innovative,



□ the substitution period must be relatively short,

□ the substitute must be able to perform tasks reasonably competently. If this is not possible then an alternative substitution pattern should be used, whereby the employee is replaced by a colleague who is one degree less highly skilled, who is then in turn replaced by the substitute.

In the case of highly skilled workers, substitution has much higher requirements. Additional conditions must be met for such a substitution to be feasible. For example:

□ The selection of substitutes must be based more on recruitment criteria and less on the criteria used to select job-hunters for training programmes.

□ Substitutes must have basic knowledge of the job and some working experience, if in less skilled positions.

□ The content of the job seeker's training programme must be very highly specialised.

□ Practical on-the-job training prior to substitution is critical. The substitute will have to master the requirements of the job during this period.

□ The duration of the job seeker's training period must be substantially longer than usual and disproportionate to the training period for the workers he or she is substituting for.

### **For first-time job seekers**

Most unemployed persons, especially the young, have considerable difficulty in entering the labour market. Usually entry into the labour market is preceded by a long period of joblessness and informal employment during which there is a real danger that qualifications may become devalued and the job seeker cut off from the labour market.

Unemployment is a social problem, which poses a serious threat to social cohesion. *Jobrotation* helps deal with unemployment, as it soaks up joblessness by inte-

grating people into a real working environment while counteracting the potential devaluation of their skills and competences.

In addition, *Jobrotation* identifies the qualifications they must acquire in order to be competent substitutes and links the content of the position in which they will acquire work experience with the content of their training programme. This allows for a more successful pairing between personal inclinations and opportunities on the labour market. It also helps them adapt to the continuous re-weighting of occupational profiles, given that the dearth of opportunities for some occupations is always balanced by high demand for others.

Although the length of time job seekers will spend in the company is pre-arranged and therefore does not meet their expectations, *Jobrotation* does offer them real working experience. They are thus better prepared for integration into the company's productive process - since they become familiar with the 'company routines' - while it also increases their chances of finding a similar job. The unemployed thus acquire access to the labour market, both as prospective employees in the company where they worked as substitutes and as job seekers with real work experience and contact with the labour market.

*Jobrotation* allows the acquisition of job experience in real conditions and with all the responsibilities of a substitute. On-the-job learning is becoming more and more important in training the unemployed. Job seekers are taught on an informal but specific basis, in the immediate environment of their future job activity.

This form of learning differs from apprenticeship. On-the-job learning is a multi-dimensional process through which the job seeker is integrated into the framework of his or her working duties and into the more general labour environment. Substitution is a particularly powerful training process, as it involves the performance of specific acts and requires the trainee to deal with real problems that crop up in specific circumstances. At the same time, the collaboration and co-ordination required by group work has a



multiplier effect on the work rhythm and skills level acquired.

Here we should perhaps point out that the performance of work tasks is seriously affected by the identity and features of the group and requires appropriate social behaviour. The substitute is required to absorb the culture, social models and values of his or her colleagues. Substitutes also learn to function in the framework of an organisation, with its various groups, hierarchies and power relations. This social experience is particularly enriching for those entering the job market for the first time.

## Co-ordination

Implementing the model is demanding for all participants. It requires a relatively long period of preparation, coherent action on the part of all those involved and a high level of co-ordination. These heightened requirements are the counterpart of demand for a type of vocational training that is both effective and socially useful.

The combination of lifelong learning and training of employees and the simultaneous employment of the jobless – a practice consistent with the policy of developing and increasing employability now being promoted throughout Europe – is ensured by implementing the *Jobrotation* model. The programme increases added value and reduces labour costs through the continuous adaptation of the workforce. In addition, this model ensures that the flexibility of the labour force parallels that of the enterprise, achieving the optimum distribution of costs and benefits for all participants.

*Jobrotation* appears to be a powerful enough tool to defuse potential disadvantages and improve on the advantages that have come to the fore in pilot applications. This conviction is based on the findings that:

- from an educational point of view it combines learning and work.
- It serves the interests of the employer as well as those of employees and the unemployed.

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# Jobrotation in France: a pioneering measure

**France seems to have been the first country to introduce a measure that in many ways, in objectives and design, appears similar to those introduced in Europe over recent years.**

## Introduction

The past decade has seen notable developments in 'Jobrotation' in various northern European countries, especially Denmark. This has not been the case in France, one of the countries making least use of this 'sophisticated instrument' (Fries Guggenheim, 2001), despite the raft of measures adopted by the state over some fifteen years.

Nevertheless, France seems to have been the first country – a few months before the outbreak of the Second World War – to introduce a measure that in many ways, in objectives and design, appears similar to those introduced in Europe over recent years.

The measure was established by a decree of 6 May 1939 (*Journal officiel*, 1939) codifying legislation on unemployment passed since 1934-35, against the background of a French economy, in common with every other Western economy, in the grip of an unprecedented crisis. Unemployment tripled from 1930 to 1939 (Hesse, Le Crom) in a country that had long faced a shortage of manpower<sup>1</sup>.

Paradoxically, this high rate of unemployment went hand in hand with a shortage of skilled workers, especially in industries working for national defence. France was in the midst of a rearmament process, to which it devoted substantial resources (Asselain, 1995).

It was in response to the combined challenges of unemployment and the shortage of skilled manpower in this industry that the authorities came to the decision in 1939 to devise an ingenious measure. In part, at least, it was based on legislation passed in previous years, which

placed vocational training at the heart of the campaign against unemployment.

## Using training to combat unemployment (1934-1938)

At that time France had no tradition of state intervention in this field, but rising unemployment in the 1930s finally forced the authorities to act. In an effort to curb its spread, they implemented a policy of major public works in transport, infrastructure and housing, as in the past.

Up to that time (Lietard, 1982) training had been deployed mainly for 'the rehabilitation of disabled ex-servicemen' (*Journal Officiel*, 1918) and groups that came to be treated on a par with them<sup>2</sup>. The authorities for the first time used training to combat unemployment, allocating specific appropriations to vocational training centres set up from 1934 on by employers' associations to help unemployed people aged under 20.

To facilitate the 'retraining of the unemployed' (*rééducation professionnelle des chômeurs*), the government of the day adopted two decrees<sup>3</sup> on 30 October 1935 with the aim of 'invigorating and coordinating the efforts undertaken in order to help certain unemployed persons to learn a new trade that will provide them with adequate resources'.

This legislation provided for subsidies to 'vocational training centres for the unemployed' approved by the Ministry for Employment in consultation with a joint ministerial committee for industrial decentralisation<sup>4</sup>. These training centres could be run by:

(<sup>1</sup>) 1900 to 1930 was a period of considerable expansion in France's industrial production against a background of labour shortages, to a great extent due to the war. This was the reason for the massive recourse to immigration (with an annual rise of 10 % in the foreign population from 1911 to 1926). See M.T. Join-Lambert *et al.*, *Les politiques sociales*, 2nd edition, Presses de Sciences Po et Dalloz, Paris, 1997, p. 36.

(<sup>2</sup>) War widows (Decree of 21 May 1919); civilian war victims (Law of 21 July 1921); victims of industrial accidents (Law of 5 May 1924).

(<sup>3</sup>) A Decree-Law and simple Decree, *Journal officiel*, 31 October 1935.

(<sup>4</sup>) *Ibid.*, art. 8. This decree was amended by a Decree of 14 October 1936 on membership of the (interministerial) committee for industrial decentralisation (art. 8), enlarged in particular by the Secretary of *Confédération général du travail* or his delegate, and by a decree of 4 June 1937 replacing this committee by an 'vocational retraining committee' consisting of a representative of the general confederation of employers and of the CGT from the two sides of industry, as well as an employer and worker member of the *Conseil supérieur du travail*.





- industrial employers in their own establishments;
- public authorities (*départements*, communes, public establishments, unemployment funds);
- technical training institutions;
- employers' or workers' associations;
- associations whose objects were re-training.

A condition to qualify for accreditation was 'to indicate the occupations for which the training for the unemployed is to be given'. In spite of high unemployment, there was still a considerable shortage of labour in certain occupations and trades, especially in industrial concerns working for national defence.

Over the years, the authorities concentrated their efforts on the vocational retraining centres working towards this end and providing training for a workforce that was no longer to be just 'specialist' but 'skilled'<sup>5</sup>. For instance, a Decree-Law of 14 June 1938 (*Journal Officiel*, 1938) authorised 'the Minister for National Defence and War, the Minister for the National Navy and the Minister for Aviation... to subsidise, out of the appropriations earmarked for armaments expenditure, those vocational re-training centres... giving evidence that they have supplied skilled labour to factories working for national defence'.

This thinking is even more explicit in a Decree-Law of 12 November 1938 (*Journal Officiel*, 1938) 'on the vocational re-training of the unemployed and worker advancement'<sup>6</sup>, adopted in implementation of the Law of 5 October 1938 'giving the government the powers to bring about an immediate revival in the country's economic and financial position'.

A report to the President of the Republic preceding that legislation states that while these 'bodies can be used to instruct the unemployed... in a new trade in which there is a shortage of manpower', they have '... also and above all ... the mission of securing for our industry and more specifically for the industry working for national defence those specialists whom it needs'.

This legislation, linking the objective of rearmament and vocational retraining, is also important because for the first time in France it introduced the idea of 'further training' (*perfectionnement professionnel*), laying the foundations for the diversification of the functions of vocational training and, as a result, its target groups.

It stressed that, 'due to the inadequate numbers of skilled manpower to meet the needs of national defence industries, it is vital to plan for the training of skilled workers through appropriate vocational education to be imparted to those workers who appear best suited to receive it'. This vocational improvement operation was called '*promotion ouvrière*' – worker advancement. The same concept is found in an edict of 1948 establishing 'improvement courses leading to worker advancement' (*Journal Officiel*, 1948), which was soon to be superseded by the concept of '*promotion du travail*' and '*promotion supérieure du travail*'<sup>7</sup> (Terrot, 1983) – 'advancement of work' and 'further advancement of work'.

The 'advancement' thus offered to 'workers' in employment was an essential condition for the implementation of a system of '*Jobrotation*' in which the absence of an employee for the purpose of training is paired with the employment of an unemployed person, an arrangement which was to be introduced the following year by the Decree of 6 May 1939 (*Journal Officiel*, 1939).

### **A new measure to combat unemployment: the re-employment of 'workers' in training by unemployed persons (Decree of 6 May 1939)**

Out of a concern 'to step up the redeployment of the unemployed', this decree, which covers 'unemployment benefit' and 'unemployment insurance' schemes as well as 'the employment and placement of the unemployed', devotes a specific chapter to various 'special measures for worker advancement institutions and centres for the vocational retraining of the unemployed'.

***"This legislation, linking the objective of rearmament and vocational retraining, is also important because for the first time in France it introduced the idea of 'further training' (perfectionnement professionnel), laying the foundations for the diversification of the functions of vocational training and, as a result, its target groups."***

<sup>(5)</sup> The distinction is clearly made by article 1, para. 4, of the Decree-Law of 12 November 1938 (see below): 'vocational retraining will have the main aim of providing factories working for national defence, and in particular for aviation, with the semi-skilled or skilled manpower they require for their proper operation'.

<sup>(6)</sup> *Journal officiel* of 13 November 1938, p. 12870.

<sup>(7)</sup> See in particular Law No 59-960 of 31 July 1959 on social advancement.



**“(...) Jobrotation as established in France (...) completed by the Decree of 1939, was in fact staggered over almost five years, from the establishment in 1935 of a specific training tool - the centres for the vocational retraining of the unemployed - to the diversification of their functions in 1938 through ‘worker advancement’, thus creating the conditions for the emergence of ‘Jobrotation’ practices, strongly encouraged by the authorities in 1939.”**

Worker advancement institutions, ‘set up by an industrial establishment which has already rationally organised apprenticeship or by a centre for the vocational retraining of the unemployed’, must ‘have as their aim to provide for the progressive training of the workers required for production’.

The Decree of 6 May 1939 for the first time defined the conditions for government accreditation. To obtain such approval and enjoy public subsidies, they had to furnish particulars in support of their application, especially on the ‘occupations to be taught’ and the ‘programmes of worker advancement to be implemented’. In the case of those set up by an industrial establishment, moreover, they ‘must operate during the establishment’s normal working hours<sup>8</sup> and be installed on premises clearly separate from the production workshops<sup>9</sup> – a provision still in force in France in the field of continuing vocational training.

The chief merit of this decree was to create the conditions for the development of ‘Jobrotation’ practices, as they would be called today. It offered financial incentives for enterprises that would promote such practices. These related both to training leave for an employee and to the recruitment of an unemployed person to take his place, who would where possible have received prior training in a centre for the vocational retraining of the unemployed (although the decree does not make this compulsory).

The factors taken into account for the purpose of payment of subsidies by the state to worker advancement institutions<sup>10</sup> included the payment to the enterprises concerned of an ‘allowance equivalent to one half of the wages paid to workers admitted to courses at worker advancement institutions’. This meant that the state entered into a commitment to compensate one half of the cost of continuing to remunerate an employee on training.

The authorities also undertook to pay bonuses to employers ‘taking on unemployed persons to replace workers allowed to take worker advancement courses<sup>11</sup>, a strong incentive not to leave an employee’s job unfilled while he was on training leave.

Industrial establishments setting up worker advancement institutions were not, unlike those not having such facilities, required to replace workers permitted to take a course – who themselves continued to earn no less than the rate laid down by collective agreement for their skill over the whole period of their training – with unemployed persons. These bonuses were paid so long as the workers being replaced by the unemployed persons were allowed to attend the worker advancement institution course.

This is a brief description of *Jobrotation* as established in France until just before the Second World War. Its creation, completed by the Decree of 1939, was in fact staggered over almost five years, from the establishment in 1935 of a specific training tool - the centres for the vocational retraining of the unemployed - to the diversification of their functions in 1938 through ‘worker advancement’, thus creating the conditions for the emergence of ‘Jobrotation’ practices, strongly encouraged by the authorities in 1939.

This pioneering measure, more of an incentive than an obligation, emerged in a context of intensive rearmament, although it was never in fact really applied. The events triggered off from the autumn of 1939 with the declaration of war were initially to greatly disrupt the adult vocational training system that had gradually been established since 1935 and then, following the armistice of June 1940, to lead to its disappearance (Bayard, 1970), nipping in the bud any trials of *Jobrotation* mechanisms which the legislation reviewed might have permitted.

It was to be almost half a century before the authorities rediscovered the value of *Jobrotation*. The measures – still in force – that they later adopted were to be influenced by different concerns.

Some measures were designed to promote access to training by employees – whose absence for training is often poorly received and on occasion hampered, in particular in small and medium-sized enterprises, because of the disruptions it might entail – by offsetting or relieving part of the cost to the employer of their replacement. This is the purpose of one

<sup>(8)</sup> Unless otherwise specified by the Minister for Labour, after consultation of the vocational retraining committee.

<sup>(9)</sup> Art. 132. If this is not possible, the provision made must enable inspectors easily to ensure that workers accepted for the course are not taking part in production work.

<sup>(10)</sup> Cost of fitting out or renting workshops or classrooms, the purchase of machine tools, tooling or motors, depreciation of premises, motors and machines and other tooling, instructors and monitors, the purchase of raw materials and fuel, etc.

<sup>(11)</sup> Report to the President of the Republic, para. 25; art. 136.



provision of Law No 84-130 of 24 January 1984 reforming vocational training (*Journal Officiel*, 1984), which authorised individual training leave management agencies to refund employers with a workforce of under 50 for their payment of a temporary employment allowance to persons recruited under a fixed-term contract to replace an employee absent on personal training leave (*congé individuel de formation*)<sup>12</sup>. Law No 91-1 of 3 January 1991, one of whose aims was to increase employment through training in the workplace (*Journal Officiel*, 1991), provided for a government payment to employers with a workforce of less than 50 of a flat-rate grant. It compensated them for wages paid to workers recruited by them or made available to them by temporary employment enterprises or groups of employers, to replace an employee absent for training under the plan or personal training leave<sup>13</sup>.

The same law, on the other hand, included a provision<sup>14</sup> that goes back to the technique of pairing the employee on training leave with the jobseeker recruited to replace him, as initiated by the Decree of 6 May 1939. This law extended the scope of '*stages d'accès à l'emploi*' (job access placements), now known as '*stages d'accès à l'entreprise*' (enterprise access placements), administered by the public-sector employment agency, ANPE<sup>15</sup>. Although their primary aim is to give jobseekers the occupational skills to obtain a job whose vacancy has been notified to ANPE, they may enable employees to acquire further training to broaden their skills or to offer the opportunity of

acquiring a higher qualification. At the same time they offer access to recruitment to a jobseeker, whether or not the beneficiary of a workplace placement opportunity, to replace the employee if he or she is promoted on completion of training<sup>16</sup>.

The first two measures cited leave the employer completely free to arrange to replace the employee as it thinks fit: by direct recruitment, or by the services of a temporary employment enterprise or group of employers. This is not strictly speaking *Jobrotation*. This is not the case which the third measure, covering permanent job integration, which is a genuine system under the auspices of the public-sector employment agency.

France, then, does not lack legal instruments in the field of *Jobrotation*. Even so, *Jobrotation* is still very little used. Leaving aside the very few employers that have embarked on substantial programmes in this field on their own initiative, only two occupational sectors are seriously involved. One is the automobile repair and sales sector. The other is the plastics processing industry, with its major programme known as 'Action for the development of competences', which aims simultaneously to upgrade the skills of those working for enterprises in the sector and to train their replacements, set up more than eight years ago.

This is doubtless a sign of the existence of obstacles to its development that are more cultural and social than economic or technical.

***“France, then, does not lack legal instruments in the field of Jobrotation. Even so, Jobrotation is still very little used.”***

<sup>(12)</sup> Art. L. 950-2-2 of the Labour Code. The rate of this allowance is 6% of the earnings received by the employee during his fixed-term contract.

<sup>(13)</sup> Art. L. 942-1 of the Labour Code. This conditional aid (see Arts. R 942-1 to R. 942-8) amounts to FRF 3 000 a month (EUR 458) for 169 hours' training (FRF 17.75 an hour, or EUR 2.70).

<sup>(14)</sup> Art. 1 (Art. L. 322-4-1 of the Labour Code).

<sup>(15)</sup> *Agence Nationale Pour l'Emploi*.

<sup>(16)</sup> ANPE, *Classeur Références*, 14, April 1999. Centre Inffo, *Fiches Pratiques 2000*, pp. 446-449. The State contributes all or part of the funding of the employee's training and, where appropriate, of the jobseeker who is to replace him under an agreement concluded with the beneficiary employer. If the employee in training continues to be paid by his employer, ANPE also pays a flat-rate contribution of FRF 28 per hour's training (EUR 4.27).



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# *Jobrotation* – expectations and results: a case study from the Bremen region



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## Introduction

*Jobrotation* projects have been greeted with premature praise:

“*Jobrotation* – a successful example of modern labour market policy?”

“*Jobrotation* – an easy answer to problems on the European labour market?”

“*Jobrotation* – a model for Germany?”

These were the headings under which this type of project was discussed since its introduction into Germany in 1996. From the outset it was placed under pressure as a result of people's expectations. This also applies to the *Länder* of Bremen.

Since 1998, a *Büro Jobrotation* (*Jobrotation Office*) has been operating in the context of a pilot project, *Jobrotation für die Region Bremen* (*Jobrotation for the Bremen Region*). The University of Bremen, in cooperation with the Chamber of Labour *KUA* has taken responsibility for scientific reporting on the project. In this context, it analyses cooperating enterprises in respect of their technological development, skills training requirements and cooperation options. A study has been made of 50 enterprises interested in, or already, cooperating with the project.

## Structure of the Bremen pilot project

Since *Jobrotation* projects in Germany and Europe as a whole, have very different objectives, widely varying structures and funding bases. A brief summary of the Bremen project is important<sup>1</sup>.

The project is in the framework of the Community Initiative ADAPT, and receives funding from the Federal Institute for Employment and the Bremen Land Ministry, namely the Senator for Employment (project term: 03/1998-06/2001).

The organisation responsible for implementing the project is *alz Bremen-Nord* (Bremen north job centre), a body promoting employment, which for many years has supported projects combining an emphasis on employment with skills training.

The pool of replacement workers comprises consecutive groups of 15 long-term unemployed persons the Bremen North region. It was formed by creating one-year employment relationships, subject to compulsory social insurance contributions, with the participating enterprise based on job creation schemes. Informal learning strategies in the participating enterprise's work process are used to prepare these people for their replacement work. Individual skills training building blocks that can be adapted for replacement workers are agreed with the individual enterprises participating and are implemented in cooperation with continuing training bodies.

The project works mainly with small and medium-sized enterprises (SMEs) in the fields of metal processing, electrical, plumbing, heating and air conditioning. Continuing training of workers in the enterprises is based on their planning and financing. The project bears none of these costs.

The University of Bremen/*KUA* identifies the needs of and possibilities for cooperation with interested enterprises in in-

**This article reports on a case study of the implementation of *Jobrotation* in Bremen. It looks at the high expectation of the various participants, the outcomes and some of the issues that need to be addressed for the future**

<sup>(1)</sup>For a more detailed description, see also H. Rehling/H. Schick, *JobRotation für die Region Bremen – Arbeitsmarktpolitik mit der Förderung von KMU verbinden!*, in: BWP 5/1999, pp. 25-30.



**“Two expectations are particularly important, voiced by (...) the companies (...): Jobrotation projects should not involve major additional bureaucratic effort and expenditure for the enterprise and should leave it free to plan the continuing training it needs to handle its operations; replacement workers should come directly from employment and not begin work in the enterprise immediately after a lengthy period of unemployment. Accordingly the pool of replacement workers is expected to be organised in the form of employment relationships.”**

dividual scientific studies on an ongoing basis. The findings are regularly forwarded to the *Jobrotation* Office together with an assessment of the company's suitability. The university guides and advises the *Jobrotation* Office on evaluation.

These parameters of the Bremen pilot project were reviewed during the project work. As early as 1999, the work was so successful that the *Jobrotation* Office's sphere of activity was extended, in both geographical and target-group terms. The project now addresses the whole of the Bremen region and is targeting other enterprises in the industrial sector.

## Expectations of those involved

### Regional enterprises

The University of Bremen/KUA has been analysing skills requirements in a wide range of sectors in the Bremen region for around ten years. It has an excellent overview and in-depth knowledge of the sectors.<sup>2</sup> This made it possible to obtain in advance a relatively precise picture of the framework needs of enterprises, and their expectations from a *Jobrotation* project.

Most enterprises in the Bremen region were aware of the need for technical and organisational innovation to ensure their competitiveness and safeguard jobs. Company decision-makers recognised the importance of advanced and continuing training to enable employees to adapt to structural change in the industry and the craft sector. However, surveys revealed problems in the following areas:

- a) releasing employees for advanced and continuing training programmes, particularly in enterprises with small workforces;
- b) translating needs into enterprise-specific advanced and continuing training activities and the relevant planning of continuing training.

This situation is typical of most *Jobrotation* projects in Germany. Investigations in individual enterprises in the context of the *Jobrotation* project confirmed these findings concerning continuing training.

However, they were also supplemented by findings relating to the enterprises' hiring practice.

Some 60% of the enterprises that expressed a preliminary interest in *Jobrotation* needed to recruit more workers. The smallest craft-oriented enterprises in particular are interested in *Jobrotation* for this very reason. They are seeking a tool to try out workers in their future working environment before taking them on. This familiarisation stage clarifies reciprocal expectations as regards the job and the new worker's performance.

Two expectations are particularly important, voiced by an overwhelming majority of the companies investigated:

- a) cooperation with *Jobrotation* projects should not involve major additional bureaucratic effort and expenditure for the enterprise and should leave it free to plan the continuing training it needs to handle its operations;
- b) ideally, replacement workers should come directly from employment and not begin work in the enterprise immediately after a lengthy period of unemployment. Accordingly the pool of replacement workers is expected to be organised in the form of employment relationships.

It is also important to note that when the project began employers in the Bremen region expressed scepticism and reservations. At first, their representatives regarded as suspect the combination of goals, of promoting business infrastructure and labour market policy - a fundamental objective of projects of this type.

As cooperation with enterprises developed positively, these reservations decreased.

### Employees

Since within the Bremen project enterprises are wholly responsible for continuing training of employees, the views of enterprise employees have not been prominent in investigations to date. Essentially, they have been represented by works managers, who provided information on employees' future training intentions. In many of the smallest enterprises,

(<sup>2</sup>) In this connection, cf. inter alia the comprehensive study by U. Benedix, J. Knuth and Dr E. Wachtveitl: Technologieentwicklung und Qualifikationsfolgen in Metallindustrie und Metallhandwerk. Repräsentativuntersuchung in Bremer und Bremerhavener Betrieben, Bremen 1997.



surveys of workforce skills training requirements are drawing this subject to the enterprise's attention for the first time. The university's research very often leads works managers to recognise and treat continuing training as a field of action within the enterprise for the very first time. It became clear in the course of the enterprise studies by the University of Bremen/KUA that there is a general awareness of the need for ongoing skills training for employees. However, neither enterprises nor employees have as a rule formulated the concepts for personal development.<sup>3</sup>

Initially the crucial aspect was the expectations of unemployed participants, some of which became clear in the run-up to the project.

In traditional schemes designed to reintegrate the long-term unemployed (job creation schemes), often skills training is not co-ordinated with enterprises' specific needs. Here, skills training was to be much more precisely matched with needs, on the basis of individual analyses of needs.

Until recently, these traditional schemes tended to include only a minor element of practical experience within enterprises. Insufficient advantage was taken of the fact that well-prepared in-house practical experience demonstrably improved participants' chances of obtaining jobs. Admittedly, there was also no legal basis for this in Germany – only when the old Employment Promotion Act (*AFG*) was replaced by the new Social Security Code (*SGB III*) did scope for extended periods of in-house practical experience come into being. This is now one of the elements constituting the legal framework for replacement workers in *Jobrotation* projects.

All members of the Bremen project's pool of replacement workers are long-term unemployed. On average they had been unemployed for around two years before they obtained the *Jobrotation* "opportunity". Their first expectation is that *Jobrotation* will help them obtain proper employment again on the primary labour market, especially as some have made other unsuccessful attempts and others never had an opportunity of this kind.

Thus they primarily see *Jobrotation* as a form of reintegration. They expect a high level of success, although not necessarily leading to immediately employment. Long-term unemployed participants are fully aware of the value of a period of proper work in-house while acting as replacements, even if they are not subsequently taken on.

In the preliminary selection process, disappointment initially became apparent in relation to the level of payment. Since their existing skills levels were relatively high, and some had previous experience (lengthy in some cases) in a Bremen shipyard, the expectations of many possible participants could not be met by the project's financing. In the run-up to the first stage, some initial difficulty was experienced in creating the pool of replacement workers in line with the project mandate.

Employee representative bodies support the project. In Bremen, trade-union representatives and the Chamber of Labour quickly took a positive attitude to the project concept and its implementation. Supraregional employee representative bodies now see projects of this type as a positive tool for employee-oriented staff development.<sup>4</sup> Trade unions in Germany were quick to state their expectations as regards the project structure, especially, the status of both employees and replacements in the rotation. They were initially sceptical about these issues, but this scepticism has now completely disappeared. Employee representatives in Bremen take part in the "workshop discussions" in which regional players involved regularly produce interim reports and draw inferences for future work.

There has also been an increase in contact and cooperation with the works councils of individual enterprises. Works council representatives now hold positive views on the possibilities and the opportunities for staff development offered by *Jobrotation*, seeing it as further developing works council policy.

#### **Federal Institute for Employment/ Bremen-North Employment Office**

In response to the question of initial expectations, the head of the Bremen North

***"In traditional schemes designed to reintegrate the long-term unemployed (job creation schemes), often skills training is not co-ordinated with enterprises' specific needs. Here, skills training was to be much more precisely matched with needs, on the basis of individual analyses of needs."***

(<sup>3</sup>) K. Büchter is correct to point out that identification of skills training requirements does not simply involve assessing the content but also involves discussing, interpreting, negotiating and, ultimately, creating skills training requirements. K. Büchter, Regeln zur Ermittlung von Qualifikationsbedarf in Betrieben, in: Berufsbildung, No. 16 – Europäische Zeitschrift, p. 9.

(<sup>4</sup>) On this cf. also Heiner Rehling/Hubertus Schick, JobRotation – Baustein für mitarbeiterorientierte Personalentwicklung, in: Gewerkschaftliche Bildungspolitik 1/2-2000, pp. 4 ff.



***“The most recent research on this issue in Germany has shown that six months after the end of job creation schemes, only 11% of participants had entered employment on the primary labour market.”***

***“(...) Jobrotation is assumed to have a work procurement rate of approximately 60%. The extent to which these expectations can continue to be fulfilled in future remains to be discussed.”***

employment office once again emphasised the relatively poor prospects offered by traditional job creation schemes as regards the primary labour market. The most recent research on this issue in Germany has shown that six months after the end of job creation schemes, only 11% of participants had entered employment on the primary labour market.

With the new type of project, in which job creation schemes played a major part in the structure of the pool of replacements in Bremen, perceptibly improved access to the primary labour market is anticipated, a much higher rate of obtaining jobs than the 11% cited. The employment service representative described what is expected of the project by saying “what we want is success, an end to unemployment”.

The employment office also took these expectations into account by changing its allocation practice to some extent. According to the head of the office, in some cases the people assigned the jobs were not the typical clients of job creation schemes but skilled workers, whose skills profile and motivation was above average for the long-term unemployed.

This shows the competent employment service has high expectations, and supports these by means of job promotion conditions not usually seen in job creation schemes. In other words, it is providing relatively good conditions. The employment service also sees the project as being a pilot scheme, involving expectations associated with future employment policy, which should be supported accordingly through “preferential conditions”. Hence it is not going too far to say the employment service considers *Jobrotation* models as a kind of testing ground for a degree of change in employment policy and employment promotion.

In principle, the employment service regards this test as successful. This means more and more is expected of the *Jobrotation* Office. At supraregional level too, *Jobrotation* is assumed to have a work procurement rate of approximately 60%. The extent to which these expectations can continue to be fulfilled in future remains to be discussed.

### **Senator for Employment in Bremen**

The regional political administration, in the shape of the official Senate representative, the Senator for Employment, has long seen its task as lying primarily in active labour market policy, treating skills training as a key element in preventing unemployment. This is closely bound up with promotion of a modern business infrastructure, particularly for SMEs.

The Senator was, in principle, receptive to the project and its objectives, but initially sceptical about whether enterprises would be willing to take on an unemployed person and give them certain responsibilities as a replacement worker in the work process.

The Senator pointed out that the Bremen model makes considerable demands on enterprises. The Bremen project does not provide for enterprises to finance continuing training of their staff through the project, but expects this to be financed exclusively by the companies and/or their employees.

Due to the success of the second stage of the pilot project, the *Länder* administration invested more of the funds available to it from the Community Initiative ADAPT in this project. This takes account of the large number of management and administrative functions necessitated by the complex target structure. This support is also geared to the time that follows the completion of the project. It is anticipated that the activities will be extended and possibly more *Jobrotation* offices established.

### **An interim report**

The expectations cited meant a number of problems stand out, with the Bremen model, that are also relevant to *Jobrotation* projects in general.

The initial scepticism of employers' organisations shows it may at first be difficult to convince employers of the value of combining business development and labour market policy - the crucial element of this project model.

Here there has been a complete turnaround in opinion, not least owing to the





positive reception given to the project by enterprises. For example, regional business representative bodies have already organised a joint event with the project. It took place in 2000 and acknowledged the fact that the project has become an ongoing component of regional policy. In addition, the Chamber of Crafts is cooperating with the project and can see opportunities for expanding joint activities.

The problem of remuneration for the replacement workers is still far from being resolved. With its job-creation-scheme structure, the Bremen model offers relatively favourable conditions, as it provides for normal one-year employment relationships subject to compulsory social insurance contributions for replacement workers. In the current structure, considerable problems may be caused not only by the problem of legislation on incentives, but also by workers' expectations as regards appropriate remuneration. When lengthy periods of substitution are planned in countries like Germany, where this has rarely been the case, the payment system must accord with the requirements of normal work in the company and thus offer an incentive for participation in the *Jobrotation* system.

The extent to which company expectations are met as regards institutionalising non-bureaucratic, inexpensive replacement procedures will be crucial for all types of financial processing. This is particularly important for small craft enterprises, where personnel management normally represents additional work for the head of the enterprise at the end of the working day. The extent to which replacement workers come from an employment relationship akin to the free enterprise economy, i.e. straight from practice, will continue to be important in the future, especially for SMEs. This remains a difficult demand to meet.

It is clear that as far as the employment service is concerned, the criterion of the project's success is reintegration of workers into the labour market. Admittedly it sees the enterprises' skills training endeavours as a means of indirectly combating unemployment, but this is hardly what it expects of the project. The employment service has reduced *Jobrotation* to a single aspect, although admittedly a key one.

### Interim balance sheet for “*Jobrotation* for the Bremen region” (as at the beginning of 2001)

Table 1

Replacement workers assigned:	62
Average duration of replacement period:	1-3 months
Continuing training programmes for enterprise employees based on <i>Jobrotation</i> :	81
of which, in-house	28
external	27
manufacturers' courses	26
Permanent appointments achieved:	41
Permanent appointments planned:	5

If there is little success in this area, even if enterprise skills training measures are highly successful the employment service will become less interested or entirely lose interest in this project model.

Financing continuing training for company staff by *Jobrotation* is not a component of the Bremen project. However, there is no evidence that this has made enterprises less interested. As many other *Jobrotation* projects have been provided with funding for continuing training in enterprises, especially in the pilot phase, more detailed comparative research in this area needs to be carried out. The question of whether this funding element continues will be of significance, particularly if *Jobrotation* is to be institutionalised as a standard tool. Nevertheless, none of the enterprise studies carried out in the Bremen region identified expectations of this kind.

The Bremen authorities have treated the project as a key element of their active labour market policy. They are well aware that projects of this type are cost-intensive and are certain to take this into account when considering institutionalising the scheme.

## Results

The results of the project work are summarised in table 1.

The views of the players involved on the results to date can be classified as ranging from very positive to unreservedly positive.

***“The problem of remuneration for the replacement workers is still far from being resolved. (...) considerable problems may be caused not only by the problem of legislation on incentives, but also by workers' expectations as regards appropriate remuneration.”***

***“Financing continuing training for company staff by *Jobrotation* is not a component of the Bremen project. However, there is no evidence that this has made enterprises less interested.”***

***“The views of the players involved on the results to date can be classified as ranging from very positive to unreservedly positive.”***



The vast majority of the enterprises targeted showed great interest and agreed to cooperate to an extent that had not initially been anticipated. Because project participants are prepared and assigned to a specific replacement job in an individual process and not in a group programme, the number of premature terminations is relatively low. When this does occur, another replacement worker can usually be found. The ex-post assessment carried out by co-operating companies again stressed the importance of preparing replacement workers in employment relationships akin to those that characterise the free enterprise economy.

In view of the strong figures for successful integration, the question often arises of whether *Jobrotation* creates jobs. This must be answered in the negative, at least as regards directly demonstrable job creation. It is noteworthy, however, that enterprises use *Jobrotation* as a tool in their recruitment practice and in the process often reactivate jobs long vacant owing to a lack of suitable applicants or bad experience. In other cases, a company may have long envisaged creating another job but was only able to do so thanks to *Jobrotation*. To this extent, some appointments are definitely clearly due to the introduction of the *Jobrotation* project.

The workers involved, in the first instance the replacement workers, hold overwhelmingly positive views on the project and its results. They are evaluating not only the replacement work itself and the extent to which it accorded with their expectations and skills, but also the phase of preparation and employment with the participating enterprise and the work opportunities offered.

The verdict is significantly more positive in the case of respondents able to obtain permanent employment through their work as replacements. By far the majority of these have seen their expectations fulfilled. The relatively high numbers of replacement workers who slotted in successfully and then taken on permanently correspondingly raised the expectations of other project participants.

During 1999/2000, it became apparent that the decision taken in June 1999 to expand the project played a part in improving the

response to requests from enterprises in Bremen. Here, increased cooperation with other bodies organising measures for the unemployed can ensure an even better balance between supply and demand.

The employment service, namely the local employment office, has no reservations about the success of the programme. The high integration figures of 60% or more carry particular weight, particularly since they are evaluated against the success rates of traditional employment programmes. It can be anticipated that, within its overall calculations, the employment service will provide the project with at least the same level of support in future.

A very important aspect of their deliberations is that the high level of in-house experience involved in the programmes as a result of participants' work as replacements opens up particular prospects of reintegration. For the employment service, this confirms the decision taken in *SGB III* to grant employment programmes, in principle, increased opportunities for in-house experience in the form of *Jobrotation* or on-the-job training.

The competent political authority in the region, the Senator for Employment in Bremen, is also wholeheartedly positive about the results. In his words, "Enterprises have accepted what the project offers amazingly well". At the same time, he stresses that in the "promotional" phase, future replacement workers initially expressed reservations about the project. This was quite unexpected, but was quickly resolved by means of good cooperation between the participating enterprise and the local employment service.

The Senator also pointed out that though the structure of the pool proved successful in the pilot year, it must be put on a different basis as the project evolves since the capacities of a fixed pool of this kind ultimately proved insufficient.

### **Consolidating the project – new demands on the Bremen model**

Ways of expanding and consolidating the project have already been addressed.



During the initial pilot phase, it was decided to extend the project to other branches and sectors in Bremen. As regards industrial/technical jobs, the main sector concerned is wood processing. Commercial/administrative requirements are also to be covered by *Jobrotation*, initially through existing contacts and requirements.

Owing to the particular emphasis placed by the *Land* authority on labour market policy, it was decided to extend the scheme to caring/nursing occupations. Both the authority and local employment office regard it as a shortcoming that too few women have been involved in the Bremen project. Their numbers fall well short of their share in regional unemployment. The reason lies in the industries chosen to form the basis of the pilot phase, where almost all the people affected by long-term unemployment are male.

This also means giving thought to expanding the pool, as with the addition of new branches and sectors, the restriction to one or two job creation schemes will mean that the pool is no longer adequate to meet the need for replacement workers. Efficient regional *Jobrotation* structures face the problem of registering possible replacement workers, working in employment or continuing training programmes, or registered with the employment office, in such a way that the staff of the *Jobrotation* offices can develop an accurate idea of the replacement worker's skills and competences.

The objectives formulated with regard to expansion give rise to new questions. What reference points should the future structure of this tool have in Bremen - spatial or sectoral? The fact that the Bremen *Land* is a "city state" also plays a part here.

In terms of the expectations of the two main target groups - companies and their employees on the one hand and unemployed participants on the other - new elements affecting the previous criteria for success, will ensue. For companies, there will be changes in the form of cooperation involved. This may affect the previous benefits of rapid and inexpensive replacement since some participants will

only be provided by the *Jobrotation* Office and not employed by it.

There will be changes in status for replacement workers previously unemployed. Compared with the previous support options, these are unlikely to represent an improvement. As participants in continuing training programmes rather than in employment programmes they will not have a normal employment relationship, involving compulsory social insurance contributions.

In autumn 2000, the Senator for Employment commissioned the university researchers responsible for the accompanying research to produce an expert report on the subject of "*Jobrotation as a meeting of regional minds*"<sup>5</sup>. Their task was to involve as many players in business development and labour market policy as possible, along with previous and possible future cooperation partners, in drawing up a plan for institutionalising *Jobrotation* in the *Land* of Bremen. In the process, it was possible to formulate expectations as regards both the regional labour market trend and the remit of *Jobrotation*.

The most important aspects are as follows:

- a) the planning and implementation of the pilot project are given a positive to very positive rating. All respondents support its continuation in expanded forms;
- b) a number of parties have raised the question of the skills profiles of replacement workers as a fundamental issue for future work. The regional labour market players point out that the gap between skills profiles available and skills required is increasing and that *Jobrotation* needs to respond to this challenge;
- c) with regard to company requirements, staff development is of major importance for SMEs. It is assumed *Jobrotation* can and should contribute to a comprehensive service for enterprises, in which they are offered an overall service package comprising identification of needs, continuing training planning, organisation of replacement workers and implementation of continuing training. This is a new and very wide-ranging requirement for future *Jobrotation* programmes;

***"Both the authority and local employment office regard it as a shortcoming that too few women have been involved in the Bremen project. (...) The reason lies in the industries chosen to form the basis of the pilot phase, (...)"***

<sup>(5)</sup> H. Schick/G. Hammer, *JobRotation als regionaler Konsens - Expertise im Auftrag des Senators für Arbeit, Frauen, Gesundheit, Jugend und Soziales*, Bremen 2001.



**“Jobrotation must continue to be an open-ended tool, which can be put into practice in a variety of forms on the basis of common principles. Every form of programme and of financing selected should ensure that the highest possible degree of flexibility is assured for the individual replacement.”**

d) with regard to the organisational structure of a regional *Jobrotation* programme, the possibility of establishing more *Jobrotation* offices, similar to the one running the pilot project in the industrial sector, is being examined. This would offer the service to other sectors of the economy. It is also agreed that identifying enterprises' needs as precisely as possible will continue to be a crucial criterion for the quality of *Jobrotation* work.

Researchers working on the pilot project have set out their recommendations in this expert report<sup>6</sup>. Below some key considerations are outlined whose relevance extends beyond the *Land* of Bremen.

*Jobrotation* must continue to be an open-ended tool, which can be put into practice in a variety of forms on the basis of common principles. Every form of programme and of financing selected should ensure that the highest possible degree of flexibility is assured for the *individual* replacement. This means ensuring:

a) the ability to respond quickly to requirements formulated on an ad hoc basis, which is particularly important for the cooperation with SMEs which predominate many projects;

b) the ability to continue to offer companies the rotation option involving temporary replacement and/or permanent appointment, by non-bureaucratic and relatively inexpensive means;

c) the ability to exert increased influence on company planning for continuing training, specifically, by co-operating, as a *Jobrotation* organisation, with SMEs without dictating terms to them. It is essential to the future of this tool that planning of continuing training and meeting enterprises' replacement needs be co-ordinated among the three players - companies, continuing training institutions and *Jobrotation* organisations.

If these essential requirements are to be fulfilled there are three important issues which need to be addressed to ensure the quality of future work in the context of *Jobrotation*:

a) How can one identify technological developments and the associated need for continuing training in specific and project-oriented terms, in a way geared to using this new tool?

b) What analytical tools and certification procedures are available for identifying the skills of enterprise employees and future replacement workers so that existing skills and experience can be accurately assessed and classified?

c) What quality criteria are necessary for *Jobrotation* projects or tools to work in the future and 'show what they can do'? The University of Bremen/KUA will continue to work on these questions within the support it is able to give this innovative project type.



# *Jobrotation* report on practice: *sks*



**Monika  
Kammeier**  
*Business Manager  
at sks*

## Introduction

When "SKS Layoutsatz GmbH" (see box) was founded, on 1 January 1981, its field of activity was traditional typesetting. The sole task of typesetters was to record, construct and print out, on film or paper, texts and tables to customer requirements using professional typesetting equipment. Employees taken on and trained by the firm became compositors.

The spread of PCs in the early 1990s led to a dramatic, ongoing technological revolution. In some areas, customers became competitors. Customers now record their own texts and simply forward data to structure, process and manage. Digital processing tools have replaced many former jobs and tasks in the printing sector, such as manual work, assembly and copying.

Technology and complex software programs led to structural change in the printing sector. Traditional boundaries between advertising agency, lithographic printing house, typesetters and printers, became blurred. To survive, prepress enterprises were obliged to become media services enterprises offering printing and multimedia services.

## The demands on companies and employees

The intensified rivalry of a new market triggered a general drop in prices, leading to competition that was ruinous in some cases. Some companies lacked the financial resources to make the necessary investments in technology and offer employees extensive continuing training or retraining. The variety of operating systems and software programs meant new demands were being made of employees.

For some smaller companies in particular, financing the necessary skills training represented a burden threatening their very existence. As well as continuing to pay high collectively agreed wages, they had to fund losses in production and substantial training costs.

The alternative was job cuts with large compensation payments for long-serving employees. This was no guarantee of future prospects. From the point of view of business economics, companies were in a catch-22 situation.

No skilled workers were as yet available. New career profiles were only just being developed. Yet to fulfil the new requirements and make jobs safe in the long-term, employees with years of experience in traditional tasks (compositors) had to be completely retrained within the space of a few years to cope with the new technology. The large number of company closures and bankruptcies of typesetting, lithographic and repro enterprises shows how many companies failed in this aim.

*Sks* asked the employment office in the early 1990s for support for the necessary adjustment process, but were told retraining measures were financed only for the unemployed. There was no possibility of help for people still in employment – "the employees concerned would first have to

### **sks**

is a prepress company employing some 20 skilled workers in Bielefeld, Germany.

It designs, produces and supplies catalogues, brochures, posters, advertisements and calendars, and non-printed products such as catalogues on CD-ROM or web pages.

**This article examines the results of *Jobrotation* in a small enterprise in Germany. It argues that *Jobrotation* can preserve jobs in enterprises affected by structural change and for re-integrating unemployed people into the labour market**

**Table 1:****Project implementation**

<b>Stage</b>	<b>1</b>	<b>2</b>	<b>3</b>
<b>Title</b>	DTP media designer training for former compositors	Skills training in Internet and multimedia production	Skills training in Internet and multimedia production
<b>Aim</b>	Skills in a wide range of text- and image-processing software to ensure more flexible deployment and a more equal distribution of work, in contrast with the previous highly specific training	Acquisition of comprehensive basic knowledge as regards Internet production. Acquisition of customer advice skills	Acquisition of interface skills in company departments. Integration and adaptation of existing customer data in line with the new media. Acquisition of customer advice skills
<b>Participants</b>	3 production workers, one trained as a photsetter and two trained as compositors	3 production workers trained as photsetter, compositor, electronic image processing (EIP) operator. 3 employees working in decision-making positions/as customer advisers, trained as graphic designer, compositor, lithographer	3 production workers trained as photsetter, compositor, EIP operator. 4 employees working in decision-making positions/as customer advisers, trained as 2 graphic designers, compositor, lithographer
<b>Scope of training</b>	19 days of seminars in the training institution, plus practical work in the company	64 days of seminars in the training institution, plus practical work in the company	16 days of seminars in the training institution plus practical work in the company
<b>over a period of</b>	7 weeks	11 weeks	7 weeks
<b>Replacements</b>	2 unemployed people	1 unemployed person	1 unemployed person
<b>for periods of</b>	6 and 4 weeks	12 weeks	8 weeks

become unemployed...". Afterwards it would then be possible to take back former employees, now skilled workers.

The results of this approach were apparent on the labour market. Unproductive employees in their 50s and sometimes younger, whose training was no longer up to date, were made redundant and received large compensation payments. Younger workers who had grown up with the new technology were taken on at much lower wages or "bought in". Companies that had first offered employees training then found themselves facing substantial wage demands. As far as employers were concerned, these demands clearly exceeded their pain threshold, so newly created and costly know-how left the company. Meanwhile, despite retraining programmes,

older long-term unemployed people had only moderate success in finding jobs.

As a result:

- (a) inflexible older employees who lacked the relevant know-how were dismissed;
- (b) unemployment rose, while at the same time there was a shortage of skilled workers;
- (c) the public purse was involved in considerable expenditure on unemployment benefit, maintenance allowances and wholly funded measures to integrate the over-50s, the success of which was questionable;
- (d) small and medium-sized enterprises suffered bankruptcies and business shut-downs.



## Skills training measures

### Objective

The possibilities of support inherent in the *Jobrotation* project provided a highly practicable measure for our sector – though long overdue, as it came too late for many companies and their workers. Once aware of the *Jobrotation* project, it was seen as an initial impetus for raising the level of employees' skills.

All employees were to achieve the level of knowledge inherent in the new job profile of *Mediengestalter* [media designer]. Employees with a greater capacity to learn were to be trained in the field of multimedia production.

### Implementation

The project was implemented in 3 stages (see table 1).

Employees took turns in attending seminars in the training institution. In between the individual courses the skills acquired were consolidated in-house.

Company training needs were identified and specifically defined. Initial offers made by training providers quickly made it clear that training programmes had to be tailored to meet the company's particular needs. This made it possible for each employee to be trained according to their existing level of training and potential, and for the necessary know-how to be imparted in the shortest possible time. Loss of production was thus kept to a minimum. Standard seminars would not have achieved this level of efficiency and effectiveness. The more expensive individual training provision has more than paid for itself.

### Financing

Employees were paid full wages/salaries during the training programme. External training costs were subsidised by the "*Jobrotation*" support programme, with a 60% subsidy for stage 1 and a 50% subsidy for stages 2 and 3.

Temporary replacements were employed with a subsidy from the employment of-

office. According to the programme's specifications, the subsistence costs of an individual unemployed person may be assumed only for a maximum of eight weeks. In stage 2, one replacement worker spent 12 weeks in our company, but for the last two weeks received no benefit payments from the employment office. Nevertheless, she completed her training in our company at her own expense, realising how important it was to acquire the relevant practical skills.

### Success

Having completed three *Jobrotation* programmes in 1999, it is important to acknowledge the support of the district crafts guild, which acted as co-ordinator, for the exemplary way in which it handled the cooperation, without unnecessary red tape. The experience lived up to our expectations and programme fulfilled its purpose.

The financial and staffing assistance provided enabled us to offer almost all employees future-oriented advanced training on a scale impossible without the *Jobrotation* programme.

The skills training campaign helped bring about a substantial improvement in the working atmosphere, with employees being considerably more motivated thanks to their improved self-esteem. The up-to-date training they received ensures that their capacity for work retains its value in coming years and makes their jobs secure.

Four temporary replacement workers spent periods of four to 12 weeks in the company to acquire practical skills. Before coming they had attended a retraining programme. However, employers want "qualified" people with practical experience. As a result, once those who have been retrained complete a programme of practical in-company training their chances of obtaining a job increase considerably.

One woman, previously unemployed, took up a permanent position appropriate to her skills immediately after completing the programme. Our own company offered a permanent job to the replacement worker who had demonstrated her very high motivation during stage 2.

***"Company training needs were (...) specifically defined. (...) training programmes had to be tailored to meet the company's particular needs. This made it possible for each employee to be trained according to their existing level of training and potential, and for the necessary know-how to be imparted in the shortest possible time. Loss of production was thus kept to a minimum. Standard seminars would not have achieved this level of efficiency and effectiveness. The more expensive individual training provision has more than paid for itself."***



***“The company has clear evidence of a positive trend in productivity, thanks to qualitative and quantitative improvements.”***

***“One criticism is that we only happened upon the Jobrotation project by chance. No training provider or employment office pointed out this possibility of obtaining subsidies. Quite the reverse.”***

The company has clear evidence of a positive trend in productivity, thanks to qualitative and quantitative improvements. Improved utilisation of the workforce as a whole also has a positive effect on the delegation of tasks in-house. The high level of commitment is explicitly recognised by our workers and, in conjunction with the improved image, this helps ensure employee turnover is kept to a minimum. Consequently, the well-trained worker potential remains within the company as a critically important production factor.

The company also needed staff with the appropriate skills for the new tasks in the field of Internet and multimedia production, which is increasingly replacing the previous range of services. Without additional external support, it could not afford the expensive continuing training or retraining required for the new multimedia occupations, in addition to the necessary technical investments.

The subsidised continuing training programmes made it possible for some traditionally trained employees (graphic designer/compositor) to move into new media/multimedia. This future-oriented sector is known to be some 100 000 skilled workers short at present. However, as a prepress company and media services provider, we are now in a position to meet customers' demands and thus ensure the future survival both of company and jobs.

One criticism is that we only happened upon the *Jobrotation* project by chance. No training provider or employment office pointed out this possibility of obtaining subsidies. Quite the reverse. Only after we drew the attention of the department responsible for co-ordination to the possibility did the news come of further *Jobrotation* programmes in enterprises in the printing sector in our region. The commitment came too late for many small enterprises and their former workers.

## Summary

The *Jobrotation* model is an ideal preventive measure for preserving jobs in enterprises affected by structural change and

for re-integrating hard-to-place unemployed people into the labour market.

Subsidies of the kind represented by the additional financial support in the programme should not become the norm. However, as long as employers are shouldering the skills training risk on their own, the *Jobrotation* model is meaningful for the following reasons:

- (a) prevention – ensuring there continue to be jobs for older workers too; the psychological effect of still feeling of value when over 50 should not be neglected;
- (b) a greater likelihood of integration for job seekers as a result of the additional practical experience acquired as temporary replacements;
- (c) a positive economic effect on training institutions as a result of increased demand;
- (d) ensuring the continued survival of small and medium-sized enterprises by making them innovative and competitive.

Collective bargaining policies should take account of the need for lifelong learning. Skills training measures should be made a compulsory element of performance. Otherwise companies that finance regular advanced training for employees will continue to bear a dual burden, when employees seek a substantial wage increase owing to improved skills. Rival enterprises that do not have the same corporate culture can simply buy in know-how by offering appropriate wages.

Without this approach negative phenomena, such as rising unemployment, retraining measures that are wholly financed by state authorities and a shortage of workers in the new occupational fields will continue.

It is conceivable that *Jobrotation* could help bring about labour market developments geared to the future, in the following scenarios and situations:

- (a) sectors in crisis;
- (b) major technological advances;
- (c) winding up of obsolete industries and production systems, accompanied by the





emergence of new sectors (for example switch from coal to solar energy, or evolution of the printing sector into new media).

In such cases, thanks to a positive trend on the labour market *Jobrotation* can help to ensure a return on investment for all parties.



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# ***Jobrotation* – a unique success which has out-lived its future?**

**As it stands, *Jobrotation* is a Danish model, and attempts are underway to transplant the concept to other national contexts.**

**If, however, the current promotion of *Jobrotation* schemes is to rest on an objective basis, it is essential to recognise weaknesses which have become apparent in the scheme during its lifetime and which are particularly apparent in the current period of increased employment.**

***Jobrotation* is one answer to the information society's demand for lifelong learning, a technique which, if developed as required, can ensure that the entire adult population returns to the classroom at suitable intervals.**

**Is it possible, for example, to envisage *Jobrotation* as a right for the modern citizen?**

## **Introduction**

*Jobrotation* is not a universal tool for solving all labour market problems. The fact that it has, nevertheless, been possible to use it as such in Denmark is due to background factors of a kind rarely, if ever, found in other countries. There are problems with the term "best practice" in relation to *Jobrotation*; in statistical terms, the scheme is essentially a success in a small Nordic country where conditions are particularly favourable. This is the subject of the first part of this article.

As it stands, *Jobrotation* is a Danish model, and attempts are underway to transplant the concept to other national contexts. There is naturally support to be gained for this process from statistical references to successes and the many Danish experiences in the area. If, however, the current promotion of *Jobrotation* schemes is to rest on an objective basis, it is essential to recognise weaknesses which have become apparent in the scheme during its lifetime and which are particularly apparent in the current period of increased employment. The second part of the article addresses this question.

*Jobrotation* is one answer to the information society's demand for lifelong learning, a technique which, if developed as required, can ensure that the entire adult population returns to the classroom at suitable intervals. The Danish political debate still has to come to grips with this long-term potential, and some neglected perspectives remain: is it possible, for example, to envisage *Jobrotation* as a right for the modern citizen? This question is addressed in the last part of the article.

## **A unique success**

Denmark's success with *Jobrotation* is explicable in the first instance by a relatively accommodating administration, which has allowed thousands of flowers to bloom. The public authorities financing *Jobrotation* have not wanted to stand in the way of the numerous and diverse initiatives. In hindsight, it is clear that no public authority ever really had the backbone to doubt the scheme, which was, by the way, launched in the full glare of public attention and its success far outstripped every expectation. There is a catastrophic lack of statistical data on and documentation of central issues. Probably the most serious consequence is having to estimate how big the effect on employment has been. Figures of 75% have been mentioned for temporary appointments, but we do not know whether the persons involved returned to unemployment after a brief appointment. Although many critical evaluations have been performed, this often inadequate monitoring of the effect of *Jobrotation* projects may well be a small part of the explanation of why the scheme grew so quietly into a major success.

Another part of the answer must be sought in the opportunity provided by the scheme for practically any talented operator to launch a *Jobrotation* project. The funds from which the scheme was financed throughout the 1990s formed a richly patterned patchwork with something for everyone: one fund for the unemployed, one for those in need of education, one for supplementary training, one for in-service training, one for socio-political projects etc. Any project designer who knew how to plug in to one of the funds and prepared to make the effort to



involve other interested parties was able to create a network of financing opportunities.

This brings us to a third explanation for Denmark's success: the labour market parties and their tradition of seeking consensus. In somewhat simplified terms it may be said that their pair-skating is so well-developed that employer organisations and unions will normally agree in advance on the principle of a specific *Jobrotation* project. The political administration of all major funds entering into the *Jobrotation* patchwork is tripartite, with the state as the third party. It goes without saying that if the representatives of employer organisations and unions agree on a project, it cannot be rejected.

A fourth explanation for Denmark's success is the voracious appetite of educational institutions for *Jobrotation* projects. These institutions require students, the more the better, to secure their operations. State grants are allocated on the so-called "unit meter" basis, that is to say, the more students an institution attracts, the bigger the grants it receives. But the reverse also applies: if student numbers fall short over a prolonged period, the shop will be closed. Danish education is now run completely on the principle of supply and demand. The government is fully justified in saying that empty institutions are evidence of a failure to adapt to market demands. It is no surprise that the various educational institutions are seeking to create their own student base by aggressively bidding for, or independently initiating, *Jobrotation* projects. Put in positive terms and perhaps even as an understatement, Danish educational institutions have shown considerable ability to adapt over the last ten years. Their involvement in *Jobrotation* projects in particular has brought them much closer to companies in the private sector, their needs and their way of responding to reality as they see it.

The fifth and last of the many possible explanations for the success of *Jobrotation* in Denmark should be seen in light of the alacrity with which employers have thrown themselves into it. They are not driven by idealistic reasons in particular, neither are they particularly worried that the system will fail them. It is mainly that

they know the quality of the courses, as they have had a role in designing them. Project leaders often stress that employers are interested only in having the skills of their workers upgraded, nothing more and nothing less. However, the state has already done that for them for the last thirty years at least, largely at government expense under the labour market courses scheme<sup>(1)</sup>. The only problem was that this scheme was based on an assumption of labour shortages, implying that employers would not be able to obtain replacements for the employees they sent away on training courses. Supplementary training was reserved for periods with low order volumes. The invention of the *Jobrotation* scheme was, in other words, the answer to several existing problems for employers: the need for rapid updating of employees' qualifications, the need for suitable replacements, and finally the wish to facilitate learning on the job. In addition, in many workplaces, *Jobrotation* projects have been a collective concern which has succeeded in shifting the focus from the individual employee (career development etc.) to the workplace, and thus to progressive ideas concerning organisational development. *Jobrotation* has provided the framework for experiments in collective learning and innovation processes.

In outlining the contributions made by these five elements in explaining the success of *Jobrotation* in Denmark, it is important to emphasise is that although Denmark would like to share its patent with other countries, it cannot be marketed in other national contexts without incurring major problems. It is not enough to have seen a good example; each country must develop its own framework for the scheme and realise the need to develop many patents, not just one. One thing that can be transplanted across national borders is the techniques and methods of achieving the best result for *Jobrotation*. In this the exchange of knowledge and experience undoubtedly plays a major role.

## Weaknesses

*Jobrotation* has very often been used in Denmark as a universal tool for handling

***"The invention of the Jobrotation scheme was, in other words, the answer to several existing problems for employers: the need for rapid updating of employees' qualifications, the need for suitable replacements, and finally the wish to facilitate learning on the job."***

***"(...) although Denmark would like to share its patent with other countries, it cannot be marketed in other national contexts without incurring major problems. (...) One thing that can be transplanted across national borders is the techniques and methods of achieving the best result for Jobrotation."***

<sup>(1)</sup> From the beginning of 2000, the schemes have become slightly more complicated and generally less favourable, particularly for the long-term unemployed, but the budget for 2001 appears to be re-establishing the subsidies to some degree.



**“(...) Jobrotation (...) has not been successful in penetrating all business sectors. Some sectors, including the tourist industry, have hardly been involved in the scheme at all and small businesses in general have benefited relatively little from the scheme. The big beneficiaries have been medium-size and large development-oriented public and private companies.”**

**“Employees generally develop a taste for supplementary training and feel cheated if there is no follow-up of some kind. Jobrotation is expected to be a *perpetuum mobile*, not a once-in-a-lifetime pleasure.”**

a number of labour market policy interests. Although this has been successful, it has created major difficulties for individual project initiators, who have been forced to develop considerable levels of stubbornness to survive their dealings with bureaucracy. They have been forced to think in terms of several funds simultaneously and to argue for their projects in terms of a multitude of political objectives such as adult education, the integration of immigrants, equal opportunities, flexible labour markets and so on. As if this were not bad enough, they have also been forced at times to seek dispensation from far too restrictive legislation and although such efforts are generally successful, they require considerable resources.

The burden of preliminary work is quite heavy and most cases have required expert assistance. It may sound a paradox, but the authority which has been responsible for the heaviest bureaucratic pressure on project makers, the job placement service, has actually provided probably the most substantial moral support for *Jobrotation* projects. The service wanted to prevent the preliminary work from becoming an insurmountable obstacle, but it is impossible to prevent everyone from stumbling and putting their finger on a sensitive spot in the administrative apparatus. The Ministry of Labour has apparently suspended all work aimed at regulating the *Jobrotation* scheme in a simplified and comprehensive legislative act. Given the successes of the scheme, one wonders why this was not done long ago. Now, with almost full employment, the situation has changed radically.

During the late 1990s in particular, Denmark developed a highly influential project designer culture, based mainly on the ability to link national funding sources with European programmes<sup>(2)</sup>. There were many players, including commercial and technical colleges, labour market courses, union consultants, and adult education associations. Looking back at the success stories there is no obvious theme running through all the required content and quality of the courses which were held. The debate now mentions lack of expert advice and the consequences of this in the form of failure to satisfy the expectations of course participants. Para-

doxically, the absence of any comprehensive legislation to cover *Jobrotation* (which in theory could have set quality standards etc.) acted as a spur for the scheme.

Despite the considerable media attention surrounding the *Jobrotation* scheme, not least due to the strong interest shown in the scheme by the job placement service, it has not been successful in penetrating all business sectors. Some sectors, including the tourist industry, have hardly been involved in the scheme at all and small businesses in general have benefited relatively little from the scheme. The big beneficiaries have been medium-size and large development-oriented public and private companies. They had the resources required for the preliminary work, able to visualise some strategic goals, and had the requisite clout in dealings with the authorities empowered to make grants.

No example of a Danish car mechanic with five employees who has benefited from the scheme can be cited.<sup>(3)</sup>

It can come as no surprise that many public companies have simply used *Jobrotation* as a platform for supplementary training, especially of employees with a low level of education within the social and health care fields. Neglected groups have received attention and have temporarily made room for long-term unemployed people, capable of being trained as temporary workers through short-term courses and on-the-job training.

This practice presents two problems, both of which concern the responsibility for the processes launched. Employees generally develop a taste for supplementary training and feel cheated if there is no follow-up of some kind. *Jobrotation* is expected to be a *perpetuum mobile*, not a once-in-a-lifetime pleasure. The same applies to the long-term unemployed. They are commissioned in bundles, but each one needs time to adjust to the labour market. They should preferably be given time enough to allow for the necessary preparation and to bridge the gap to subsequent ordinary employment. On this point, it looks as if the attempt to activate more unemployed people has been in vain, or it is as if they were acti-

<sup>(2)</sup> Objectives 2,3,4 of the European Social Fund etc.

<sup>(3)</sup> If available, they cannot be found in the statistics.



vated without a corresponding long-term need for them in the job market. *Jobrotation* has set some wheels in motion which have nowhere to go; the personal investment which is part of a *Jobrotation* process deserves much more attention.

For large and medium-size private companies, the *Jobrotation* scheme provides them opportunity to consider their staff development strategies in relation to performance, in other words ultimately in relation to production profitability. Experiences from *Jobrotation* show a clear preponderance of short-term courses, typically involving semi-skilled production workers, a highly vulnerable group in the Danish context. A minor change in the organisation of the work is often enough to make a semi-skilled worker superfluous, or to bring him or her into a difficult competitive situation with external labour. *Jobrotation* is not an offer to be rejected by an employee, but the scheme has created considerable awareness among workers of their replaceability, and hence at times a sense of inertia on the job caused by genuine worries for the future. Given that the 1990s showed an increasing trend among employers to use *Jobrotation* as a platform for recruiting, there was always the uncertainty among workers of whether a *Jobrotation* project was motivated by more jobs or by a long-term filtering of the labour force.

## The situation in 2000/2001

With the introduction in stages of the *VoksenEfterUddannelsesreform* (Adult Continuing Education Reform, known as the VEU), in Autumn 1999, major restrictions have been placed on future large-scale *Jobrotation* projects<sup>(4)</sup>. Under the VEU reform, it is no longer possible to obtain educational leave subsidies for persons enrolled in anything other than "formally qualifying courses". Put in simple terms, this means that the vast majority of projects which used to come under the *Jobrotation* scheme can no longer be realised within its framework. The door will thus be largely closed on the development in Denmark of any further experiments with *Jobrotation* in the near future. If it is assumed that what might be called the *de facto* closure of the *Jobrotation*

scheme which occurred with the introduction of the VEU reform indicates a deliberate strategy by the Danish government, it is important first to ask why, and secondly to reflect on the reasons for this one-sided bias in favour of "formally qualifying courses", which were greatly under-represented in past *Jobrotation* projects.

The answer should perhaps be sought in the fact that *Jobrotation* has been seen as more than and different from a mere educational policy tool. *Jobrotation* is (perhaps first and foremost) a short-term economic policy tool aimed at ensuring that the jobless workforce is kept in shape in periods of recession and widespread unemployment. Companies taking part in *Jobrotation* projects have delivered excellent training opportunities for the unemployed, who have thus been given the opportunity of throwing themselves into more meaningful work than that which the various activation projects have been able to offer.

The *de facto* removal of the scope for offering *Jobrotation* projects coincides, not unexpectedly, with a marked increase in the demand for labour in Denmark. This situation means a radical change in the importance of the *Jobrotation* scheme. To keep unemployed persons activated in periods of recession is pro-active; to be dragged along with the small residue left today is retroactive labour market policy. Denmark's unemployed represent population groups with problems related to ethnicity, age, physical exhaustion, gender, education and so on, and the financial basis for *Jobrotation* is no longer politically sustainable.

The next issue concerns the skills which permanent employees have had the opportunity to acquire. As mentioned above, the vast majority of the courses which have been offered under the *Jobrotation* scheme did not fall within the framework of approved courses of the formally qualifying kind. *Jobrotation* courses have generally been specially planned to suit participating employers' training needs, and not always with equal degrees of success, according to an evaluation article prepared by the National Institute of Technology (DTI, 1999) on the basis of experience gained from projects aimed at a

***"(...) the vast majority of projects which used to come under the Jobrotation scheme can no longer be realised within its framework. (...) The de facto removal of the scope for offering Jobrotation projects coincides, not unexpectedly, with a marked increase in the demand for labour in Denmark. (...) Denmark's unemployed represent population groups with problems related to ethnicity, age, physical exhaustion, gender, education and so on, and the financial basis for Jobrotation is no longer politically sustainable."***

<sup>(4)</sup> Provisional computations (cf. AOF Perspective Oct. 2000) estimate a 60% reduction in 2000 relative to 1999 and a 90% reduction relative to 1996.



highly limited segment of the Danish population. According to the article, a course for permanent employees of less than eight weeks' duration generally has no measurable effect worth mentioning. It is interesting to note in this context that the courses in question were assessed on their effect in improving the qualifications of the individual course participants, and that formally qualifying courses may also be defined as targeted individual learning. In a debate, the focus of which is the long-term perspectives of the experiences learned from the *Jobrotation* project, it is important to note, however, that *Jobrotation* did more than facilitate individual learning; it also created an opportunity for collective learning in public and private workplaces. *Jobrotation* projects were often directed at particular employers who sent either all their employees or entire groups of employees to take part. This made it possible to develop a shared conceptual framework, for instance in connection with the introduction of autonomous groups. A fairer picture of *Jobrotation* is obtained if the learning tak-

ing place at the organisational level is included in the educational policy considerations.

## Scepticism?

Anyone sceptical of the Danish experiences and eager to score a point in relation to industrial policy might argue that Denmark bases its industry on small and medium-size businesses, extreme demands regarding flexibility and on a labour market policy which favours a high level of mobility. Only heads of departments in the civil service and porters<sup>(5)</sup> enjoy guaranteed lifelong employment. The rest of the labour force has a job until they find something else or are dismissed, a strong motivational force in questions of supplementary training. But when we look at other European experiments with *Jobrotation*, it is clear that they have mainly been directed precisely at small and medium-size companies, and thus precisely at the area where the need for lifelong learning is most clearly expressed.

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<sup>(5)</sup> A small number of other categories of public employees are also included, e.g. lighthouse keepers.



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# Danish experience of *Jobrotation*: a case study

**The article passes on experience acquired from a case study. It looks at the processes involved in its implementation and important elements for success. It also comments on *Jobrotation* as a labour-market policy and training policy tool. It concludes that *Jobrotation* is a suitable model for dealing with structural change, helping those hard hit by unemployment and for meeting specific company training needs.**

## Introduction

The case study describes a programme for employees at Maersk Medical Business Unit Infusion Devices (*MM-BUID*) in Osted, Denmark and for replacement workers from the County of Roskilde Public Employment Service. The programme lasted from October 1997 to March 2000. It comprised two rotation programmes. The first from January 1998 to May 1998, the second from September 1999 to February 2000. The *Jobrotation* programmes formed part of *ATTAK*<sup>1</sup> project 98/AT/2279: *Medstyr 2*. The following played a major role in the design and monitoring of the programmes:

- (a) the management of *MM-BUID*
- (b) the elected shop stewards at *MM-BUID*
- (c) the Union of Female Workers (*KAD*) in Roskilde
- (d) the Public Employment Service (*AF*) in Roskilde
- (e) *AOF* Greve Project and Development Department

The programmes are financed by the regional labour-market council for the County of Roskilde, by *MM-BUID*, through *ATTAK* funds and via government refund schemes. An examination of the project economics follows below. However, the background to the programme should first be outlined.

## Background

There have been various training initiatives at Maersk Medical over the last ten years. The shop steward and management have

undertaken many different activities in close cooperation. The shop steward became interested in training and *Jobrotation* after attending a short course held by the local branch of the Union of Female Workers (*KAD*) which has organised a number of guidance and training activities since the end of the 1980s. These activities, the main purpose of which was to motivate members for training and work, were initially directed towards unemployed members and then also towards those in employment. The pivotal point for the various motivation activities was a training adviser in each county. This intensive and high-priority effort produced many positive results, reflected in increased numbers of unskilled women in training and/or employment. The *KAD* in Roskilde in 1999 accounted for around 70% of rotation funds applied for from the regional labour-market council. The *KAD* contributed unconventional and creative guidance programmes, training programmes and various information meetings for the unemployed.

*MM-BUID*, where both rotation programmes discussed in this article took place, forms part of the *MM* Group, which mainly produces single-use articles made of plastic, in the case of *MM-BUID* injection sets for insulin for diabetics. The wage costs of production are high. Transferring production to other countries with substantially lower levels of pay is a realistic future scenario for the company. The *ATTAK* project *Medstyr 2* and the linked rotation programmes concluded that jobs of this type can be kept in Danish hands only if a break is made with conventional work organisation and a move made towards the creation of flexible production, with well-trained and motivated staff.

A development of this kind started at *MM-BUID* in 1991 when co-determination

<sup>(1)</sup> Funding from the European Social Fund (Objective 4). Programme from 1994-1999.





groups were introduced in the company. The production staff were brought together in groups based around specific functions and/or types of product and were given responsibility for the employment of colleagues, some quality checks, and a smaller proportion of the production planning, etc. These initiatives initially formed the background to economic growth and increased staff satisfaction with the company. Because of internal and external circumstances, the positive trend in relation to staff satisfaction could not be maintained. The parties behind the project agreed to implement a programme aimed at revitalising co-determination. The aim of the first rotation programme was exploratory, ascertaining the views and wishes of all staff on work and cooperation at *MM-BUID*. The second programme was more specific – expanding real co-determination for production staff at the company. The conditions for *Jobrotation* programmes in the County of Roskilde are described below, followed by the distribution of work between the parties in the project. Special circumstances in the two *Jobrotation* programmes are then emphasised, and finally the utility of *Jobrotation* programmes will be discussed.

## Conditions for job rotation in the County of Roskilde

There are a number of conditions underlying *Jobrotation* in the County of Roskilde which must be described. They relate to approval procedures and criteria, the elements in calculation of project economics, and distribution of work between the parties in a rotation programme.

### Approval procedure and criteria

Unlike many other counties, where *Jobrotation* programmes can be approved by officials in the council secretariat, the County of Roskilde Labour Market Council (*RAR*) decided that *Jobrotation* programmes are to be approved politically<sup>2</sup>.

Prior to the *RAR*'s opinion, the company and the training institution draw up a firm proposal for the objectives and programmes for the *Jobrotation* projects. Af-

ter a presentation to the rotation steering group, where the outline is discussed, the training institution draws up the application. The application is sent in draft to the parties on the rotation steering group, who make suggestions for amendments or corrections. Only when all the parties support the programme is the application submitted to the *RAR*.

Parties in the rotation steering group submit project applications according to a set of guidelines. Some of these guidelines are:

- (a) that the programme has the support of the management and shop stewards;
- (b) the training part of the programme satisfies objectives which strengthen the qualifications of the participants (unemployed or in employment) as employees in the region;
- (c) the programme gives groups particularly hit by unemployment an opportunity for temporary employment;
- (d) the opportunities for the unemployed to find employment, are strengthened;
- (e) there is reasonable distribution between job training and regular employment;
- (f) there is a reasonable relationship between public financing and co-financing by employers.

Finance is often of decisive significance and merits further consideration.

### Finance

Rotation programmes draw on various funds: state, regional and employer-paid co-financing<sup>3</sup>. These funds together finance payments to training institutions, full pay to permanent employees during the course programme and full pay to unemployed persons who replace permanent employees. The interrelationship is as follows:

The *RAR* grants funds for the preparatory work, holding of course programmes, training leave for the replacements' first phase and job-training subsidies for the replacements' second phase.

***Prior to the Labour Market Council's opinion, "(...) the company and the training institution draw up a firm proposal for the objectives and programmes for the Jobrotation projects. (...) Only when all the parties support the programme is the application submitted to the RAR."***

<sup>(2)</sup> For the composition of the *RAR*, see: [www.af.dk/Region/Roskilde/information/kontoroplysninger/arbejdsmarkedsråd.htm](http://www.af.dk/Region/Roskilde/information/kontoroplysninger/arbejdsmarkedsråd.htm)

<sup>(3)</sup> In the programmes with which this paper is concerned, indirect EU financing was received for project planning and coordination via *ATTAK* funds.



***“During the period of private job training, the unemployed person receives agreed pay but no daily allowances. Consequently the trade union has an interest in making the job training as short as possible while the company has the opposite interest.”***

***(...) “the question of the distribution between subsidised work (job training) and regular work is of key importance.”***

The employees are granted VUS (Adult Education Support) or training leave.

The companies co-finance by supplementing the employees' VUS/training leave up to full pay during the training period and ensuring employment for the replacement on normal terms (without any subsidy) during part of the period of employment (the replacements' third phase).

During the period of private job training, the unemployed person receives agreed pay but no daily allowances. Consequently the trade union has an interest in making the job training as short as possible while the company has the opposite interest. This difference in interest was not important in this project as *MM-BUID* provided generous co-financing.

In other projects where the company does not have large financial reserves or in the future when the financial incentive to start a rotation programme will be limited, the question of the distribution between subsidised work (job training) and regular work is of key importance.

## **Cooperation between parties to project**

It is essential for the success of a rotation project that the framework of the project is clear and roles well defined. In Roskilde, the regional labour market council, controlled by the partners, politically approves each project. A steering group is set up to provide the leadership of the project.

Many different models have been drawn up for a steering group for rotation projects, and much experience gained. The issues below were drawn up by the Workers Education Organisation (*AOF*) Project and Development Department in cooperation with the *KAD*. They summarise many years of experience in this field.

### **Rotation projects and distribution of responsibility**

#### ***Steering group***

The steering group is to be regarded as the managing board of the project, representing the parties involved. The steering

group defines the overall objectives and criteria for success of the rotation programme. The steering group is concerned with matters such as target groups, working-life relationships, pedagogics, composition of the teaching, organisation of the project and choice of cooperating parties.

The steering group always consists of representatives of the company/companies (A and B sides), trade union(s), the public employment service and training institution(s). The steering group can choose to involve other parties. The basic assumption is that the training institution leading the project is the main contractor.

Meetings of the steering group are held as and when required – generally at intervals of one to three months.

### **Tasks and responsibilities of the main contractor/AOF Greve P&D**

The main contractor/*AOF* Greve Project and Development Department (P&D) is responsible for secretarial functions of the steering group and the daily management of all phases of the project (preparation, execution and follow-up). P&D is responsible for objectives of the programme being pursued and – in cases of deviations/problems – for relevant information flowing in good time to the partners in or outside the steering group (*RAR*, other providers of subsidies, employer representatives, etc., depending on the individual project).

P&D's tasks and responsibilities itemised as follows: include the secretariat, calling meetings, proposing, chairing and keeping minutes.

In the **preparation phase** P&D would draw up a collective project description for submission to the steering group. This means agreements on content, target groups, finance, etc. with the parties involved, including any subcontractors. It would draw up the necessary and agreed applications for financial assistance, work, organisation, time and finance plans for the project. It would prepare the information for the project's target groups and assisting the public employment service and the company/companies at information meetings. It would also arrange train-



ing programmes in accordance with the programme objectives and on the basis of educational methods which satisfy the training needs of the target group(s).

During the **implementation phase** P&D would

(a) assist the company/companies with administration to obtain refunds in the project;

(b) ensure quality of instruction and project management. This means among other things employing technically qualified project manager(s) and instructor(s) and coordinating with any subcontractors;

(c) provide status reports on the project, including evaluation. During the prior training of replacements, drawing up a status report to the steering group; meetings, presenting an account of absences and dropouts among the replacements; and

(d) ensure regular – agreed – contact between training and working life.

In the **follow-up phase** P&D would

(a) evaluate the project – where appropriate in cooperation with an external evaluator. The evaluation takes place in relation to objectives and criteria for the success of the programme;

(b) submit proposals for follow-up and continuation of the project in relation to the workplace(s) involved. This is to be done in good time, so that continuous training and development work can be ensured to the benefit of both the employees and the workplace as a whole.

### **Tasks and responsibilities of trade union(s) in the steering group**

This comprise:

(a) designating a contact from a union branch and a contact from the unemployment insurance fund for the individual projects. Both contacts take part in rotation steering group meetings in the preparatory phase – and afterwards as necessary;

(b) responsibility for a systematic and thorough search for potential replacements among unemployed members;

(c) attending information meetings for the unemployed and for permanent employees;

(d) gathering relevant information (hourly pay, supplements, hours of work, etc.) of significance to unemployed and permanently employed members;

(e) responsibility for passing on information on possible consequences the programme might have for the members (new calculation of daily allowances, bonus schemes, night and evening supplements, etc.).

### **Tasks and responsibilities of the company/companies**

These comprise:

(a) putting forward short-term and long-term objectives and criteria for the success of the programme in the steering group;

(b) establishing qualification profile(s) for replacements in cooperation with employees from the personnel group(s) the replacement group(s) is/are to form part of;

(c) bringing in shop stewards and other representatives of personnel groups directly affected by the programme;

(d) ensuring relevant and timely information to all personnel groups and shop stewards directly or indirectly affected by the programme;

(e) ensuring a firm basis among management so that the project is backed by the senior management of the company.

### **Tasks and responsibilities of the public employment service (AF)**

These comprise:

(a) assisting the company in setting up a qualifications profile for replacements;

(b) establishing cooperation with relevant unemployment insurance funds (municipalities, etc.) in searching for replacements;

(c) calling information meetings and financing expenditure in connection with these meetings;



***“There were fundamentally two objectives (...) one (...) to obtain a supply of staff for future work and cooperation at MM-BUID, [and] to ensure to the greatest possible extent that the replacements were kept in the labour market.”***

***“It is in principle a management task to motivate staff to take part in a programme which, in their judgement, is in the best interests of the company.”***

(d) announcing the programme in relevant media;

(e) searching for replacements – at start of the programme and in the event of dropouts.

As can be seen from the above, the training institution plays the key role in connection with the handling of *Jobrotation* projects. However, the description of the role of the trade union is misleading if the overall lifecycle of the *Jobrotation* project from the very beginning to its final conclusion is looked at. The key role of the trade union is prior to the more formal initiatives in connection with the establishment of *Jobrotation* programmes.

## **Establishment of the first *Jobrotation* programme**

### **Why *Jobrotation*?**

The *Jobrotation* programmes in this case study were carried out as part of a larger *ATTAK* project. Although not necessarily the case beforehand *Jobrotation*, there were three reasons in particular from the company's point of view which made *Jobrotation* obvious. Firstly *MM-BUID* could not allow the programme to lead to a substantial decrease in production. The company needed to employ labour to fill the vacuum left by the production staff on courses. Secondly, the company could obtain financial grants (financing of purchase of training and job training grants) by holding the continuing training as a *Jobrotation* programme. Thirdly, the company was growing and looked favourably on the possibility of being able to give permanent employment to the replacements at the end of the rotation project. In this way the company could make sure of the possibility of taking on workers who had part of their upskilling financed by grants.

The advantages of the other parts of the project were also evident. In addition to having the skills of existing and future members upgraded, the *KAD* had a common interest with the public employment service in giving some of the 'weak' groups of unemployed people an opportunity to gain a foothold on the labour

market. The public employment service had an additional interest in attaining the target figures for private job training while the *AOF* gained the holding of an extra training programme – training of the unemployed.

### **Objectives**

There were fundamentally two objectives for the programme – one for the company and another for the unemployed.

In accordance with the *ATTAK* programme, the aim was to obtain a supply of staff for future work and cooperation at *MM-BUID*, to start up a process which would signify changed organisation of work with greater and new forms of co-determination.

In accordance with the aims of the *RAR*, the programme was to ensure to the greatest possible extent that the replacements were kept in the labour market.

### **Motivation**

The *Jobrotation* programmes described here are predominantly targeted at people whose educational background only contains seven to nine years of schooling. In most cases, this target group does not wish to take part in continuing training. Some just want a job which does not demand too much thinking, while others are afraid that replacements will be better qualified, so that the company will prefer them. Many people also feel they are too old to learn anything new. But the main reason in many cases can be traced back to adverse experience from when they were at school. To achieve the desired result from a continuing training effort, it is important to tackle the resistance to the course programme beforehand and motivate people to take part in continuing training.

It is in principle a management task to motivate staff to take part in a programme which, in their judgement, is in the best interests of the company. But the trade union and training institution can support the management in fulfilling this task to a great extent. The trade union movement considers its task to counteract resistance so that weaker groups also become part of the overall training plan.



In addition to information meetings this and other programmes, used a work placement as part of the effort to motivate staff. The teachers/consultants who during the course programme contact those on the course, take part for one to two working days as production trainees. In addition to obtain a deeper insight into the company culture, the teacher is given opportunity to talk about how the training programme is planned, what experience the teacher has from equivalent programmes and what the teacher imagines staff can gain from the programme. Another benefit is that the teacher can show a human face. By entering a context (the work placement) where the teacher is a novice, who has to bow to the knowledge and experience of the staff, the opportunity is given to production staff to build up different expectations of spending time together in the teaching room than when at school. It must be emphasised that the experience of motivating through practical work placements is particularly favourable. If there is a problem, it is that the practical work placement can create or reinforce 'merging' between company and teachers/consultants. This may make it more difficult to maintain an analytical distance from the programme and company (a familiar problem described in more detail in methodological investigations of the action research).

While work placements are a well-known tool for motivating staff, a special effort was made in this programme. All staff, production staff, white-collar staff, technical staff and management, at MM-BUID attended a course – this was a broader target group than could be reached through tried-and-trusted methods. Support groups were set up for groups of personnel, such as production staff, technical staff and white-collar staff. Proposals for course aims and content were discussed in the groups. The groups were responsible for broadening knowledge on the course programme among their particular environments. It was intended through this effort firstly to meet the training needs of the target group as precisely as possible and secondly to foster ownership of the course activity among groups of personnel.

A last positive aspect of the motivation effort was based on the snowball effect the reputation of a good course pro-

gramme creates. With the assistance of management and staff representatives, success was achieved in putting together the first team (out of a total of eight) of people whose only opposition to the programme was healthy scepticism. When they were able to return to the company after a one-week course and report positively on the course programme, motivation clearly rose among the staff.

The motivation effort described above is for the employees of *MM-BUID*. The motivation effort relating to the replacements was less complex – perhaps because unemployed people do not make the same demands on what activities they are entitled and have a duty to take part in. Motivation was encouraged at three information meetings (40 to 50 people per meeting) which the public employment service called and chaired. Also present were representatives of the company (production manager and shop steward for *KAD* members), the *KAD* unemployment insurance fund and the training institution. It was apparent from subsequent comments by replacements that the good opportunity for employment offered by the programme was the major motivating factor.

### Implementation

It would take too long to examine the course programme for employees in this article. The aims and content were too specific to the company to be generally applicable<sup>4</sup>. However, the situation is different for the replacements.

The course programme for replacements consisted of six consecutive weeks under the heading of *Trends in working life from the 50s to today*. This approach was chosen to deepen the understanding of the participants of the speed of change in working life and the forces driving this development.

The teaching was based on three blocks. The first, concerned labour-market conditions and organisation of work from a point of view close to the company – for example labour-market conditions at regional, national and international levels. In relation to the region, a representative from the public employment service talked about the job situation in Roskilde.

***“The trade union movement considers its task to counteract resistance so that weaker groups also become part of the overall training plan.”***

***“In addition to information meetings this and other programmes, used a work placement as part of the effort to motivate staff.”***

<sup>(4)</sup> Readers with an interest in content and methodological considerations and results in connection with the *Jobrotation* programme are asked to refer to the evaluation report for Medstyr 2, which can be requested from the authors of this paper.



***“The course programme for replacements consisted of six consecutive weeks (...). The teaching was based on three blocks. The first, concerned labour-market conditions and organisation of work from a point of view close to the company (...). In the second block, comprised a project-oriented work on a topic they chose (...) The third block focused on cooperation and communication.”***

At the national level, a representative of the *KAD* spoke about how the labour market is developing and how the *KAD* is responding. At the international level, a television broadcast on Denmark's position in the international labour market was taken as a starting-point. The emphasis was on questions such as: what qualifications are in demand? What requirements need to be met for labour to remain competitive in Denmark?

The examination of labour-market conditions was based on the dominant flows in relation to organisational development of companies in Denmark (presentations by the trade-union movement on stimulating work in comparison with a more employer-oriented proposal: the learning organisation).

In the second block, comprised a project-oriented work on a topic they chose: *Conditions as an Unemployed Person in 1998*. The replacements presented their work in the form of a play for representatives of *MM-BUID*, the public employment service and the unemployment insurance fund.

The third block focused on cooperation and communication. The teaching combined presentations on group psychological processes, forms of communication and conflict-solving tools with practical cooperation exercises.

## **Changes from first to second *Jobrotation* programmes**

Procedurally, the establishment of the second rotation programme took place according to the same guidelines as the first. However, some circumstances changed, namely the recruitment procedure for replacements.

### **Recruitment of replacements**

There had been a substantial drop in unemployment in Roskilde since the first *Jobrotation* programme. At the same time, it had been emphasised by the labour market authority that very few departures were accepted from the rule that replace-

ments should be recruited from the group of unemployed people in the reactivation period. These two factors, taken together with generally tighter rules for reactivation, meant that the number of unemployed people who could be recruited as replacements was significantly lower than for the first programme. AOF Greve found, in connection with another *Jobrotation* project, that the situation was so critical that it had to be cancelled.

Faced with this situation, the parties realised that it was necessary to apply more resources to recruit replacements. The public employment service extended the search to other counties, and called more, smaller information meetings (maximum 25 people). The written material ahead of the information meetings was drawn up to be substantially clearer, in terms of both text and layout. The *KAD's* unemployment insurance fund sent out the information material together with requests for payment of membership dues to unemployed members. *MM-BUID* appointed a group consisting of the production manager, the shop steward, an employee who had been on the previous rotation programme and a permanent employee with a Lebanese background to attend the information meetings. The intention was to present a broad picture of the company to potential replacements as possible.

At the information meetings the public employment service talked about the rights and duties of the unemployed, the training institution spoke about the elements in the *Jobrotation* programme (previous training, training practice, job training and ordinary employment) and *MM-BUID* presented the company. The contribution of the employee who had taken part in the previous programme as a replacement aroused particular interest.

After the information meeting, unemployed people indicated whether they were interested in taking part in the *Jobrotation* programme as replacements. Those willing to do so were interviewed by a committee of production staff who assessed whether they should be called for an interview at the company. Despite the extensive and, in the view of the parties involved, successful effort, only 17 of the 18 places for replacements were filled.



## Final considerations

### What qualifications/skills have the staff attained?

The idea underpinning the *Medstyr 2* project was to bring the company and course closer together, so that the players in these two worlds have common responsibility for what takes place in the overall qualification programme. The teachers have been involved in the company, they have been on a work placement and brought together the project groups which led to the second course programme. The company's own staff have been teachers on the course programmes with educational support.

In the second course programme, particular success was achieved in establishing teaching processes which promote a smooth transition between work, course and work again. This confirmed the thesis that the yield from the course programmes is substantially increased when the establishment of such teaching processes is successful.

An analysis of the effect of this rotation programme was made. The conditions were not optimum because in view of the delivery deadline for evaluation of the project, it had to be carried out very close to the end of the courses. Nevertheless it can be seen that the course was found to be fully in line with the company-oriented arrangement of form and content and that the smooth transition was a success.

Cooperation was particularly crucial. Participants have been, to a great extent, concerned with learning and understanding what creates problems and how these are solved. It is clear that the course provided opportunities for some collective reflections among the production staff, and to a lesser, but not modest, extent for personal thoughts on the future in the company.

One in four course participants see a positive difference in cooperation and dialogue with other groups in the company. A substantial proportion believe it has become markedly better. The higher level of information is reflected in the replies to the question on the development proc-

ess. No less than 87% have acquired better knowledge. The desire to keep oneself informed has increased considerably, and it is notable that satisfaction at work is now acknowledged to be related to whether one is involved in product development or not (65%). The commitment of production staff goes so far that around half could imagine making a further contribution to the quality of production. In other words, there is potential here which the courses have assisted in nurturing.

The main responsibility of the teachers is what takes place in the course room and for the management of the company what takes place in the company. That makes some demands on both parties for involvement and prioritisation of time. Time will show whether the responsibility of staff themselves for learning will take second place to their own requirements and the requirements of management for increased productivity, resulting in the new skills, better knowledge of the company, (better understanding of cooperation problems, greater desire to talk about changes and improvements in production) being forgotten or put aside.

### Can Jobrotation programmes create special training provision

Looked at from the point of view of content and pedagogy/methods, *Jobrotation* projects may have many aspects. The projects may have one content or another, apply different pedagogical principles of learning and extend over a shorter or longer period of time. *Jobrotation* projects cannot find a common denominator other than the framework offered by the model. It is therefore appropriate to focus on this framework and ask questions. Do *Jobrotation* projects provide an opportunity for continuing training programmes which cannot be dealt with by other continuing training provision?

From the side of those who have put these projects into practice, the answer is a cautious yes. Cautious because it is always possible to claim that the training provision would be implemented without the financial and organisational backing the *Jobrotation* model offers. However, we are convinced that the majority of the many rotation programmes for which we have been main contractors could not

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***“Looked at from the point of view of content and pedagogy/methods, Jobrotation projects may have many aspects. (...) Jobrotation projects cannot find a common denominator other than the framework offered by the model.”***



***“There are three arguments for the Jobrotation model as a framework for continuing training programmes.”***

***“Jobrotation programmes are particularly well suited as a tool (...) to implement organisational changes at workplaces.”***

***(...) “Jobrotation projects can offer people hit hard by unemployment a route back to the labour market.”***

***(...) “Jobrotation aims at satisfying specific training needs and consequently providing flexible training solutions.”***

have been carried out if the company or companies involved had not received substantial assistance with financing. In this connection it is essential to remember that the groups at which our programmes have been aimed for the most part consisted of unskilled women. The target group is almost by definition threatened by marginalisation from the labour market, and paradoxically very small amounts of training money have been devoted to the group. There are three arguments for the *Jobrotation* model as a framework for continuing training programmes.

*Jobrotation* programmes are particularly well suited as a tool (one of several) to implement organisational changes at workplaces. Changes towards a flat structure in the company and increased autonomy for production staff are well served with a training supplement. It is not enough for a few to receive the relevant continuing training – all staff have to find ‘new legs to stand on’ and are confronted with the responses to change. The *Jobrotation* model provides an opportunity for the provision of continuing training not to be reserved for the few but offered to all staff.

Tackled correctly and with the necessary backing from employers, *Jobrotation*

projects can offer people hit hard by unemployment a route back to the labour market. In the rotation programmes discussed above, the replacements were involved in the course programme for the permanent employees. During the course programmes, the replacements were preferred because, as new arrivals, they were constantly surprised by the ‘that’s how we’ve always done it’ views which characterise every company culture. Being new and inexperienced, which in many contexts is seen as a drawback, was clarified as an unappreciated resource. All the replacements who took part in the rotation programmes were offered permanent employment, and by far the majority are working in the company today.

The model for *Jobrotation* aims at satisfying specific training needs and consequently providing flexible training solutions. The programmes described above illustrate this. It is difficult to see the training courses forced into the templates of planned courses of employment training (*AMU*) or technical schools. In times when companies regard flexibility as a major competitive parameter, it is reasonable that the same demands are made for the performance of training institutions. *Jobrotation* provides an opportunity to meet specific training needs.





# *Jobrotation* as a new concept combining learning and work

## German and Danish experience

### Introduction

It was clear even before reunification that in Germany unemployment is more than just a temporary problem caused by economic factors. Processes of structural adaptation associated with extensive job cuts appear to have become an unavoidable part of global competition.

Enterprises' requirements for more flexible forms of working and greater worker mobility are increasingly accepted by society as being the necessary "price" of successful participation in global competition.

All the concepts currently found in labour market policy involving active support for the labour market and (re)activation of the unemployed are based on the assumption that paid employment has a future. However, the personnel policy adopted by many enterprises particularly affected by global competition and large-scale mergers shows clearly that it is less possible than ever to take for granted that potential workers have access to and can remain in paid employment. As a result of this the status of employment vis-à-vis participation of the individual in society and societal consensus is tending to rise.

An analysis of labour market statistics makes it clear that the unemployment rate can be reduced only by tackling long-term unemployment.

In the past few years politicians have recognised that the *Jobrotation* concept, ini-

tially developed in Denmark and described below, offers a structure for labour market transitions that is a flexible combination of effects in terms of labour market, working time and vocational training policies. The European Commission too has underlined in its employment guidelines that *Jobrotation* is an internationally recognised model of best practice, which can be used to improve both the employability of workers and the (re)integration of unemployed people.

*Jobrotation* is characterised by the flexibility of the tools involved. From the outset, its Danish "inventors" fought against describing it as a "model" for employment or skills training policy. Instead, the approach involves a creative combination of skills training, job creation and financing options, which can be used to achieve a fair balance between the rafts of objectives of enterprises, employees and job seekers relating specifically to the labour market and skills training, provided that the appropriate structural framework conditions are created.

### ***Jobrotation* and active labour market policy in Denmark**

In the past few years, 1.3% of the working population and 3% of unemployed people have been covered by *Jobrotation* programmes in Denmark. Hence these programmes are relatively important in the context of active labour market policy.



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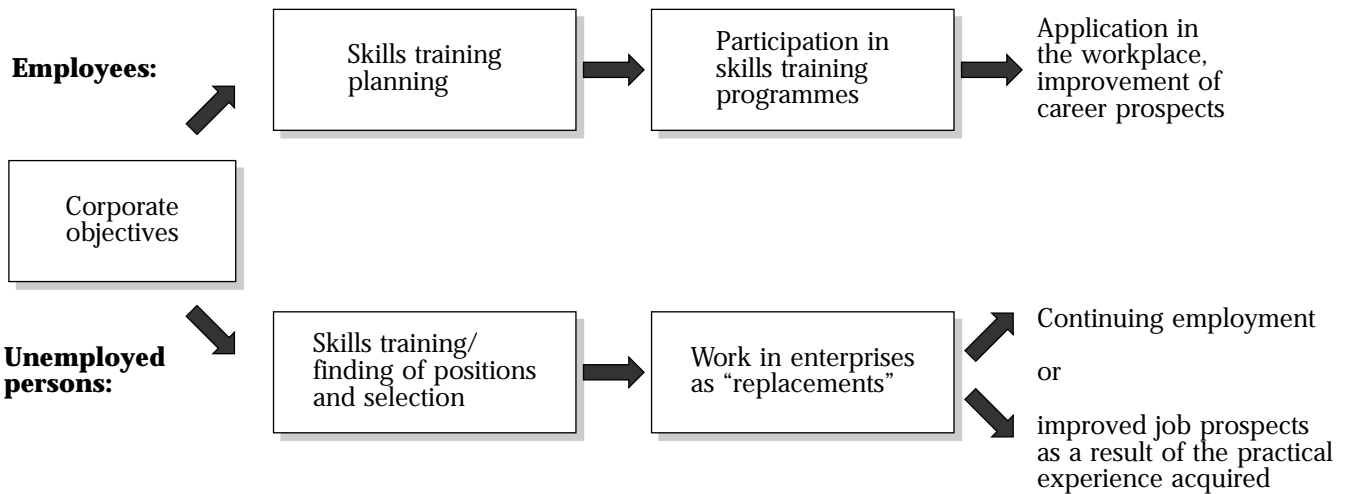
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**Table 1**

**Jobrotation: the principle**



Source: Jobrotation in Deutschland. Eine bundesweite Auswertung. ADAPT Publication. Bonn/Berlin January 2000

**(...) “over 60% of unemployed persons who participated in programmes as replacement workers subsequently entered permanent employment.”**

The significance of *Jobrotation* in reducing unemployment in Denmark from 12% (300,000 people) in 1993 to under 6% in 1999, should not be overestimated. Nevertheless, it certainly played a part in reducing the level of unemployment, given that over 60% of unemployed persons who participated in programmes as replacement workers subsequently entered permanent employment.

The part played by *Jobrotation* in growth in employment in Denmark must be seen above all as having been of historic significance. At the end of the 1980s, unemployment was high and increases inevitable. Many new initiatives flourished in this situation. The question was: when unemployment is so persistent, why should recipients of unemployment benefit remain permanently available for work yet inactive, as they can be offered only very few possibilities of work?

As an alternative, it would be better for unemployed people to participate in full-time vocational training programmes.

However in Denmark, politicians aimed to improve the skills of the entire working population, to meet challenges posed by new information communications technologies and growing international competition. Consequently, increasing employee participation in continuing voca-

tional training programmes was also put on the agenda. Financing tools were also created for employees, enabling them to participate in training programmes and take “training leave”.

This trend was supported by collective agreements. In the early 1990s, in some European countries several large trade unions reached agreements that made it possible for employees to be given one or two weeks off a year for vocational training purposes. The social partners also recommended training committees be set up at enterprise level, to promote planning of training.

The developments described and, in particular, the combination of statutory and collectively agreed rules for the benefit of employees and the unemployed constituted the starting point for the *Jobrotation* model, which did not become an officially recognised until 1994.

**The basic Jobrotation model**

The idea underlying *Jobrotation* combines continuing vocational training for employees with work experience for unemployed people, through a job that temporarily becomes available while the employee takes part in continuing training. The dia-



gram below illustrates this basic principle (see table 1).

The persuasive aspects of this principle are its ability to adapt to varied conditions. It provides opportunity to combine, at least partially, employment, labour market, continuing training and corporate objectives that are initially very heterogeneous and, in some cases, even contradictory.

The list below is an example of potentially harmonised objectives when *Jobrotation* is used:

Benefits for enterprises:

- (a) employees acquire skills and become more motivated;
- (b) very little, or no, production is lost while employees are being trained;
- (c) employee turnover and sick leave are reduced;
- (d) productivity increases, and quality and competitiveness improve;
- (e) employment of a replacement worker removes the need for expensive and time-consuming employee selection procedures and familiarisation processes.

Benefits for employees:

- (a) employees improve their status on the labour market by means of continuing training;
- (b) they become more flexible and adaptable and enjoy their work more;
- (c) job satisfaction increases.

Benefits for unemployed replacement workers:

- (a) unemployed people acquire additional skills;
- (b) they obtain vocational experience and can build up contacts;
- (c) they have a break from unemployment;
- (d) their prospects of labour market (re)integration improve.

Experience in Denmark has shown that these heterogeneous objectives cannot always be successfully combined.<sup>1</sup> Major differences were found in the organisation and the aims, motives and expectations of participants. It was important for enterprises to be in close contact with training institutions, the public employment service and trade unions in the region. The project was twice as successful in public enterprises as in the private sector and was particularly successful in medium-sized enterprises (100-200 employees). It was also particularly successful when enterprises developed their own initiative and had a specific continuing training strategy. The optimum ratio of employees given leave of absence to replacements was 1 to 4, particularly when previous skills training and lengthy familiarisation preceded the replacement period.

### Opportunities for replacement workers

*Jobrotation* makes it possible to tackle objectives both in skills training for employees and (re)integration of the unemployed, two fields which are normally separate in other countries.

For replacement workers, the programme gives them a break from unemployment, acquire vocational experience and chance to build up contacts. They acquire additional skills, while preparing for working as replacements. Experience in Denmark and Germany has shown that this significantly improves their prospects of (re)integration into the labour market.

(Re)integration takes two forms. Either the replacement worker is offered further employment after the employee returns, or their job prospects improve as a result of the experience acquired during the replacement period. Information on the position of replacement workers can be found in the first national evaluation report on *Jobrotation*.<sup>2</sup>

Three aspects of the experience acquired to date are of importance in assessing the effectiveness of *Jobrotation*.

*Jobrotation* is not a universal panacea for mass unemployment. Owing to the meas-

***“The persuasive aspects of (Jobrotation) are its ability to adapt to varied conditions. It provides opportunity to combine, at least partially, employment, labour market, continuing training and corporate objectives that are initially very heterogeneous and, in some cases, even contradictory.”***

***“Experience in Denmark has shown that these heterogeneous objectives cannot always be successfully combined.”***

***“The project was twice as successful in public enterprises as in the private sector and was particularly successful in medium-sized enterprises (100-200 employees).”***

(<sup>1</sup>) Cf. an evaluation of 26 Danish *Jobrotation* projects by the DTI (Danish Technological Institute) in March 1999

(<sup>2</sup>) National ADAPT support office in the Federal Institute for Employment (publ.). *Jobrotation in Deutschland – Eine bundesweite Auswertung*, Bonn/Berlin 2000.



***“The higher the (unexploited) potential of unemployed participants for acquiring skills, the more effective Jobrotation is. Only then can they replace employees in key positions.”***

***“A key problem in implementing Jobrotation is financing. The framework conditions are more difficult in Germany than Denmark or other Scandinavian countries.”***

ure’s complexity, its success is far more dependent than other tools on precise matching of its design to the expectations of all involved (enterprises, employees needing training, replacement workers, training and labour market institutions).

The higher the (unexploited) potential of unemployed participants for acquiring skills, the more effective *Jobrotation* is. Only then can they replace employees in key positions. Otherwise, replacement workers can only be used at the end of a chain of processes within the enterprise, making skills training less effective.

A fundamental aspect of *Jobrotation* is recognition that the measures should always contain an element of skills training for the replacement workers. They should be able to obtain a recognised certificate on completing their skills training and replacement period. This involves a challenge for training institutions to structure their skills training provision in such a way that the tasks taken on in the replacement period are included in the overall programme as learning processes. This way the overall result achieved is of practical relevance and can be applied in future employment.

### ***Jobrotation in Germany***

The first *Jobrotation* project was launched in Berlin in 1996 in the framework of the European Community’s ADAPT initiative and was instigated by SPI ServiceGesellschaft. The aim was to offer continuing training to employees of small and medium-sized enterprises. Often they find it almost impossible to take part in longer-term continuing training, six months or more, for company reasons. In the first scheme, some 120 employees received continuing training. The same number of unemployed people received skills training in a vocational training programme and were used as replacement workers.

Once the first project in Berlin was completed, *Jobrotation* expanded considerably in Germany.<sup>3</sup> There are currently 25 projects in Germany. All the German *Länder* are either involved in or planning *Jobrotation* projects. The duration of projects ranges from six to 39 months.

A total of 740 SMEs are participating in the current projects, with 2,032 employees having been given leave of absence for continuing training purposes and 968 replacement workers having been employed in the enterprises.

The average duration of skills training for the employees given leave was 6.7 weeks. Of the training content, 57% was specialised and 43% was inter-disciplinary. Replacement workers received an average of 14.3 weeks of skills training and subsequently worked in the enterprises for an average of 10.8 weeks.

A key problem in implementing *Jobrotation* is financing. The framework conditions are more difficult in Germany than Denmark or other Scandinavian countries. Five financing issues have to be clarified, through complicated systems of composite financing. These are the financing of the:

- (a) project management;
- (b) continuing training for employees given leave of absence;
- (c) employees’ wages and salaries in the course of the programme;
- (d) preparatory skills training for replacement workers; and
- (e) replacement workers’ subsistence.

In the German model projects, some 69% of project management funding came from the European Social Fund (ESF). Funds were also provided by the *Länder* and the organisations implementing the projects. Around 80% of the funding of continuing training of employees also came from the ESF. In 20% of the projects, the enterprises participating were solely responsible for continuing training costs.

In all cases, the wages and salaries of employees given leave of absence continued to be paid by their employers.

Funds based on the *Social Security Code (SGB III)* predominated as regards financing the cost of skills training and subsistence for replacement workers. Depending on the requirements and nature of the individual scheme, unemployment benefit, unemployment relief or maintenance allowance was paid. To a limited extent (some 10 to 15% in each case), European funding and funding under the heading

<sup>(3)</sup> The information that follows is based on the evaluation report cited in endnote 1



of the *Bundessozialhilfegesetz* (Federal Public Assistance Act) was added.

The complexity of financing makes it clear that, once the European subsidies stop, *Jobrotation* can only survive if the necessary preconditions (laws and regulations) are put in place at national level.

### **The future of *Jobrotation* in Denmark (problems and prospects)**

The value of *Jobrotation* as a tool for combating unemployment essentially depends on the economic situation of the enterprises concerned and their personnel policy. The question is whether an enterprise is interested in integrating unemployed people or only in continuing training for its own workforce. If the latter is the case, replacement workers are only appointed to replace employees taking part in continuing training. Both strategies have been encountered in Danish enterprises in the past. The ratio of replacement workers to employees indicates the corporate strategy prevailing. The higher the number of replacement workers in relation to employees given leave of absence, the more the objective of training its own workforce predominates from the enterprise's point of view. In Denmark, until the mid-1990s the ratio was one replacement worker to two employees, but in the late 1990s the ratio increased to one replacement worker to four employees.

The tendency for the ratio to increase in Denmark conceals a change in the priorities of the enterprises involved in using *Jobrotation*. They are less concerned about increasing the skills of their unskilled employees, and instead tend to focus on relatively short-term programmes imparting enterprise-specific and inter-disciplinary skills to a large number of employees.

However, this does not explain the current trend in *Jobrotation* schemes in Denmark.

The decreasing interest in using *Jobrotation* can also be interpreted as resulting from the good employment situation in

Denmark. There is now talk of "bottleneck" problems and complaints of a general lack of good, permanently employable workers.

With regard to the *Jobrotation* model, employers have begun to complain employment offices are unable to provide unemployed people sufficiently skilled and motivated to serve as replacement workers. At the same time, the current labour market situation makes it particularly difficult for enterprises to find skilled workers. Consequently, their first priority is generally to improve the skills of their whole workforce.

In implementing this strategy, enterprises can continue to make good use of *Jobrotation*, but of variants in which five times as many employees as unemployed persons are involved in the scheme. However, the employment situation must not be so "good" that skilled replacement workers can no longer be obtained. It is important to note that in Denmark, the balance between the various objectives of *Jobrotation* is shifting away from labour market policy towards industrial policy.

Even though *Jobrotation* still has a skills training function, there has been a shift away from the egalitarian objective of concentrating on vocational training for the unemployed and for unskilled workers, towards the aim of offering all employees continuing training, without taking account of differences in previous education and skills training.

Hence Denmark is moving away, at least as regards a model labour-market-policy tool, from an egalitarian training policy geared to the welfare state to objectives geared more to corporate and competition policy.

### **The future of *Jobrotation* in Germany (problems and prospects)**

After just under five years' experience of *Jobrotation* projects in Germany, it can be concluded that either it is rejected as unsuitable for Germany, or the framework conditions for its use must be created.

***"In Denmark, until the mid-1990s the ratio was one replacement worker to two employees, but in the late 1990s the ratio increased to one replacement worker to four employees."***

***Enterprises (...) "are less concerned about increasing the skills of their unskilled employees, and instead tend to focus on relatively short-term programmes imparting enterprise-specific and inter-disciplinary skills to a large number of employees."***

***(...) "Denmark is moving away, at least as regards a model labour-market-policy tool, from an egalitarian training policy geared to the welfare state to objectives geared more to corporate and competition policy."***



***(...) “it is important to consider the whole range of experience from the pilot projects. They give a good picture of the main shortcomings of continuing training in Germany.”***

***“Regulations covering leave of absence for training purposes are inadequate and restrictive.”***

***“Financing structures for continuing vocational training, especially in enterprises, are inadequate and restrictive.”***

***“Amendments need to be made (...) to improve the status of replacement workers and offer (...) an adequate financial incentive (...)”***

***“It is important to eliminate restrictions on the use of Jobrotation”***

***(...) “it is particularly important to think about organisational structures to facilitate rapid development of appropriate Jobrotation projects.”***

At the end of March the German Press Agency reported that North Rhine-Westphalia had become the first *Land* to put the *Jobrotation* model into regular operation. The *Land* labour minister announced that the overwhelming success of *Jobrotation* had persuaded all involved to develop it into a regular service. A crucial factor in the transition to regular operation was the fact that the *Länder* pay half the continuing training costs of employees given leave of absence by enterprises, i.e. paying costs met by the EU in the pilot stage.

Although this first step is very good news, particularly since similar decisions are expected in other *Länder*, it is important to consider the whole range of experience from the pilot projects. They give a good picture of the main shortcomings of continuing training in Germany.

Regulations covering leave of absence for training purposes are inadequate and restrictive. This is the reason why for many years insufficient use has been made of state and collectively agreed regulations on training leave.

Financing structures for continuing vocational training, especially in enterprises, are inadequate and restrictive. For decades they have been characterised by separation of continuing training fields. This reflects claims to sole representation on the part of central industrial associations in all matters of continuing training in enterprises, and a persistent lack of involvement on the part of public authorities in this field. The Netherlands, often praised as an enclave of healthy cooperation with a sense of responsibility displayed by the social partners, has an efficient tool for implementing *Jobrotation* schemes, with extensive continuing train-

ing funds in the various sectors. In Germany, collectively agreed regulations, already successfully put in place in some areas, and amendments to the *Betriebsverfassungsgesetz* (Works Constitution Act) could provide for *Jobrotation*.

Amendments need to be made to SGB III, to improve the status of replacement workers and offer unemployed persons acting as replacement workers an adequate financial incentive via supplementary benefits.

It is important to eliminate restrictions on the use of *Jobrotation* resulting from European co-financing. The conditions imposed on the award of such financing reduce the flexibility with which opportunities offered can be used. For example, the restriction to SMEs, which prevents it from being used in precisely those enterprises that have experience of integrating organisational, personnel and skills training development, and in which it would be easiest for replacement workers to be taken on after the replacement phase).

At this time, when there are prospects of *Jobrotation* being extended and put into regular use, it is particularly important to think about organisational structures to facilitate rapid development of appropriate *Jobrotation* projects. There is a need to develop functioning regional networks in which associations, chambers and guilds, employment and welfare offices, the social partners, training institutions and, of course, enterprises regularly exchange experience and initiate new measures. The question is also whether the use of replacement workers can be structured more efficiently by creating a pool of potential replacement workers and preparing them with skills training.



# Conclusion

Naturally the little compilation we have presented in this issue of the European Journal does not cover the issue of *Jobrotation* in its entirety.

With only two exceptions (Athanasios Papathanassiou and Patrick Guilloux), it is Danish and German experiences of and views on *Jobrotation* that are presented here, even though *Jobrotation* is practised in 14 of the 15 EU Member States. The *EU JobRotation International Association*, which brings together many of the organisations promoting *Jobrotation* in Europe and which has, since 1996, been helping to popularise *Jobrotation* as a tool, with support from European funding, campaigns for *Jobrotation* without any fanaticism or sectarianism. Naturally this Association has a website – <http://www.eujob.dk/> – which contains details of network leaders in all the EU Member States. The *EU JobRotation International Association* publishes, inter alia, a newsletter that can be downloaded from [http://www.eujob.dk/pages/eu\\_lett.html](http://www.eujob.dk/pages/eu_lett.html).

Thus a visit to the Association's website will usefully supplement the articles in this issue of the European Journal.

Though our compilation makes no claim to be complete, composed as it is of articles selected by the Journal's independent reading panel in accordance with scientific and academic criteria, it does nevertheless provide a fairly detailed report of the advantages and benefits of *Jobrotation* as well as its problems, and the steps that need to be taken to ensure its future development.

Without going into detail, since this point is already clearly established in the articles published here, nonetheless I must again emphasise that *Jobrotation* is neither a simple market tool enabling a solution to be found to the long-term unemployment of low-skilled persons, nor

a simple continuing training tool enabling firms to maintain and expand their employees' skills without holding up production. In fact, *Jobrotation* links training policy and employment policy; it enables a limited solution to be found to the big question of the relationship between training and employment; it is versatile enough to be adapted for use in large and small enterprises, with skilled and low-skilled workers, in industrial sectors and the service sector; it can serve in times of high unemployment as an instrument for combating long-term unemployment, and in times of full employment as an instrument for continuous retraining of the labour force and for combating skills bottlenecks.

It is a basic instrument for lifelong training. It enables continuing training to penetrate to the heart of small enterprises which have hitherto been unable to become part of the *culture of continuing vocational training* (CVT) because their production activities become disorganised when their employees leave for training. It enables companies to adapt flexibly in line with the technological and organisational changes that characterise our current production methods. And finally, it gives an impetus to the whole workforce, including employees who do not go for outside training, by making the entire firm accept the need to organise itself differently in order to integrate replacement workers from outside. As for the replacement workers themselves, the benefits they offer include looking at the company with a fresh eye, in a manner capable of calling into question some of the barriers and obstacles impeding the integration of technological developments.

If *Jobrotation* offers so many benefits, why is it not growing faster in Europe than is the case? Why has it not become part of the basic toolkit of the training/employment relationship? The reason why

***“If Jobrotation offers so many benefits, why is it not growing faster in Europe than is the case? Why has it not become part of the basic toolkit of the training/employment relationship? The reason why Jobrotation is developing so slowly is that it tends to attract resistance from the various players involved.”***



***“As far as possible, regulations specific to Jobrotation need to be put in place in every country, providing for training leave and for financing appropriate to players of all types.”***

*Jobrotation* is developing so slowly is that it tends to attract resistance from the various players involved. As we have already pointed out, the SME culture has not yet incorporated CVT, while in large enterprises the employees themselves are very reluctant to take part in a measure whose principle involves replacement workers doing their jobs, thus proving that nobody is irreplaceable. As for the authorities, they are not prepared to use a tool which “goes over their heads”. The authorities are compartmentalised into fields of action – such and such a ministry or such and such a department of the ministry or even such and such an office in the department takes action in employment-policy matters, while a different department or office takes action in vocational training matters. By its very nature, an “*employment/training*” tool does not fall completely under any one authority and requires agreements and negotiations between authorities, something that is wholly incompatible with the usual bureaucratic processes. When a *Jobrotation* experiment is initiated, it becomes a bureaucratic headache, seeking funding from as many different sources as there are players involved – the unemployed people receiving training to update their skills, the unemployed people acting as replacement workers, the employees released for training (training costs and wage costs), the body responsible for the *Jobrotation* measure, etc.

If we are persuaded of the benefits of *Jobrotation* and if we wish to ensure its sustainable growth in Europe, how can we ensure that all this resistance does not end up stifling it? Sørensen and Grünwald agree with the conclusions of Agora 8 on this point. *Jobrotation* can only develop

on condition that it continues to be a measure that is easy for enterprises, employees and the unemployed to access, not stifled by bureaucratic rules, and with rapidly accessible financing. This means that as far as possible, regulations specific to *Jobrotation* need to be put in place in every country, providing for training leave and for financing appropriate to players of all types. Lastly, and above all, a single operator needs to be specified in every country, and a one-stop shop needs to be opened, financed from appropriate national resources, and taking on responsibility for all the problems of *Jobrotation*, from the search for replacement workers to training for employees on training leave. The experience gained with financing of the initial experiments by the European Community (ADAPT) shows that without financing from a motivated (and strongly committed) project manager, *Jobrotation*-type operations have soon come to nothing because of the complexity of the arrangements involved. Here, the *EU Job-Rotation* International Association and the various bridgeheads of its network could form an initial nucleus, around which these organisations responsible for *Jobrotation* in the countries of Europe could be established, with a threefold aim: to promote *Jobrotation* to enterprises, to make it as simple and as non-bureaucratic as possible for companies, their employees and the unemployed, and to negotiate with and advise the authorities on drawing up and amending national and local legislation vis-à-vis *Jobrotation*. While it would appear necessary and unavoidable for the network to receive European financing, local *Jobrotation* structures should, of course, be financed by the Member States concerned or indeed by the regions themselves.



## Europe International

### Information, comparative studies

#### **Corporate social responsibility: partners for progress.**

Organisation for Economic Co-operation and Development - OECD

Partners for Progress: Towards a new approach to Corporate Social Responsibility Paris. 2000

Paris: OECD, 2001, 149 p.

(Governance)

ISBN 9264195122

Corporate Social Responsibility (CSR) is business's contribution to sustainable development. Today, corporate behaviour must not only ensure returns to shareholders, wages to employees, and products and services to customers, it must also respond to societal and environmental concerns. Local cultures are a countervailing force to the global economy and the struggle between the forces of global commerce and the interests of local cultures brings with it new politics. In overcoming the hurdles of social responsibility, all partners and sectors need to be committed to adhere to a coherent social strategy in the interest of society as a whole. Through partnerships with labour, NGOs, and communities, corporations contribute to tackling social exclusion and other inner city problems in order to define and implement innovative solutions for policy dialogue to meet the social challenges at the local level. This book provides a comprehensive overview of Corporate Social Responsibility experiences and practices at the local level. It illustrates that partnerships provide a powerful mechanism for helping firms become more socially responsible. It includes interventions from the Conference 'Partners for Progress - Towards a new approach to Corporate Social Responsibility', held in Paris in November 2000 and is essential reading for policy-makers, NGOs, business, and all local actors involved in the issues of sustainable development.

#### **Education at a glance: OECD indicators 2001.**

Organisation for Economic Co-operation and Development - OECD

Centre for Educational Research and Innovation - CERI

Paris: OECD, 2001, 412 p.

ISBN 9264186689

Across OECD countries, governments are seeking policies to make education more effective while searching for additional resources to meet the increasing demand for education. The OECD education indicators enable countries to see themselves in the light of other countries' performance. The 2001 edition of Education at a Glance - OECD Indicators provides a rich, comparable and up-to-date array of indicators. The indicators represent the consensus of professional thinking on how to measure the current state of education internationally. They provide information on the human and financial resources invested in education, on how education and learning systems operate and evolve, and on the returns to educational investments. The thematic organisation of the volume and the background information accompanying the tables and charts make this publication a valuable resource for anyone interested in analysing education systems across countries. This year's edition of Education at a Glance includes new indicators on: how the levels and distributions of student achievement have evolved; the incentive structures governments offer to attract and retain qualified teachers; the use of information and communication technologies in the teaching-learning process; public subsidies and transfers for education and their beneficiaries; and participation in skill improvement among the employed population. Finally, for many indicators, a significantly larger number of OECD countries are now providing data. Through the World Education Indicators programme, a wide range of non-member countries have also contributed to this year's edition of Education at a Glance, extending the coverage of some of the indicators to almost two-thirds of the world population.

*The data underlying the OECD*

### Reading selection

*This section has been prepared by*  
**Anne Waniart,**  
*and the Documentation Service with the help of members of the national documentation network*

*This section lists the most important and recent publications on developments in training and qualifications at an international and European level. Giving preference to comparative works, it also lists national studies carried out as part of international and European programmes, analyses of the impact of Community action on the Member States and national studies seen from an external perspective.*



*education indicators are accessible via the Internet at: <http://www.oecd.org/els/education/ei/index.htm>.*

**European perspectives on cultural policy: cultural policy reviews, requirements for a sustainable cultural policy / Christopher Gordon and Simon Mundy.**

United Nations Educational, Scientific and Cultural Organisation - UNESCO  
Paris: UNESCO, 2001, 117 p.  
ISBN 92-3-103771-4

'When culture is understood as the basis of development, the very notion of cultural policy has to be considerably broadened. Any policy for development must be profoundly sensitive to and inspired by culture itself.' This is one of the far-reaching conclusions of the Report entitled 'Our Creative Diversity'. It has long been part of UNESCO's clearing-house functions to convey fresh thinking to the general public around the world. The Organization has accordingly turned to Christopher Gordon and Simon Mundy, inviting them to bring their acumen and experience to bear on the matter of cultural policy reviews and requirements for a sustainable cultural policy. This book marks both an end and a beginning: the former inasmuch as it denotes the maturing of lengthy reflection on the part of a considerable number of individuals and institutions world-wide, and the latter in that it maps out a course for cultural policy design and application for the years to come.

**Evaluation and the invisible student: theories, practice and problems in evaluation distance education provision / Peter Gilroy [et al.]**

Quality Assurance in Education, Vol. 9, No 1 (2000), p. 14-22  
Bradford: MCB University Press, 2001  
ISSN 0968-4883;

Making sure that a higher education distance learning course meets student expectations is critical to ensuring the quality of the student experience. Judging whether a course delivers to its promise is a particular challenge when the course is delivered by distance learning and there is no regular face-to-face contact with stu-

dents, the more so when courses are faced with alternative conceptions, and external audits, of quality. The paper identifies the contested nature of quality, examines models of evaluation, relates them to existing forms of evaluation facing education courses, and offers an alternative constructivist approach based on the notion of a service template.

**Innovative networks: co-operation in national innovation systems.**

Organisation for Economic Co-operation and Development - OECD  
Paris: OECD, 2001, 340 p.  
(Science and innovation)  
ISBN 9264195483

This book analyses the role of networks in innovation and technology diffusion. It reviews policy initiatives to promote efficient networking in selected OECD countries, and draws the main implications for public policy. It provides both fresh conceptual insights and new factual information on this important mechanism of innovation-led growth.

**Innovative people: mobility of skilled personnel in national innovation systems.**

Organisation for Economic Co-operation and Development - OECD  
Paris: OECD, 2001, 149 p.  
(Science and innovation)  
ISBN 9264195416

The mobility of qualified labour, between and among the public and private sectors, is a vital mechanism for diffusing tacit knowledge within local, national and global innovation systems. Based on new empirical evidence, this publication compares the rates and patterns of mobility of high-skilled labour in a sample of OECD countries. It also documents the rapid internationalisation of this form of knowledge flows and provides guidance for the improvement of internationally comparable statistics in this area.

**International Initiatives and trends in quality assurance for European higher education / Campbell, Carolyn; van der Wende, Marijk.**

European network for quality assurance



in higher education – ENQA

Helsinki: ENQA, 2001, 37 p.

ISBN 951-98680-0-3

ENQUA, E-mail: enqa@minedu.fi., URL:

<http://www.enqa.net/>

The focus of the report is on mapping in particular those initiatives and processes relevant in the field of quality assurance and recognition beyond those undertaken at the national level. Accordingly the report will complete the already existing state-of-the-art reports on quality assurance in EU and EEA countries. Furthermore it provides an analysis of the issues affecting the debate on quality assurance in Europe. The report does not intend to provide the answers, but to identify the key issues and sketch the main questions to be answered.

URL: [http://libserver.cedefop.eu.int/vetelib/euorg/enqa/2001\\_0003\\_en.pdf](http://libserver.cedefop.eu.int/vetelib/euorg/enqa/2001_0003_en.pdf)

**Innovationen nationaler Berufsbildungssysteme von Argentinien bis Zypern: Berufsbildungsprofile im Blickfeld des Internationalen Fachkräfteaustausches (IFKA) / Wolfgang Hellwig, Uwe Lauterbach, Botho von Kopp (Eds.).**

**[Training innovation from Argentina to Cyprus: occupational profiles and international exchange of highly-skilled staff]**

Carl Duisberg Gesellschaft - CDG

Baden-Baden: Nomos Verlags-Gesellschaft, 2001, 226 p.

(publication series of the Carl Duisberg Gesellschaft, 11)

ISBN 3-7890-7556-6

Training innovation, occupational profiles and international exchange of highly-skilled staff. the publication includes profiles of the vocational training systems of the following countries: Argentina, Australia, Brazil, Bulgaria, Chile, China, Denmark, Finland, France, Greece, United Kingdom, Indonesia, Ireland, Italy, Japan, Canada, Korea, Malaysia, Norway, Austria, Poland, Romania, Russia, Sweden, Switzerland, Slovakia, Spain, South Africa, Taiwan, Thailand, Czech Republic, Turkey, Hungary, United States, Vietnam and Cyprus.

**Investing in competencies for all: communiqué / meeting of the OECD education ministers.**

Organisation for Economic Co-operation and Development - OECD

Paris: OECD, 2001, 7 p.

When OECD Education Ministers met in Paris on 2-4 April 2001, the theme for their meeting was 'Investing in competencies for all'. This puts the focus more directly on outcomes, rather than inputs. Under this new mandate, OECD expects to work during 2002-2006, among other things, on: the competencies required for effective participation in a knowledge society; new and more comparable indicators of competencies and of lifelong learning, with a particular focus on adult competencies; strategies for developing and enhancing competencies (covering changes in teaching, teacher recruitment and professional development, and the formal and informal settings for teaching and learning); strategies for financing investment in the development of competencies; contributions of human and social capital to economic growth and individual and social well-being; research and innovation related to the knowledge society .

**Learning for life / Homma Masao.**

Look Japan, Jul 2001, p. 1-17

[S.l.]: Look Japan, 2001

In this education special, Homma Masao, director-general of administration at Kyoto University and for many years an influential figure in the shaping of education policy, reviews ongoing change in the national system. Homma highlights the new emphasis being placed on diversity and individuality in schools and on the promotion of lifelong learning.

URL: <http://www.lookjapan.com/LBcoverstory/01JulyCS.htm>

**Linkages between vocational education and training providers and industry / Jihee Choi [et al.].**

National Centre for Vocational Education Research - NCVER; Korea Research Institute for Vocational Education and Training - KRIVET

Adelaide: NCVER, 2001, 116 p.

ISBN 0873976991



This volume is a collection of papers from the Korea-Australia Joint-Seminar on Vocational Education and Training, Seoul, Republic of Korea, 10 November 2000. This publication provides summaries of case studies which have examined the linkages established between a selection of Australian / Korean training providers and enterprises in the hospitality and tourism, electronics and information technology industries. Benefits and difficulties are looked at for each case study.

**Policy borrowing: lessons from European attempts to transfer training practices / Jill Turbin.**

Leicester: CLMS, 2001, 35 p.

(Working paper, 27)

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Globalisation has provided an impetus to the borrowing of policies and 'best practices' between countries. This paper looks specifically at such borrowing in the field of Vocational Education and Training (VET). Using case study data drawn from a wider evaluation of a European Programme, it demonstrates some of the barriers encountered when attempting to transfer training principles, practices and delivery systems from one country to another. Whilst acknowledging the importance of 'learning' at a broader level, the paper argues that VET systems are embedded within a wider societal, institutional and cultural context that limits the success of transfer.

*URL: [http://www.clms.le.ac.uk/WWW/publications/wkpapers/working\\_paperNo27.pdf](http://www.clms.le.ac.uk/WWW/publications/wkpapers/working_paperNo27.pdf)*

**Quality Assurance in Nordic higher education: accreditation-like practices.**

European network for quality assurance in higher education - ENQA

Helsinki: ENQA, 2001, 38 p.

ISBN 951-98680-2-X

*ENQUA, E-mail: [enqa@minedu.fi](mailto:enqa@minedu.fi),*

*URL: <http://www.enqa.net/>*

A group of member agencies from the Nordic countries joined in 2000 in a common project to analyse the concept of accreditation and identify accreditation procedures and similar practices. The agencies involved were the Danish Evaluation Institute, The Finnish Higher Education Evaluation Council, the National Agency for Higher Education, Sweden and the Network Norway Council. The project has resulted in a report that provides a clear account of Nordic thinking on accreditation and evaluation, but also contains a very coherent and understandable general account of the various issues surrounding accreditation and evaluation at the present time.

*URL: [http://libserver.cedefop.eu.int/vetelib/euorg/enqa/2001\\_0001\\_en.pdf](http://libserver.cedefop.eu.int/vetelib/euorg/enqa/2001_0001_en.pdf)*

**Quality standards for evaluating multimedia and online training / Lynette Gillis.**

American Society for Training and Development;

Virginia: ASTD, 2001, 240 p.

This book helps organisations select the most effective training programs from off-the-shelf courseware. It offers a rating scheme for comparing design features in different programs. The standards can also be used in preparing requests for proposals for e-learning or for formative evaluation. Includes six evaluation booklets, usability tests for learners, and tracking sheets.

**Towards the goal of full employment: trends, obstacles and policies / Peter Richards.**

International Labour Office - ILO

Geneva: ILO, 2001, 143 p.

ISBN 92-2-111389-2

This insightful study provides an excellent overview of the current global employment situation, and examines the effectiveness of existing policies and how many of them fall short in today's economic climate. It presents employment realistically as a complex issue, and helps readers to see it not just in terms of income and economic growth, but also as highly dependent on national circumstances and institutions. Throughout the volume, special emphasis is placed on



issues of employment equality - such as freedom of association and workers' participation, and non-discrimination and equal opportunity. In particular, the study demonstrates how ILO standards and recommendations, which effectively set the parameters for national employment strategies, can help improve the world employment situation by encouraging a comprehensive approach to policy issues. In a section concentrating on developing countries, Towards the Goal of Full Employment reviews determinants of growth, labour demand and poverty alleviation. It also includes critiques of certain policies and discusses the ILO's contribution to ensuring socially acceptable outcomes of the economic growth process.

#### **Youth policy in Estonia.**

Council of Europe - COE  
Strasbourg: COE, 2001, 52 p.  
ISBN 92-871-4598-9 (en)

Two major factors frame contemporary Estonian youth policy: the traditional importance of education and educational values and the need to manage the useful but expensive national educational and leisure institutions inherited from the country's communist past. However, within the last few years, a set of structures and measures for broadening the scope of national youth policy have been conceived. Huge tasks lie ahead, particularly concerning the dilemma of ethnicity and citizenship, and the division of labour in the youth policy field between the state, rational and municipal levels. Analysing critically the successes and difficulties of a country in transition, this publication contributes to the European debate on the principles, content and standards for modern youth policy.

#### **Youth policy in Romania.**

Council of Europe - COE  
Strasbourg: COE, 2001, 80 p.  
ISBN 92-871-4600-4 (en)

Romania is undergoing a complex transformation period which is of great interest to the study of societies in transition. The relevance of the Romanian case study is also linked with the country's location on the centuries-old frontier between the West and the East. Hence the sociologi-

cal interest of some of the options facing youth policy development in Romania, such as the choice between facilitation or interventionist policy.

## **European Union: policies, programmes, participants**

### **European forum on quality of vocational training. Brussels 2001 : summary of conclusions: inaugural meeting 29-30 May 2001.**

European Commission, Directorate General for Education and Culture; European Centre for the Development of Vocational Training - Cedefop;

European forum on quality of vocational training. Brussels. 2001

Thessaloniki: Cedefop, 2001, 8 p.

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The tasks and general objectives of the Forum were set out in the Commission's Proposal for Action. The Forum is a valuable means of cooperation and exchange between the Commission, the Member States and the social partners on the issue of the quality of vocational training. As such, it creates a useful platform to encourage the emergence of consensus on new activities, to formulate proposals and to relay expertise towards decision-making authorities at European and national levels. The objectives are: to ensure piloting and follow-up of the work to be undertaken at Community level as regards the quality of vocational training; to clarify the quality issues (problems) both specific and common to the various countries, as well as quality-steps (contribution to resolving problems) implemented at various levels within the framework of initial and continuing training; to promote the definition and dissemination of innovations in the field of 'quality management', including those arising from the Leonardo da Vinci programme; to encourage and broaden the debate, the exchange of information, experience and 'good practice' in the field of 'quality management', within the European Union; to



ensure interaction between expertise and political decisions, through the formulation of policy and practical proposals; to support the Member States, the Commission and the social partners, by bringing a Community added value to the work carried out by qualified organisations in this area at the national level.

*http://libserver.cedefop.eu.int/vetelib/eu/pub/cedefop/internal/2001\_0004\_en.doc*  
*http://libserver.cedefop.eu.int/vetelib/eu/pub/cedefop/internal/2001\_0004\_fr.doc*

**Future challenges for human resource development professionals in European learning-oriented organisations / Dirk Buyens, Karen Wouters, Koen Dewettinck.**

Journal of European Industrial Training, Vol. 25, No 9, p. 442-453  
 London: MCB, 2001  
 ISSN 0309-0509;

Within the scope of the Targeted Socio-Economic Research (TSER) project (1998-2000), that aimed to examine new human resource development (HRD) initiatives in learning-oriented organisations throughout Europe, this paper confronts the Belgian findings with the European outlook. The study examines how HRD departments in learning-oriented organisations envision their new role in stimulating and supporting employees to learn continuously, what strategies HRD departments adopt to realise their envisioned role and what inhibiting factors they encounter when trying to realise their new role. The results of a survey of 165 companies, of which 39 are located in Belgium, showed a paucity of innovative HRD practices. However, professionals indicate that strategies to support the business and to stimulate learning and knowledge sharing will become increasingly important strategies in the future. The factors that appear to significantly hinder the change process are also discussed.

**Making learning visible: identification, assessment and recognition of non-formal learning in Europe / Jens Bjørnavold.**

Luxembourg: EUR-OP, 2001, 224 p.  
 (Cedefop Reference)  
 ISBN 92-896-0006-3 ; Cat.No. TI-32-00-871-EN-C

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*URL: http://www.eur-op.eu.int/*

This report provides an overview and interpretation of European developments in the area of identification, assessment and recognition of non-formal learning. It clarifies the challenges faced by those trying to develop methodologies and institutions in this area and presents actual initiatives at national and European levels. A number of prerequisites for the future development of methodologies and systems are also presented. Annex 1 of the report contains a glossary on the most common concepts used. It is our hope that the report and accompanying glossary will stimulate future work on the issue of non-formal learning.

**Τα Εργασιακά Συμβούλια και ο κοινωνικός διάλογος για την συνεχιζόμενη επαγγελματική κατάρτιση: περιπτώσιολογική μελέτη στην Ελλάδα, την Ολλανδία, το Βέλγιο, την Ισπανία και τη Γερμανία**

**[The works councils and social dialogue for continuing vocational training: case study in Greece, Holland, Belgium, Spain and Germany]**

Bruinsma, Gerben  
 Athens: INE, 1999, 468 p.  
 (Meletes, 11)  
 ISBN 960-7402-15-4  
*INE, Emm. Benaki 71A,*  
*GR-10681 Athens,*  
*Tel.: (30-1) 3304469-74,*  
*Fax: (30-1) 3304452,*  
*URL: http://www.inegsee.gr*

This study has been compiled by the Institute for Labour (INE) of the General Confederation of Labour (GSEE) and presents the results of the programme LUSSES that was carried out within the framework of the EU Leonardo da Vinci programme. ULUSSES was aimed at investigating the role of works councils, at Greek and European level, in the promotion of social dialogue for vocational training in enterprises. This study includes 5 national reports that examine the follow-



ing in Greece, the Netherlands, Spain, Belgium and Germany: a) the framework of labour and industry relations in each country, b) the institutional framework for the operation of works councils and their role in enterprises, c) the relations between trade unions and works councils, d) The role of trade unions and works councils in the promotion of continuing vocational training in enterprises, e) the distinction between the responsibilities and authorities of works councils and the respective trade union councils. This study consists of six chapters. The first chapter deals with the institution of works councils, the second deals with the operation of works councils in Greece and the remaining chapters deal with the institution of works councils in other countries.

**The transition between education and working life: key data on vocational training in the European Union.**

European Commission, Directorate General for Education and Culture  
Statistical Office of the European Union  
– EUROSTAT

European Centre for the Development of Vocational Training - Cedefop

Brussels: EUR-OP, 2001, 166 p.

(Cedefop Reference)

ISBN 92-896-0012-8; ISSN 1608-7089;

Cat.No. TI-32-00-984-EN-C

*EUR-OP,*

*2 rue Mercier,*

*L-2985 Luxembourg,*

*or from its national sales offices,*

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*Fax: (352-29) 2942709,*

*E-mail: info.info@opoce.cec.be,*

*URL: <http://www.eur-op.eu.int/>*

The transition between the education system and the labour market is a crucial issue, and one to which the political authorities in the European Union are devoting very special attention. Despite a marked decrease in the number of young people, a general improvement in the standard of qualifications and the lengthening of school education, relatively faster expansion of the sectors that may prefer to take on young people, and the development of active measures targeted towards vocational integration, the position of young people at the time of entering the labour market is still difficult. The options for the policies to be implemented

and the general direction of specific measures to be recommended need to be made clear by certain empirical data and indicators. An effort should be made to determine whether the measures adopted are sufficient to provide adequate, effective support to young people in the transition phase, with a view to combating unemployment and offering access to quality jobs. The objective is to help every young person to take his or her place in today's learning society. To contribute towards achieving this objective, this publication sets out statistical information, mainly from the European Labour Force Survey. An analysis of the data, presented in the form of indicators, is placed in perspective by recourse to a conceptual framework that draws on the findings of research on transition, rooted in various social and economic theories. The combination of descriptive and analytical approaches gives a clearer understanding of the phenomena at work, but it also reveals the potential of the statistics available to us at the European level - a potential that we are constantly seeking to improve.

**Training and learning for competence: second report on vocational training research in Europe: synthesis report / Pascaline Descy et Manfred Tessaring.**

Luxembourg: EUR-OP, 2001, 3 vol.

(Cedefop Reference)

ISSN 1608-7089

*EUR-OP,*

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*URL: <http://www.eur-op.eu.int/>*

This is the background publication of the second report on vocational education and training (VET) research in Europe published by Cedefop in 2001. It contains a number of contributions on current research in the framework of generating and using skills and competences. The basic theories, methodologies and results are presented and the main implications for future research, policy and practice are discussed within each contribution. Some key issues addressed include: steering



VET systems, funding and the changing roles of VET professionals; learning and training within the context of lifelong and lifewide learning; training, employment and development of human resources from a company perspective; labour market dynamics and their impact on skills and competences; individual performance, social exclusion and transition from education/training to work; VET research in selected non-EU countries.

**Council Resolution of 13 July 2001 on e-Learning.**

Council of the European Union  
Official Journal of the European Communities, C 204, pp. 3-5  
Luxembourg: EUR-OP, 2001  
*EUR-OP,*  
*2 rue Mercier,*  
*L-2985 Luxembourg,*  
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*Tel.: (352-29) 2942118,*

*Fax: (352-29) 2942709,*  
*E-mail: info.info@opoce.cec.be,*  
*URL: <http://www.eur-op.eu.int/>*

The Council invites the Member States and the Commission 1) to pay particular attention to the implementation of the e-learning Action Plan; 2) to capitalise on the potential of Internet, multimedia and virtual learning environments for a better and faster realisation for lifelong learning as a basic educational principle and for providing access to education and training opportunities for all; 3) to promote the necessary provision of ICT learning opportunities within education and training systems; 4) to continue their efforts in the initial and in-service training of teachers in the pedagogical use of ICT; and to monitor and analyse the process of integration and use of ICT in teaching, training and learning.

*URL: [http://libserver.cedefop.eu.int/vetelib/eu/leg/res/2001\\_0001\\_en.pdf](http://libserver.cedefop.eu.int/vetelib/eu/leg/res/2001_0001_en.pdf)*





## From the Member States

### **A Modernisierung dualer Berufsbildungssysteme: Probleme und Strategien in 7 europäischen Ländern. [Modernisation of the dual vocational training systems: problems and strategies of 7 European countries]**

Schneeberger, Arthur  
Vienna: IBW, 2000, 185 p.  
(IBW-Schriftenreihe, 117  
ISBN 3-900671-90-7  
IBW,  
Rainergasse 38,  
A-1050 Wien,  
Tel.: (43-1) 54516710,  
Fax: (43-1) 545167122,  
E-mail: info@ibw.at,  
URL: <http://www.ibw.at/>

Vocational training systems are subject to the pressure of modernisation when economic and occupation structures, technologies, educational needs and peoples' attitudes begin to change. Whether and which adaptations will succeed depends on cultural and social policy factors. The current study reconstructs the general challenges facing dual vocational training systems in Europe and takes a closer look at the specific strategies of the selected countries Switzerland, Germany, the Netherlands, Denmark, Austria, Luxembourg and Liechtenstein.

### **Qualifikation Heute: die Anforderungen der Industrie an die Aus- und Weiterbildung: Ergebnisse einer Bestandsaufnahme und begleitender Beratungen mit Industrieunternehmen im Bundesland Salzburg.**

**[Qualification today: industry's demands for training and qualification: results of a review and the accompanying consultations with industrial businesses in the province of Salzburg.]**

Schedler, Klaus  
Vienna: IBW, 2000, 44 p.  
IBW, Rainergasse 38,  
A-1050 Wien,  
Tel.: (43-1) 5451671-0,  
Fax: (43-1) 5451671-22,  
E-mail: info@ibw.at,  
URL: <http://www.ibw.at/>

Using this study on qualifications as a basis, industry in Salzburg has the aim of making Salzburg more attractive as a business location. Modern industry needs employees with a high level of skills. Because of the ageing population and limited availability of manpower at regional level, it is becoming increasingly difficult to recruit suitably qualified young people. In order to maintain Salzburg as a business location, it is important to ensure that the further development of vocational training provision corresponds both to the labour market's economic potential for development and to the needs of industry.

### **Valorisierung von Leonardo da Vinci in Österreich: ein Bericht zur Veranstaltungsreihe der Leonardo da Vinci Nationalagentur Österreich [Building on the achievement ('valorisation') of Leonardo da Vinci in Austria: a report on events organised by the Leonardo da Vinci national agency in Austria]**

Leonardo da Vinci Nationalagentur Österreich  
Vienna: Österreichischer Akademischer Austauschdienst, 2001, 315 p.  
*Leonardo da Vinci Nationalagentur Österreich, Schottengasse 7/5, A-1010 Wien,*  
Tel.: (43-1) 53726,  
Fax: (43-1) 5372680,  
E-mail: info@leonardodavinci.at  
URL: <http://www.leonardodavinci.at>

During the year 2000 the results of the first phase of the Leonardo da Vinci programme in Austria were discussed in an exchange of views in order to elucidate considerations on the programme's sustainability at national level and to examine prospects for the implementation of the programme's second phase in Austria. This project, which was initiated and supported by the European Commission throughout the EU with the aim of making good use of the results of the first phase of the Leonardo da Vinci programme, began in Vienna in February 2000 as part of a series of seminars; it



culminated in an international valorisation conference held in Salzburg on 16 June 2000. The specialist seminars focused on three main subject areas: the dual education system, continuing vocational training, and linguistic skills.

### **D Fremde Bildungswelten: alternative Strategien lebenslangen Lernens.**

**[Different training worlds: alternative strategies for lifelong learning]**

Bolder, Axel

Hendrich, Wolfgang

Opladen: Leske und Budrich,

2000, 274 p.

(Studien zu Erziehungswissenschaft und Bildungsforschung, 18

ISBN 3-8100-2884-3

The authors present the results of the research project 'Abstention from Continuing Training', in which a comparative empirical survey was conducted by the Institute for Research on Social Opportunities in West and East Germany. It was found that there are no substantial grounds either for the assumption that lifelong learning has become a normal feature of daily life or the assumption that there is a general abstention from continuing training. It was seen that even persons who earn their income from their general qualifications, continue to learn throughout their lives even if this is not done in formal courses offered by commercial providers. This process is based on the general experience and knowledge they have acquired at their place of work. They abstain from continuing training when they feel that it does not really contribute to their job security and when the costs appear to be too high and would, in particular, entail an impairment of their quality of life.

### **Jahrbuch Arbeit, Bildung, Kultur 2000: Schwerpunkt Erwachsenenbildung zwischen Regionalität und Internationalität.**

**[Yearbook Work, Education, Culture 2000: Focus on adult education between regionality and internationality]**

Forschungsinstitut für Arbeiterbildung - FiAB

Bochum: FiAB, 2001, 221 p.

(Jahrbuch Arbeit, Bildung, Kultur, 18 (2000))

ISBN 0941-3456

FIAB, Kirchplatz 2, D-45657

Recklinghausen, URL: <http://www.ruhr-uni-bochum.de/fiab>

Annual report of the FiAB (research institute for workers' education) with a special focus on the influence of globalisation on adult education. It also has chapters on education and social change, education for women, vocational education and training, and the history of adult education.

### **LebensLangesLernen: Expertisen zu Lebenslangem Lernen, Lebensarbeitszeiten, Lebensweiterbildungskonten.**

**[Lifelong learning: experts' opinions on lifelong learning, life working times, continuing training accounts]**

Senate Administration for Labour, Vocational Education and Women

Berlin: BBJ Verlag, 2001

Publications of the Senate Administration for Labour, Vocational Education and Women 44

ISBN 3-930411-18-0

Given the fact that society and the economy in Europe are undergoing a continuous and accelerating process of change which not only has an impact on occupational activities but affects all walks of life, it is necessary to strengthen the willingness and the ability of men and women to undertake continuing training on their own initiative and responsibility. The articles and expert opinions discuss a concept for 'lifelong learning'. They also address issues such as the solution of structural problems, e.g. how to organise learning within the time structures set by society, how to fix learning time in relation to the time spent on other activities within social forms of time use, what obstacles and problems arise in the implementation of this concept, and what initiatives may be expected at European level.

### **Lessons we can learn from other countries / Ulrich Walwei, Heinz Werner, Ingeborg König.**

Institut für Arbeitsmarkt- und Berufsforschung - IAB

In: IAB topics: labour market research., 44 (2001), 21 p.



Nuremberg: IAB, 2001  
ISSN 0945-8093

In September 2000 an international conference on the subject of 'Ways and means for more employment' took place within the context of the World Fair Expo 2000. This conference was organised by the Institute for Employment Research (Institut für Arbeitsmarkt- und Berufsforschung - IAB) and was initiated and funded by the Federal Ministry for Labour and Social Affairs. At this conference well-known academics from six countries debated national and supra-national labour market issues. The following report deals with the IAB's contribution to this conference. It was intended as an introduction and guide to the subsequent individual accounts of the labour market problems and successes of the countries dealt with at the conference, which were France (F), the Netherlands (NL), Denmark (DK), the United Kingdom (UK), the USA and Germany (D) as well as the discussion which followed. Ulrich Walwei's and Heinz Werner's contributions to the conference have been revised as regards contents, taking into account critical comments by IAB colleagues. The data has been updated in the graphs and tables section.

**Qualifikationsstrukturbericht 2000.  
[Report on the structure of qualifications 2000]**

Bundesministerium für Bildung und Forschung - BMBF  
Bonn: BMBF, 2000, various pagination  
*BMBF, Heinemannstr. 2,  
D-53175 Bonn-Bad Godesberg,  
Tel.: (49-228) 57-0,  
Fax: (49-228) 57-3601,  
E-mail: information@bmbf.bund400.de,  
URL: http://www.bmbf.de*

This report is a joint production of the Federal Institute for Vocational Training (BIBB), the Institute for Employment Research of the Federal Employment Office (IAB), the German Institute for Economic Research, Berlin (DIW), and the Social Science Research Center Berlin (WZB). Chapters: Origin and key contents of the First Structural Report; development of the structure of qualifications and change in occupations; vocational qualifications, job change and the use of qualifications;

qualifications and gainful employment 1979 - 1999; forecasts: this chapter contains the results of forecasts and predictions on the evolution of activities and qualifications which were developed by IAB in cooperation with Prognos AG; identification of qualification needs - a Community task: this article consists mainly of an international comparison of procedures for the identification of qualification needs and the implementation of measures to meet these needs in the individual countries.

**DK Uddannelse, læring og demokratisering /**

**Albert Christensen.**

**[Education, learning and democratisation in vocational training.]**

Christensen, Albert A.  
Undervisningsministeriet - UVM, Uddannelsesstyrelsen  
Copenhagen: UVM, 2001, 366 p.  
Uddannelsesstyrelsens temahæfteserie, nr. 16-2001  
ISBN 87-603-1979-8  
ISSN 1399-2279  
*Undervisningsministeriets forlag,  
Strandgade 100 D,  
DK-1401 Copenhagen K,  
Tel.: (45-33) 925220,  
Fax: (45-33) 925219,  
E-mail: uvm@uvm.dk,  
URL: ttp://www.uvm.dk*

The main theme of this anthology is 'education, learning and democratisation'. The examples are taken from the vocational education and training programmes. In a number of articles, actors within the VET system discuss the profound changes that education and training are undergoing. A central issue is the changing perception of teacher and student roles. The teacher role has changed into a role of facilitator of learning and the student is no longer perceived as an object for teaching, but as an active subject taking responsibility for own learning. These changing roles demand new didactic methods in which the focus is on individualisation and competences. They also call for changing structures and a new organisation of the VET programmes which in turn will exert pressure on the management of vocational schools. All these trends are described in the anthology.



**E Crónica de la Formación Profesional española: época ministerial de José María Maravall / Acero Sáez, Eduardo.**

**[Historical review of vocational training in Spain]**

Madrid: Ediciones Técnicas y Profesionales, 2000, 288 p.

Crónica de la Formación Profesional española, 7

ISBN 84-88690-08-8

This, the seventh volume of the Historical Review of Vocational Training, is devoted to an analysis of the most important events that occurred in the field of vocational training in 1982-1988, a period characterised by transition from the General Education Act to the Law on the General Regulation of the Education System, during which the experimental vocational training modules were implemented and the process of organising the education system was completed. The volume also deals with the relationship between employment and training and the importance of vocational guidance for transition to working life. A section is devoted to Cedefop (structure, areas of work, etc.), while another section is devoted to vocational training in agriculture. There is also an appendix on education legislation covering the period from 1983 to 1988.

**Formación e inserción laboral: conceptos básicos, políticas, programas y recursos para la intervención / Salvá Mut, Francisca & Nicolau Colon, Inmaculada.**

**[Training and job integration: basic concepts, policies, programmes and intervention measures]**

Madrid: Pirámide, 2000, 235 p.

Colección Psicología

ISBN 84-368-1500-9

The book covers policies, programmes and resources - both in the EU and Spain - pertaining to job integration and vocational training. It is structured in two parts; the first part analyses the problem of job integration presenting some basic concepts: what does unemployment mean, measurement of unemployment, types of unemployment, etc. and gives a description and analysis of the evolution and current situation of employment and unemployment in Europe and Spain. It then

presents the policies and programmes for training and job integration that have been developed in the European Union and Spain. The second part of the book covers measures for the improvement of training and possibilities for the occupational integration of unemployed persons which fall under some type of Community regulation (sub-divided according to their content - training and employment, training, economic and social development, support to SMEs and other measures - and according to the type of instrument to which they belong 'structural funds, Community initiatives, pilot programmes and actions') or directives issued by the State. These measures are described in separate sheets, each with the same structure.

**GR Οδηγός για τους χρήστες του γενικού συστήματος αναγνώρισης επαγγελματικών προσόντων**  
**[Guide for users of the general system for the recognition of occupational qualifications]**

Institutouto Technologikis Ekpaidefsis - ITE  
Athens: ITE, 2000, 71 p.

ISBN 960-7121-20-1

ITE,

56 Sygrou Ave,

GR-122 42 Athens,

Tel.: (30-1) 9221000,

Fax: (30-1) 9227716,

E-mail: [inteek@hellasnet.gr](mailto:inteek@hellasnet.gr)

The Institute of Technological Education (ITE) has been appointed as the competent authority for recognition of the occupational certificates awarded by higher education institutions of the EU that certify the completion of at least 3 years of vocational education studies. The ITE has edited this book, which presents the General System for the Recognition of Occupational Qualifications established by EC directive 89/48 and the procedures and practices for its implementation. The book is addressed to those who have acquired the typical qualifications to work in an EU member state and would like to get recognition of their occupational qualifications in order to work in another member state. The book includes the following issues: a) information on the usefulness and the function of the General System, b) typical examples of legally regulated occupations which are covered by



the General System, c) techniques for the recognition of the occupational certificates awarded by higher education institutions, d) bodies responsible for the recognition of academic and occupational certificates.

**Θεσμοί και πολιτικές επαγγελματικής κατάρτισης: η ευρωπαϊκή πρόκληση και η εξέλιξη του εθνικού συστήματος επαγγελματικής κατάρτισης. [Institutions and policies for vocational training: the European challenge and the evolution of the national vocational training system].**

Amitsis, Gavriil  
Athens: Ekdoseis Papazisi AEBE,  
2000, 949 p.  
ISBN 960-021442-5;  
*Ekdoseis Papazisi AEBE,*  
*Nikitara 2,*  
*GR-106 78 Athens,*  
*Tel.: (30-1) 38296,*  
*Fax: (30-1) 3809150,*  
*E-mail: papazisi@otenet.gr*

This study investigates and records the institutional framework of certified vocational training in Greece and analyses the interventions of the EU for the modernisation and improvement of equivalent national activities. The study focuses on: a) analysing the institutional context that governs the implementation of vocational training activities in Greece, b) listing the representative planning services and provision of vocational training services (initial and continuing), c) presenting the basic national European models in the field of vocational training, d) investigating the role and the intervention of the EU for the promotion of ESF-subsidised vocational training activities.

According to the study, vocational training policies should be examined in relation not only to business and competitiveness but also to the protection of persons excluded from the labour market. The study concludes that a radical overhaul of vocational training policies and their adaptation to the new conditions is needed. This can be achieved through the constitutional establishment of the right of every individual to vocational training, and by linking the sub-systems of initial and continuing training.

**IRL Forfas annual report 2000 / Forfas**

FORFAS  
Dublin: FORFAS, 2001, 63 p.  
*FORFAS,*  
*Wilton Park House,*  
*Wilton Place,*  
*IRL-Dublin 2,*  
*Tel.: (353-1) 6073000,*  
*Fax: (353-1) 6073030,*  
*E-mail: forfas@forfas.ie,*  
*URL: http://www.forfas.ie*

The annual report details all the activities of Forfas in supporting enterprise, employment, science and technology. Skills development is an important aspect of its work. Substantial increases in employment and corresponding reductions in unemployment in 2000 are leading to problems of labour and skills, the report states. It stresses that skills and the creation of a skilled workforce will be crucial in the coming years as the global pool of high-skilled labour in engineering, computer-related and science fields continues to shrink. Upskilling the existing workforce, encouraging non-traditional participants into the workforce and supporting immigration will have to be continued. Skill development should, the report states, be a collaboration between government, industry and the individual fostered through social partnership. Forfas published a number of reports during the year of which the second report of the Expert Group on Future Skills Needs was the most important. The Expert Group established a number of sub-groups to address specific issues concerning e-business and in-company training.

**Report of the e-work action forum 2000 / e-Work Action Forum**

Dublin: Stationery Office, 2001, 37 p.  
*Government Publications,*  
*Postal Trade Section,*  
*4-5 Harcourt Road,*  
*IRL-Dublin 2,*  
*Tel.: (353-1) 6613111,*  
*Fax: (353-1) 4752760*

The Forum was established in 1999, to advance the recommendations contained in the Report of the National Advisory Council on Teleworking and to provide a focal point for the ongoing development of e-working employment opportunities.



It has a role also in ensuring that this method of working contributes to economic growth and an improved quality of life. This report charts the developments and initiatives that have taken place during the year to improve the environment for e-work. Achievements since the Forum's establishment include: the endorsement of a Code of Practice on e-Working by the social partners, in fulfilment of a commitment in the national agreement Programme for Prosperity and Fairness; success in achieving a European e-Work award for the Code of Practice; the initiation of Enterprise Ireland's e-Work Business Awareness Campaign; and the pursuit of measures to improve the fiscal environment for e-work. Developments in the area of training such as courses at all levels of the education system, IT projects and publications are detailed. The Forum says, however, 'there is as yet no customised nationally available course, with certification, which would address both the ICT training aspects and the various skills needed (e.g. time management, communications, remote management) to operate efficiently as an e-worker.'

URL: <http://www.entemp.ie/e-work/eworkannrep.pdf>

## **UK** Adult literacy core curriculum.

Basic Skills Agency  
London: Basic Skills Agency, 2001, 152 p.  
ISBN 1-85990-127-1  
*Basic Skills Agency Publications,*  
*Admail 5,*  
*UK - London WC1A 1BR,*  
*Tel.: (44-870) 600 00,*  
*Fax: (44-870) 600 01,*  
*URL: <http://www.basic-skills.co.uk>*

The adult literacy core curriculum is central to the adult basic skills national strategy. It sets out the entitlement to learning for all adults who have difficulties with literacy. It describes the content of what should be taught in literacy programmes in: further and adult education; workplace programmes and programmes for the unemployed; prison programmes; community-based and family literacy programmes. It assists teachers to meet the individual needs of adults through the

selection and teaching of skills appropriate to those adults' needs.

## **Learning and Skills Council: strategic framework to 2004 draft corporate plan for consultation.**

Learning and Skills Council - LSC  
Coventry: LSC, 2001, 30 p.  
*DfEE Publications,*  
*P.O. Box 5050,*  
*Sherwood Park, Annesley,*  
*UK-Nottingham NG15 0DJ,*  
*Tel.: (44-845) 60 222 60,*  
*Fax: (44-845) 60 333 60,*  
*URL: <http://www.dfee.gov.uk>*

This paper sets out the mission, vision and targets of the Learning and Skills Council and its proposed strategy for achieving these. The focus is on the interim outcome targets and on their numerical values. The paper makes clear the importance of local Councils as being key to delivering objectives. It details the planning and target setting process, emphasising the need for a fit between national and local needs. It also gives a clear commitment to working in partnership and consulting with key partners, including providers.

## **Quality assessment committee annual report 2000 / Further Education Funding**

Council.  
Further Education Funding Council - FEFC  
Coventry: FEFC, 2001, 36 p.  
*FEFC,*  
*Cheylesmore House,*  
*Quinton Road,*  
*UK-Coventry CV1 2WT,*  
*URL: <http://www.fefc.ac.uk>*

This is the seventh annual report of the quality assessment committee to the Further Education Funding Council. The committee oversees the work of the Council's inspectorate. In so doing, it receives all college inspection reports, national survey reports and the Chief Inspector's annual report. Those considered in 1999-2000 and the committee's debates during the year form the basis of the committee's annual report.  
URL: [http://libserver.cedefop.eu.int/vetelib/nat/gbr/gov/2000\\_0004.pdf](http://libserver.cedefop.eu.int/vetelib/nat/gbr/gov/2000_0004.pdf)





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