

VOLUME 2

## DOCUMENTAZIONE

Il ruolo delle parti sociali e delle autorità  
pubbliche nella gestione del sistema formativo

### *DOCUMENTATION*

*The relevance of the social partners and public authorities in  
managing VET systems*



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*\*The National reports (integral versions drawn up by every Partner of GO.C.E.T. project) on the National systems of continuing education and training in the Countries taking part in the Project.*



# RAPPORTI NAZIONALI



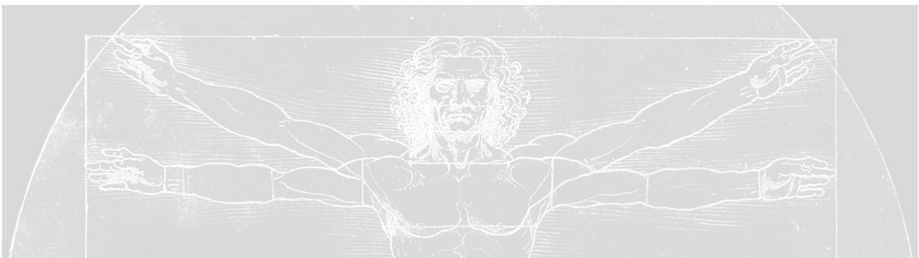






## *RAPPORTO NAZIONALE*

### *ITALIA*



*Analisi del sistema di gestione della formazione continua in Italia*



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## DATI GENERALI DEL PAESE

- Superficie Territoriale: 301.336 kmq
- Popolazione residente: 57.478.000
- Densità: 190 ab/kmq

Le forze di lavoro<sup>1</sup>, che si compongono di occupati e persone in cerca di occupazione, rappresentano in Italia circa il 40% della popolazione residente sul territorio (24.150.000 unità); di questi, 22.054.000 risultano occupati, mentre i restanti 2.096.000 (9% c.ca) sono persone in cerca di occupazione. Per quanto concerne coloro i quali non sono forze di lavoro, la maggioranza (55%) non è in età lavorativa perché troppo giovane (25%) oppure troppo anziana (30%); la restante quota è composta prevalentemente da coloro i quali non sono attualmente disponibili a lavorare o non lo desiderano (86%) e, in misura residuale, da coloro che desiderano lavorare ma non cercano lavoro attivamente o non lo cercano affatto.

Relativamente ai caratteri strutturali della popolazione si può osservare che poco oltre la metà di questa (29.525.000 unità) è di sesso femminile mentre la restante quota (27.952.000) appartiene al sesso maschile. Per quanto concerne la composizione per sesso delle forze di lavoro emergono evidenti differenze tra maschi e femmine: solo il 32,1% delle femmine risulta essere all'interno del mercato del lavoro nella condizione di occupate o in cerca di occupazione (rispetto al 52,5% dei maschi) mentre, conseguentemente, ben il 67,9% è al di fuori di esso.

La tavola seguente (tav.1.1) presenta invece i dati relativi al titolo di studio della popolazione in età lavorativa per ciascuna delle quattro possibili condizioni (forze di lavoro e non, occupati e in cerca di occupazione).

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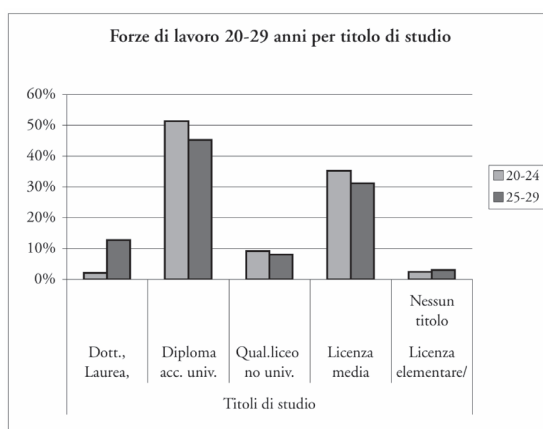
<sup>1</sup> Fonte Istat, *Rilevazione trimestrale sulle forze di lavoro*, dati medi anno 2003.

**Tav.1.1 Popolazione (15- 69 anni) per titolo di studio e condizione  
Media 2003 (valori assoluti in migliaia)**

Titoli di studio					Totale
Dottorato, Laurea, Laurea breve	Diploma accesso all'università	Qualifica liceale non accesso università	Licenza media	Licenza elementare Nessun titolo	
<b>Forze di lavoro</b>					
12,4%	35,0%	7,4%	35,2%	9,9%	100% N= 24.004
<b>Occupati</b>					
12,8%	35,0%	7,6%	34,6%	9,7%	100% N=21.911
<b>Persone in cerca di occupazione</b>					
8,3%	34,3%	5,4%	40,8%	11,0%	100% N=2.093
<b>Non forze di lavoro in complesso</b>					
3,1%	22,6%	3,6%	37,8%	32,7%	100% N=17.840

Se analizziamo il livello di istruzione alla luce della variabile età, prendendo in considerazione unicamente la popolazione giovanile attiva di età compresa tra i 20 e i 29 anni, si evidenzia che ben un 32,5% di questa non va oltre la licenza media inferiore e che complessivamente meno del 50% dei ragazzi dell'età considerata giungono a possedere un diploma di scuola media superiore che consenta l'accesso all'università (Fig.1.1)<sup>2</sup>.

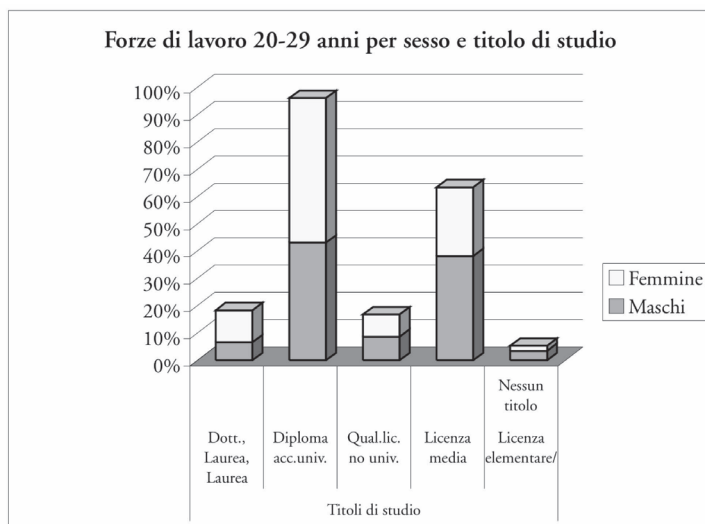
**Fig.1.1 Forze di lavoro 20-29 anni per titolo di studio —Media 2003**



<sup>2</sup> Si riporta in Appendice il dettaglio delle tavole relative al titolo di studio dei giovani attivi, occupati, in cerca di occupazione e inattivi.

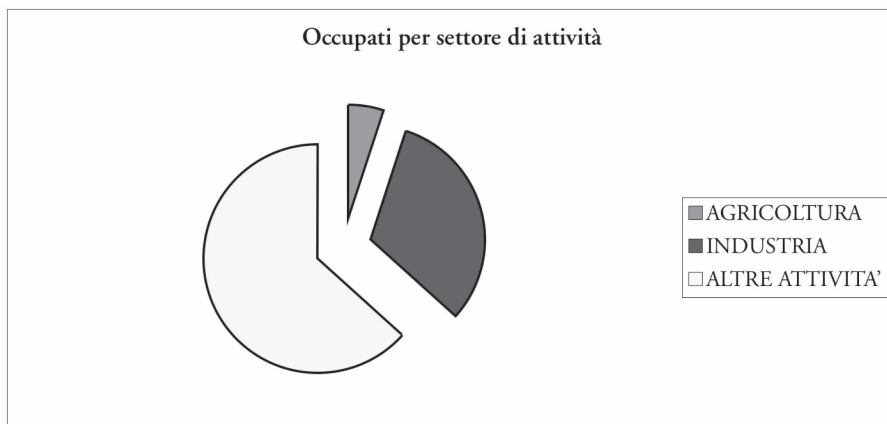
Relativamente al titolo di studio dei giovani appartenenti alle forze di lavoro, è possibile inoltre osservare che le femmine risultano essere in media più istruite dei maschi (Fig.1.2):

**Fig.1.2 Forze di lavoro 20-29 anni per titolo di studio e sesso—Media 2003**



Per quanto concerne le forze di lavoro occupate, il grafico seguente mostra la distribuzione degli occupati per ramo di attività (Fig.1.3).

**Fig.1.3 Occupati per ramo di attività - Media 2003 (dati assoluti in migliaia)**



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In tutti e tre i settori gli occupati svolgono un'attività prevalentemente dipendente (72,8% vs. 27,2%). In Italia il tasso maggiore di occupazione si registra nel settore terziario, prevalentemente nel commercio, nell'istruzione e nella sanità<sup>3</sup>.

Per quanto riguarda invece gli occupati per settore di attività e professione, i dati evidenziano che le professioni tecniche intermedie insieme agli artigiani, operai specializzati, agricoltori e alle professioni connesse alla vendita assorbono il maggior numero di occupati. Inoltre, più del 90% delle prime e delle professioni connesse alla vendita operano nel settore terziario, mentre il 67% circa degli artigiani, degli operai specializzati e agricoltori lavorano nelle industrie. Nel settore agricolo invece incidono maggiormente le professioni non qualificate (17% c.ca), seguite in misura di poco minore da artigiani, operai specializzati e agricoltori (14% c.ca); le altre figure professionali rappresentano nel settore una quota del tutto residuale (si veda il dettaglio della tabella nell'Appendice in allegato).

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<sup>3</sup> Analizzando dettagliatamente i settori, si può osservare che nell'Industria i rami di attività si dividono in Energia e acqua, Trasformazione industriale, Costruzione - installazioni impianti, con il secondo segmento che raccoglie il maggior numero di occupati. Per quanto concerne i servizi, le attività di questo ramo sono Commercio, Alberghi e Ristoranti, Trasporti e Comunicazioni, Intermediazione monetaria e Finanziaria, Attività immobiliari, Servizi alle imprese- altre attività professionali, Pubblica amministrazione, Difesa, Assicurazioni sociali obbligatorie, Istruzione, Sanità, Servizi sociali, Altri servizi pubblici, sociali e alle persone. Per il dettaglio dei dati si rinvia all'allegato in Appendice.



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## 2. LA FORMAZIONE CONTINUA. DESCRIZIONE DELLA SITUAZIONE NAZIONALE

### *2.1 Le basi legali del sistema di formazione continua*

#### *2.1.1 Riferimenti nella Costituzione*

La Costituzione repubblicana fa riferimento alla formazione professionale al comma 2 dell'articolo 35 dove è legata all'elevazione professionale dei lavoratori.

Le disposizioni che regolano i compiti dello Stato in materia di formazione professionale non sono state affiancate agli articoli che si occupano dell'istruzione<sup>4</sup> ma si è preferita la collocazione nel Titolo dedicato ai Rapporti economici al fine di sottolineare il collegamento con il mondo del lavoro. Se da un lato questo evidenzia la separazione esistente all'epoca in cui si è scritta la Costituzione tra sistema scolastico e l'area dell'addestramento professionale dall'altro fa emergere una concezione della formazione professionale assai più moderna rispetto al tempo che prospetta un modello di attività formativa in tutto l'arco della vita lavorativa.

C'è da sottolineare il collegamento tra il secondo comma dell'articolo 35 e gli articoli 3, secondo comma, e 4 (nell'art. 3 si afferma il principio della pari dignità sociale tra i cittadini e che costituisce compito della Repubblica rimuovere gli ostacoli economici e sociali che impediscono il pieno sviluppo della persona. Nell'art. 4 la Repubblica riconosce a tutti i cittadini il diritto al lavoro e promuove le condizioni che rendano effettivo tale diritto). Da questo punto di vista la formazione professionale non è in funzione esclusiva delle necessità del mondo produttivo ma anche del lavoratore cittadino.

Ciò che si è detto sopra ci fa ritenere che le norme costituzionali sulla formazione vogliano considerarla come una risorsa allo stesso tempo collettiva e individuale capace di garantire un sistema in grado di offrire opportunità formative in tutte le fasi e in tutte le situazioni dell'area lavorativa.

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<sup>4</sup> In Italia la formazione continua risulta essere nettamente distinta dal sistema formativo scolastico e universitario. Quest'ultimo si struttura in sintesi attraverso i seguenti tipi di scuola:

- ["scuola dell'infanzia"], non obbligatoria, per i bambini da 3 a 6 anni.
- Scuola elementare per i bambini da 6 a 11 anni.
- Scuola secondaria inferiore ("scuola media") per alunni da 11 a 14 anni.
- Istruzione secondaria superiore (o di 2° grado) per ragazzi dai 15 ai 19 anni; quest'ultima è costituita da vari tipi di scuola e consente l'accesso a corsi di istruzione superiore universitaria e non universitaria.
- I corsi di formazione professionale, gestiti dagli Enti territoriali, possono essere frequentati a qualsiasi età fra i 15 ed i 25 anni e talvolta oltre.
- Università, della durata di tre anni per la laurea di base più un ulteriore biennio per la laurea specialistica. Per uno schema dettagliato del sistema educativo di base in Italia si rinvia in coda all'Appendice in allegato.

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### 2.1.2 La normativa nazionale

Per quanto concerne la normativa nazionale, il sistema di formazione continua italiano è stato strutturato in maniera sistematica negli anni '90 sulla base delle indicazioni della **legge 236/93**<sup>5</sup>, in particolare l'articolo 9 comma 3 che stabilisce: «il Ministero del Lavoro e della Previdenza Sociale, le Regioni e le Province autonome possono contribuire al finanziamento di: interventi di formazione continua, di aggiornamento o riqualificazione, per operatori della formazione professionale, (...), dipendenti degli enti di cui all'art. 1, comma 2, della legge 14 febbraio 1987, n. 40 (*enti di formazione*); interventi di formazione continua a lavoratori occupati in aziende beneficiarie dell'intervento straordinario di integrazione salariale; interventi di riqualificazione o aggiornamento professionali per dipendenti da aziende che contribuiscano in misura non inferiore al 20 per cento del costo delle attività, nonché interventi di formazione professionale destinati ai lavoratori iscritti nelle liste di mobilità, formulate congiuntamente da imprese e gruppi di imprese e dalle organizzazioni sindacali, anche a livello aziendale, dei lavoratori, ovvero dalle corrispondenti associazioni o dagli organismi paritetici che abbiano per oggetto la formazione professionale». Il comma 5 dell'articolo 9 istituisce il Fondo unico per la formazione professionale per semplificare le forme di erogazione delle risorse per la formazione professionale e continua.

Successivamente con la **legge 196/97**<sup>6</sup> si rafforza ulteriormente l'intenzione di destinare risorse alla formazione continua, a questo proposito l'articolo 17, comma 1, lettera d) della legge stabilisce la progressiva destinazione delle risorse del Fondo unico «agli interventi di formazione dei lavoratori nell'ambito di piani formativi aziendali o territoriali concordati tra le parti sociali, con specifico riferimento alla formazione di lavoratori in costanza di rapporto di lavoro, di lavoratori collocati in mobilità, di lavoratori disoccupati per i quali l'attività formativa è propedeutica all'assunzione»; si prevede inoltre la futura costituzione dei Fondi per la formazione continua in quanto si afferma che «le risorse di cui alla presente lettera confluiranno in uno o più fondi nazionali, articolati regionalmente o territorialmente aventi configurazione giuridica di tipo privatistico e gestiti con partecipazione delle parti sociali».

Con la **legge 53/00**<sup>7</sup> si individua un ulteriore fonte normativa per il finanziamento di interventi di formazione continua dei lavoratori, in particolare l'articolo 6 della legge afferma: «I lavoratori, occupati e non occupati, hanno diritto di proseguire i percorsi di formazione per tutto l'arco della vita, per accrescere conoscenze e competenze professionali. Lo Stato, le regioni e gli enti locali assicurano un'offerta formativa articolata sul territorio e, ove necessario, integrata, accreditata (...). L'offerta formativa deve consentire percorsi

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<sup>5</sup> vedi legge n. 236 del 19 luglio 1993 «Interventi urgenti a sostegno dell'occupazione».

<sup>6</sup> vedi legge n. 196 del 24 giugno 1997 «Norme in materia di promozione dell'occupazione».

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personalizzati, certificati e riconosciuti come crediti formativi in ambito nazionale ed europeo. La formazione può corrispondere ad autonoma scelta del lavoratore ovvero essere predisposta dall'azienda, attraverso i piani formativi aziendali o territoriali concordati tra le parti sociali (...). La contrattazione collettiva di categoria, nazionale e decentrata, definisce il monte ore da destinare ai congedi di cui al presente articolo, i criteri per l'individuazione dei lavoratori e le modalità di orario e retribuzione connesse alla partecipazione ai percorsi di formazione. Gli interventi formativi che rientrano nei piani aziendali o territoriali (...) possono essere finanziati attraverso il fondo interprofessionale per la formazione continua, di cui al regolamento di attuazione del citato articolo 17 della legge n. 196 del 1997. (...).

### *2.1.3 I riferimenti nella normativa comunitaria*

La suddetta normativa nazionale ha consentito, come già detto sopra di articolare il sistema di formazione continua in Italia assieme alle risorse, fondamentali per questo scopo, messe a disposizione attraverso quello che si può definire il canale comunitario del Fondo sociale europeo dell'Obiettivo 4 (con il quale si deve «agevolare l'adattamento dei lavoratori e delle lavoratrici ai mutamenti industriali e all'evoluzione dei sistemi di produzione») della programmazione dei Fondi strutturali 1994-99 e dell'Obiettivo 3 (che deve «favorire l'adeguamento e l'ammodernamento delle politiche e dei sistemi d'istruzione, formazione e occupazione») della nuova programmazione 2000 – 2006 dei Fondi strutturali.

Il Regolamento n. 2084/93<sup>8</sup> relativo al Fondo sociale europeo (programmazione dei Fondi strutturali 94-99) specifica che questo sostiene «a titolo dell'obiettivo n. 4, nell'insieme della Comunità (...) le azioni volte a facilitare l'adeguamento dei lavoratori e delle lavoratrici, in particolare di quelli minacciati dalla disoccupazione, alle trasformazioni industriali e all'evoluzione dei sistemi di produzione, in particolare attraverso: a) l'anticipazione delle tendenze del mercato del lavoro e delle esigenze di qualificazione professionale; b) la formazione e la riqualificazione professionale, le attività di orientamento e di consiglio; c) l'assistenza che consenta di migliorare e di sviluppare adeguati sistemi di formazione». Si sottolinea inoltre la necessità di concentrare gli interventi specialmente nelle piccole e medie imprese. Precedentemente al 1993 gli interventi di formazione continua previsti nei documenti comunitari non sono sistematici ma hanno un carattere sporadico all'interno di obiettivi più ampi quali l'obiettivo 1, 2 e 5 b e le imprese sono costrette a finanzia-

<sup>7</sup> vedi legge n. 53 dell'8 marzo 2000 «Disposizioni per il sostegno della maternità e della paternità, per il diritto alla cura e alla formazione e per il coordinamento dei tempi delle città».

<sup>8</sup> vedi Regolamento CEE n. 2084/93.

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re autonomamente i corsi. Il Documento unico di programmazione - Obiettivo 4<sup>9</sup> (che riguarda le aree del centro-nord del Paese) stabilisce che il Fondo sociale europeo partecipa alle azioni di formazione continua nelle imprese con un contributo pari al 45% mentre ai privati è chiesto un contributo del 20%. La parte rimanente è finanziata con risorse nazionali come il Fondo di rotazione previsto dalla legge 845/78<sup>10</sup>. Il Documento unico di programmazione - Obiettivo 4 è strutturato sulla base di tre assi principali di intervento: *Asse 1*. Anticipazione, supporto alla programmazione e gestione di un sistema di formazione continua; *Asse 2*. Interventi di accompagnamento/adequamento delle risorse umane in relazione ai cambiamenti strutturali del sistema economico-produttivo e all'impatto del mercato interno; *Asse 3*. Assistenza tecnica. Gli interventi da realizzare sull'asse 1 puntano a dar vita a strutture capaci di comprendere anticipatamente i fabbisogni formativi, a sensibilizzare le imprese a sviluppare e a dare stabilità agli organismi che si occupano dello sviluppo delle risorse umane. Un obiettivo fondamentale è la riconversione dei centri di formazione professionali in agenzie formative capaci di essere continuamente aggiornate sulle innovazioni tecnologiche e organizzative da proporre alle imprese e in quest'ottica occuparsi di corsi di formazione per formatori. Le agenzie formative debbono essere in grado di svolgere analisi settoriali e territoriali per anticipare le esigenze di formazione delle imprese. Relativamente all'asse 2 è possibile individuare tre tipologie d'intervento: interventi per lavoratori coinvolti in rilevanti cambiamenti di assetto del sistema produttivo, con una attenzione specifica ai lavoratori in Cassa integrazione guadagni ordinaria; sviluppo delle competenze dei lavoratori, in particolare delle PMI, ai quali deve essere riservato l'80% delle disponibilità economiche dell'intero asse, con azioni di formazione, informazione e assistenza; sviluppo delle prassi dei piani di formazione aziendali ed interaziendali e di diagnosi delle competenze dei lavoratori. Attraverso l'asse 3 si vogliono realizzare tutta una serie di azioni che mirano a rendere più efficaci gli interventi che vengono fatti in base a quanto previsto dagli assi precedenti. E' prevista la realizzazione di una struttura di coordinamento e la formazione di esperti delle parti sociali ( Organismi bilaterali, Osservatori), delle Regioni e Province ( funzionari, formatori inseriti in organismi di analisi e di ricerca ), del Ministero del Lavoro, delle imprese o di strutture consortili (nei settori addetti allo sviluppo delle risorse umane ), di strutture di informazione e di servizi alle imprese.

Il Regolamento n. 1784/99<sup>11</sup> relativo al Fondo sociale europeo per la programmazione 2000-2006 dei Fondi strutturali stabilisce che «fornisce il pro-

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<sup>9</sup> vedi UE - Fondi strutturali. Q.C.S. Obiettivo 4 ( Decisione della Commissione delle Comunità europee del 2 dicembre 1994 ).

<sup>10</sup> vedi legge n. 845 del 21 dicembre 1978 «Legge quadro in materia di formazione professionale».

<sup>11</sup> vedi Regolamento CE n. 1784/99.

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prio sostegno a misure volte a prevenire e a combattere la disoccupazione nonché a sviluppare le risorse umane e l'integrazione sociale nel mercato del lavoro al fine di promuovere un livello elevato di occupazione, la parità tra uomini e donne, uno sviluppo duraturo e la coesione economica e sociale. In particolare, il fondo contribuisce alle azioni intraprese nell'ambito della strategia europea per l'occupazione e degli orientamenti annuali sull'occupazione». Il Quadro comunitario di sostegno – Obiettivo 3<sup>12</sup> relativo alla nuova programmazione delle attività del Fondo sociale europeo individua cinque obiettivi globali da realizzare: «contribuire all'occupabilità dei soggetti in età lavorativa; promuovere l'integrazione nel mercato del lavoro delle persone esposte al rischio di esclusione sociale; sviluppare un'offerta di istruzione, formazione professionale e orientamento che consenta lo sviluppo di percorsi di apprendimento per tutto l'arco della vita favorendo anche l'adeguamento e l'integrazione tra i sistemi della formazione, istruzione e lavoro; sostenere le politiche di flessibilizzazione del mercato del lavoro, promuovere la competitività e favorire lo sviluppo dell'imprenditorialità; migliorare l'accesso, la partecipazione e la posizione delle donne nel mercato del lavoro». Con uno specifico Asse del Quadro comunitario di sostegno – Obiettivo 3 ( Asse D ) si intende promuovere una forza lavoro competente, qualificata e adattabile, l'innovazione e l'adattabilità nell'organizzazione del lavoro e anche il rafforzamento del potenziale umano nella ricerca, nella scienza e nella tecnologia. Gli obiettivi specifici riguardano lo sviluppo della formazione continua in particolare nelle piccole e medie imprese e nella pubblica amministrazione, lo sviluppo del potenziale umano nei settori della ricerca e dello sviluppo tecnologico; finanziare interventi per la formazione continua è ritenuto fondamentale per adeguare le imprese e i lavoratori ai cambiamenti richiesti dal mercato. Il Fondo sociale europeo continua pertanto a contribuire anche con l'attuale programmazione dei Fondi strutturali al rafforzamento del sistema di formazione continua italiano; tra le azioni possibili finanziabili il Quadro comunitario di sostegno – Obiettivo 3 individua le seguenti: «lo sviluppo di servizi alle piccole e medie imprese per la diagnosi dei fabbisogni e la pianificazione degli interventi formativi; incentivazione delle attività di tutorship all'interno delle imprese per facilitare la trasmissione delle conoscenze e competenze nel quadro di un approccio che persegua l'accrescimento continuo dei livelli di conoscenza e competenza del personale, mediante strumenti e gruppi di autoformazione; azioni formative per migliorare la qualità dei processi di programmazione e progettazione dell'azione dei servizi pubblici; azioni formative per soggetti, pubblici e privati, che si occupano dell'internazionalizzazione dei processi economici e culturali; analisi e modalità di trasferimento delle buone prassi e dei modelli esemplari per la formazione continua; analisi e ricerche a livello nazio-

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<sup>12</sup> vedi UE - Fondo sociale europeo. Q.C.S. Obiettivo 3 ( Decisione della Commissione delle Comunità europee del 18 luglio 2000 ).

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nale e regionale sulle politiche di formazione continua»; viene specificato che il finanziamento dei progetti di formazione continua deve riguardare in particolare i settori tecnologici dell'informazione e della comunicazione, le competenze per il commercio on-line, il telelavoro nella Pubblica Amministrazione. Per quanto concerne lo sviluppo del potenziale umano nei settori della ricerca scientifica e tecnologica si ritiene che il Fondo sociale europeo possa intervenire per migliorare i rapporti tra il mondo della ricerca e il sistema produttivo. Tra le azioni finanziabili ci sono: «il sostegno (mediante borse di studio, assegni di ricerca, ecc.) alla collocazione temporanea dei ricercatori presso le imprese; la promozione e il sostegno di filiere formative a carattere di professionalizzazione più elevata (lauree triennali professionalizzanti) in un'ottica di forte raccordo con il mondo del lavoro». L'Asse C del Quadro comunitario di sostegno – Obiettivo 3 riguarda la «Promozione e miglioramento della formazione professionale, dell'istruzione, e dell'orientamento, nell'ambito di una politica di apprendimento nell'intero arco della vita, al fine di: agevolare e migliorare l'accesso e l'integrazione nel mercato del lavoro, migliorare e sostenere l'occupabilità e promuovere la mobilità professionale». L'Asse si articola in obiettivi specifici, tra cui: adeguare il sistema della formazione professionale e dell'istruzione; promuovere un'offerta articolata di formazione superiore. Per quanto riguarda il conseguimento del primo obiettivo specifico si ritiene che l'attenzione debba andare al miglioramento qualitativo dell'offerta formativa e alla creazione di un sistema integrato che preveda un collegamento tra scuola, formazione e lavoro; bisogna aggiornare le competenze degli operatori della formazione tenendo conto delle esigenze economiche e professionali locali e sviluppare inoltre un sistema di certificazione delle competenze acquisite. Le azioni fondamentali alla realizzazione delle quali il Fondo sociale europeo può contribuire sono: «accreditamento dei soggetti formativi con definizione e accertamento dei requisiti richiesti; predisposizione e aggiornamento di un sistema informativo sulle sedi operative accreditate; interventi per sostenere l'adeguamento delle sedi operative; predisposizione di strumenti di verifica delle competenze degli operatori; analisi dei fabbisogni con particolare riferimento alle professioni e ai settori emergenti o in espansione; certificazione dei percorsi formativi e delle competenze e costruzione di un sistema di crediti riconosciuti, concordato tra Ministero del Lavoro, Ministero della Pubblica Istruzione, Ministero dell'Università e della Ricerca Scientifica e Tecnologica, Regioni e parti sociali; definizione dei criteri e dei metodi della formazione sul lavoro, con particolare riferimento alla formazione dei formatori e dei tutor; formazione dei formatori, dei tutor e degli operatori della formazione». Nello sviluppare le strutture formative un'attenzione specifica deve andare ai settori tecnologici dell'informazione e della comunicazione al fine di allargare e adeguare le conoscenze dei lavoratori in materia. Per quanto concerne il secondo obiettivo specifico dell'Asse C c'è da sottolineare l'importanza data alla costruzione di un sistema di formazione superiore per la riqualificazione dei quadri e dei tecnici con media e alta professionalità e allo sviluppo di attività post diplo-

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ma collegate al mercato. Le azioni più importanti alle quali il Fondo sociale europeo può contribuire sono: «sviluppo di attività di formazione regionale di secondo e terzo livello flessibili, brevi e fortemente raccordate con il mondo del lavoro, che tengano conto anche delle professionalità emergenti e/o in crescita e delle esigenze formative dei lavoratori atipici; progettazione e realizzazione di campagne pubblicitarie e informative finalizzate a diffondere la conoscenza delle risorse formative disponibili all'interno di un determinato territorio; formazione formatori e operatori; analisi dei fabbisogni mirati alla progettazione formativa; promozione e sostegno di filiere formative a carattere di professionalizzazione più elevata (lauree triennali professionalizzanti) in un'ottica di forte raccordo con il mondo del lavoro». Anche in questo caso un'attenzione particolare deve essere data alla crescita delle conoscenze nelle tecnologie dell'informazione e della comunicazione.

#### *2.1.4 La normativa nazionale sui Fondi interprofessionali per la formazione continua gestiti dalle parti sociali*

Con le leggi finanziarie nazionali 2001 e 2003 sono stati scritti gli articoli di legge che consentono di strutturare il sistema di finanziamento e gestione degli interventi di formazione continua in una maniera che pone al centro il ruolo delle parti sociali (organizzazioni sindacali dei lavoratori e dei datori di lavoro), attraverso la possibilità di costituzione di Fondi interprofessionali per la formazione continua. Gli articoli 118 della **legge n. 388 del 2000**<sup>13</sup> – legge finanziaria del 2001- e 48 della **legge n. 289 del 2002**<sup>14</sup> – legge finanziaria del 2003 – che modifica e integra parzialmente il primo, stabiliscono che attraverso accordi tra le organizzazioni sindacali dei datori di lavoro e dei lavoratori più rappresentative a livello nazionale si possono costituire Fondi paritetici interprofessionali nazionali per la formazione continua strutturabili a livello regionale o territoriale. I settori economici ai quali la normativa fa esplicitamente riferimento sono quelli dell'industria, dell'agricoltura, del terziario e dell'artigianato. Questa indicazione non preclude la possibilità, se viene raggiunto un accordo tra le organizzazioni sindacali dei datori di lavoro e dei lavoratori maggiormente rappresentative, di costituire Fondi per altri settori. E' inoltre prevista la possibilità di istituire Fondi specifici per i dirigenti. Con le risorse versate nei Fondi è possibile dare attuazione a piani formativi su base aziendale, territoriale, settoriale e individuale (e realizzare attività propedeutiche alla formazione), concordati tra le parti sociali. Nelle aree rientranti nell'obiettivo 1 pre-

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<sup>13</sup> vedi legge n. 388 del 23 dicembre 2000 «Disposizioni per la formazione del bilancio annuale e pluriennale dello Stato (legge finanziaria 2001)».

<sup>14</sup> vedi legge n. 289 del 27 dicembre 2002 «Disposizioni per la formazione del bilancio annuale e pluriennale dello Stato (legge finanziaria 2003)».

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visto dal Regolamento n. 1260/99 il contributo è del 100% mentre nel restante territorio nazionale è del 50%. I Fondi, associazioni senza fini di lucro costituiti attraverso accordi tra le parti sociali, sono autorizzati con decreto del Ministero del Lavoro e delle Politiche Sociali che si occupa anche del controllo del rispetto delle finalità per le quali sono stati costituiti. I Fondi sono finanziati attraverso la progressiva destinazione delle risorse dello 0,30% del monte salari che le imprese versano all'INPS (Istituto Nazionale Previdenza Sociale) in base alla normativa relativa al versamento del contributo integrativo per l'assicurazione contro la disoccupazione involontaria delle imprese all'INPS. Gli imprenditori che decidono di aderire ai Fondi continuano a versare il contributo dello 0,30% all'INPS ma quest'ultimo successivamente, ogni due mesi, lo trasferisce ai Fondi ai quali si è aderito. Per favorire una maggiore integrazione dell'attività dei Fondi con quella delle Regioni e delle Province autonome è previsto che i progetti finanziati attraverso i Fondi interprofessionali siano trasmessi alle Regioni e alle Province autonome in modo che queste abbiano la possibilità di tenerne conto nella programmazione delle attività formative. Al Ministero del Lavoro e delle Politiche Sociali è attribuito il compito di monitorare la gestione dei Fondi. Il comma 2 dell'articolo 48 della legge 289/02 stabilisce che «in caso di irregolarità o di inadempimenti, il Ministero del Lavoro e delle Politiche Sociali può disporre la sospensione dell'operatività o il commissariamento. Entro tre anni dall'entrata a regime dei Fondi, il Ministero del Lavoro e delle Politiche Sociali effettuerà una valutazione dei risultati conseguiti dagli stessi». È prevista poi l'istituzione, presso lo stesso Ministero, dell'«Osservatorio per la formazione continua» che ha il compito di «elaborare proposte di indirizzo attraverso la predisposizione di linee-guida e di esprimere pareri e valutazioni in ordine alle attività svolte dai Fondi, anche in relazione all'applicazione delle suddette linee-guida». L'Osservatorio è composto dai seguenti soggetti: due rappresentanti del Ministero del Lavoro e delle Politiche Sociali; dal consigliere di parità componente la Commissione centrale per l'impiego; da due rappresentanti delle Regioni designati dalla Conferenza permanente per i rapporti tra lo Stato, le Regioni e le Province Autonome di Trento e di Bolzano; un rappresentante di ciascuna delle confederazioni delle organizzazioni sindacali dei datori di lavoro e delle organizzazioni sindacali dei lavoratori maggiormente rappresentative sul piano nazionale. L'Osservatorio fa riferimento per l'assistenza tecnica all'Istituto per lo sviluppo della formazione professionale dei lavoratori (ISFOL). La decisione da parte delle imprese di aderire ai Fondi o di disdire l'adesione deve avvenire entro il 30 giugno di ogni anno, la scadenza per la prima adesione è stata fissata per il 30 giugno 2003.

### *2.1.5 Le "definizioni" di formazione continua*

Le "definizioni" di formazione continua tratte dalla normativa nazionale e comunitaria sono le seguenti:



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- legge 196/97, articolo 17, comma 1, lettera d): « interventi di formazione dei lavoratori nell'ambito di piani formativi aziendali o territoriali concordati tra le parti sociali, con specifico riferimento alla formazione di lavoratori in costanza di rapporto di lavoro, di lavoratori collocati in mobilità, di lavoratori disoccupati per i quali l'attività formativa è propedeutica all'assunzione»;
  - legge 53/00, articolo 6: «I lavoratori, occupati e non occupati, hanno diritto di proseguire i percorsi di formazione per tutto l'arco della vita, per accrescere conoscenze e competenze professionali»;
  - obiettivo 4 del Fondo sociale europeo: «agevolare l'adattamento dei lavoratori e delle lavoratrici ai mutamenti industriali e all'evoluzione dei sistemi di produzione».

## ***2.2 La riforma del Titolo V della Costituzione e il trasferimento di competenze alle Regioni e alle Province autonome***

La progressiva riforma del Titolo V della Costituzione, relativo all'ordinamento delle Regioni, delle Province e dei Comuni, avvenuta in questi ultimi anni e ancora in fase di realizzazione, riguarda anche il trasferimento di competenze in materia di gestione del sistema di istruzione e formazione professionale dallo Stato alle Regioni e Province Autonome.

L'articolo 3 della legge costituzionale n. 3 del 18 ottobre 2001 "Modifiche al Titolo V della parte seconda della Costituzione", prevede il nuovo articolo 117 della Costituzione con cui sono definite le materie la cui legislazione è di competenza esclusiva dello Stato e quelle di legislazione concorrente con le Regioni, per quest'ultime la potestà legislativa è attribuita alle Regioni mentre la definizione dei principi fondamentali spetta allo Stato. Si stabilisce inoltre che per tutte quante quelle materie non menzionate dall'articolo di legge è attribuita alle Regioni la potestà legislativa. L'istruzione e formazione professionale non sono comprese tra quelle materie su cui è prevista la competenza dello Stato e neanche tra quelle di competenza concorrente pertanto se ne può dedurre che la legge attribuisce implicitamente il compito di gestione alle Regioni e Province Autonome.

Per dare attuazione a quanto stabilito con la suddetta legge costituzionale è stata approvata la legge n. 131 del 5 giugno 2003 "Disposizioni per l'adeguamento dell'ordinamento della Repubblica alla legge costituzionale 18 ottobre 2001, n. 3".

Per far fronte ad alcuni rilevanti elementi di criticità della legge costituzionale del 2001 si è ritenuto opportuno impostare un nuovo disegno di legge costituzionale di modifica alla seconda parte del Titolo V della Costituzione che si inserisce nell'ambito del più generale processo in atto di riforma federalista dello Stato. Con la nuova riforma si è voluto rendere esplicito il principio dell'interesse nazionale, per far fronte a derive regionalistiche, ed eliminare le competenze concorrenti esistenti, per far venir meno ogni equivoco su compiti dello Stato e delle Regioni. Pertanto il disegno di legge costituziona-

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le “Nuove modifiche al Titolo V, parte seconda, della Costituzione”, approvato dal Consiglio dei Ministri l’11 aprile 2003 stabilisce con l’articolo 2 il nuovo articolo 117 della Costituzione. A proposito delle materie su cui lo Stato esercita in esclusiva la potestà legislativa, la lettera w) stabilisce le «norme generali sull’istruzione, sulla formazione e sulla ricerca scientifica e innovazione tecnologica; (...)», mentre per quanto concerne le materie su cui le Regioni esercitano la potestà legislativa in esclusiva, nel rispetto dell’interesse nazionale, sono comprese: «organizzazione scolastica, gestione degli istituti scolastici e di formazione, salva l’autonomia delle istituzioni scolastiche», «definizione della parte dei programmi scolastici e formativi di interesse specifico della Regione», «istruzione e formazione professionali»; inoltre per evitare ogni pericolo di equivoco si ribadisce ancora, come nella precedente legge costituzionale del 2001, che spetta alle Regioni la potestà legislativa esclusiva in «ogni altra materia non espressamente riservata alla legislazione dello Stato».

Sulla base della riforma costituzionale le Regioni e le Province Autonome si sono dotate, o si stanno dotando, o hanno messo in programma la realizzazione, di nuove norme che regolino il sistema d’istruzione e formazione professionale in relazione alla realizzazione di politiche attive per il lavoro, articolando le procedure per una gestione territoriale efficace della materia. Pertanto lo Stato centrale e la normativa nazionale, che hanno contribuito in maniera determinante alla strutturazione del sistema di formazione continua e al finanziamento sistematico degli interventi, assieme alle risorse del Fondo sociale europeo, in questo ultimo decennio, vedono progressivamente ridurre il loro peso lasciando spazio alle iniziative che le istituzioni decentrate (Regioni e Province Autonome) mettono in atto.

### ***2.3 Il ruolo dei soggetti istituzionali, delle parti sociali e dei beneficiari nella gestione delle risorse nazionali per i progetti formativi***

#### *2.3.1 Il sistema di decentramento delle competenze*

In questo ultimo decennio il Ministero del Lavoro e delle Politiche Sociali ha seguito l’implementazione dei programmi di azione per la realizzazione delle attività di formazione continua, stabilendo i criteri generali in base ai quali strutturare i progetti formativi. Le parti sociali hanno avuto un ruolo decisivo nella definizione dei progetti formativi in quanto la priorità di finanziamento è stata data a quelli concordati tra le organizzazioni sindacali dei lavoratori e dei datori di lavoro nelle aziende o sul territorio.

In base alla normativa nazionale in materia di formazione continua (legge 236/93) il Ministero del Lavoro e delle Politiche Sociali ripartisce le risorse con apposito provvedimento alle Regioni e alle Province autonome che le impiegano per finanziare gli interventi formativi selezionando tra le richieste che pervengono dalle aziende e dai lavoratori.

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I progetti aziendali vengono presentati alle Regioni e Province autonome per il finanziamento, oltre che direttamente dalle imprese interessate, anche tramite associazioni di categoria, enti bilaterali, organismi di formazione. I progetti pluriaziendali sono presentati alle Regioni e Province autonome per mezzo di Associazioni Temporanee di Impresa (ATI), consorzi di imprese, associazioni di categoria, enti bilaterali, organismi di formazione.

Le aziende devono contribuire al cofinanziamento dei progetti formativi coprendo almeno il 20% del costo complessivo.

Le Regioni e Province autonome possono destinare parte delle risorse che si hanno dal Ministero del Lavoro e delle Politiche Sociali a progetti individuali di formazione. La selezione di questi progetti presentati direttamente dai lavoratori avviene sulla base di specifici criteri, quali ad esempio: l'esistenza di un progetto articolato; la congruità dei costi; l'adeguatezza dei soggetti erogatori; la possibilità di veder certificati gli esiti della formazione.

La gestione degli interventi formativi attraverso le risorse nazionali erogate con l'articolo 6 della legge 53/00 presenta delle specificità e differenze rispetto a quanto descritto finora che come detto è relativo all'utilizzo delle risorse erogate in base alla legge 236/93. A questo proposito è necessario ricordare che, come si può constatare con il decreto ministeriale n. 167 del 6 giugno 2001 (ma anche al comma 4 dell'articolo 6 della legge 53/00), la ripartizione delle risorse alle Regioni e Province autonome spetta al Ministero del Lavoro di concerto con il Ministero del Tesoro, del Bilancio e della Programmazione economica; le Regioni e le Province autonome sono chiamate poi a decidere le procedure attraverso le quali utilizzare le risorse assegnate, che possono essere utilizzate per le seguenti due tipologie di progetti formativi: a) elaborati sulla base di accordi contrattuali che prevedano quote di riduzione dell'orario di lavoro; presentati direttamente dai singoli lavoratori (come testualmente è scritto nel decreto sopraccitato).

### *2.3.2 Le procedure per il finanziamento dei progetti formativi*

La presentazione dei progetti formativi per il contributo di finanziamento pubblico alle Regioni o Province autonome avviene con domanda in bollo sulla base di quanto stabilito da un formulario di presentazione.

I progetti pervenuti vengono, in sede regionale o di provincia autonoma, esaminati, approvati e finanziati fino ad esaurimento delle risorse previa verifica del rispetto di alcuni criteri di ammissibilità quali: il rispetto delle finalità definite attraverso circolare ministeriale (se si tratta di risorse nazionali); la rispondenza ai parametri di costo definiti dalle Regioni o Province autonome; la completezza della domanda di finanziamento sulla base delle indicazioni del formulario; la previsione di copertura da parte dell'azienda di minimo il 20% dei costi.

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Entro una data stabilita la Regione o la Provincia autonoma redigono una graduatoria di progetti sulla base dell'ordine di arrivo tenendo conto prioritariamente di quelli che hanno parere positivo delle parti sociali, comunicando poi ai soggetti che hanno presentato il progetto l'ammissibilità al finanziamento.

Nel caso in cui si tratti di risorse nazionali, erogate in base alla legge 236/93, la Regione o la Provincia autonoma devono trasmettere al Ministero del Lavoro e delle Politiche Sociali l'atto attraverso il quale si decide quali progetti formativi finanziare; il Ministero del Lavoro e delle Politiche Sociali da avvio ed entro breve tempo completa le procedure per il versamento delle risorse concesse per la formazione di coloro che sono considerati i soggetti destinatari della formazione.

I destinatari degli interventi formativi sono i lavoratori delle imprese che versano il contributo integrativo per l'assicurazione contro la disoccupazione involontaria all'INPS (Istituto Nazionale Previdenza Sociale) previsto da apposita normativa.

Per quanto riguarda il decreto ministeriale n. 167 del 6 giugno 2001, relativo alla legge 53/00, le procedure seguite per il finanziamento della tipologia a) di progetti formativi pur presentando, soprattutto nell'articolazione dei contenuti, delle differenze tra Regione e Regione e Province autonome, hanno tuttavia degli elementi comuni di base che sono i seguenti: definizione dei soggetti che possono presentare i progetti; modalità e termini entro cui presentare i progetti; criteri per la valutazione e ammissibilità dei progetti.

### *2.3.3 Monitoraggio e valutazione dei progetti formativi*

Le circolari attuative degli articoli della legge 236/93 riguardanti la formazione continua dei lavoratori, stabiliscono anche che è compito del Ministero del Lavoro e delle Politiche Sociali con le Regioni e le Province autonome, in collaborazione con le parti sociali, garantire la promozione, l'informazione, il sostegno nella progettazione e il monitoraggio e la valutazione dei programmi di finanziamento attraverso anche l'assistenza tecnica dell'ISFOL (Istituto per lo Sviluppo della FORMazione professionale dei Lavoratori), ente di ricerca strumentale del Ministero del Lavoro e delle Politiche Sociali.

Per quanto riguarda il decreto ministeriale n. 167 del 6 giugno 2001, relativo alla legge 53/00 è stabilito che è compito della Regione o della Provincia autonoma la valutazione dei progetti pervenuti, sulla base di appositi criteri e punteggi per la determinazione delle graduatorie per il finanziamento. Il sopracitato decreto stabilisce che le Regioni e le Province autonome devono predisporre e inviare al Ministero del Lavoro dei rapporti semestrali sullo stato di avanzamento dei progetti formativi in base a linee guida articolate dall'ISFOL (Istituto per lo Sviluppo della FORMazione professionale dei Lavoratori), per consentire il monitoraggio delle attività realizzate da parte del «Comitato di indirizzo per le azioni di formazione continua» del Ministero.

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## ***2.4 I fondi interprofessionali per la formazione continua gestiti dalle parti sociali***

### *2.4.1 Criteri e modalità per la gestione delle attività*

Per quanto concerne l'attività dei Fondi interprofessionali per la formazione continua, il ruolo delle parti sociali e i compiti dei soggetti istituzionali, attraverso apposita circolare del Ministero del Lavoro e delle Politiche Sociali sono state definiti *i criteri e modalità per la gestione delle risorse finanziarie*. La circolare n. 36 del 18 novembre 2003 stabilisce testualmente: le modalità per l'elaborazione e la presentazione dei Piani Operativi di Attività dei Fondi; le categorie di attività e le tipologie delle spese ammissibili; le procedure per la liquidazione delle risorse e la rendicontazione delle spese; il sistema dei controlli sulla gestione dei Fondi; le attività di monitoraggio. I Piani Operativi di Attività che i Fondi devono elaborare devono contenere elementi precisi, questi sono: gli obiettivi generali e specifici; le attività da realizzare (la circolare prevede le seguenti tipologie di riferimento: informazione e pubblicità per la promozione delle opportunità offerte dai Fondi; assistenza tecnica ai soggetti responsabili dei progetti formativi; analisi della domanda e dei fabbisogni formativi; monitoraggio; raccolta, valutazione e selezione dei progetti; sistemi di controllo - sistema di controllo interno di gestione del singolo Fondo e sistema di controllo sui Piani formativi finanziati -); il piano finanziario biennale; i criteri di selezione di coloro che realizzano i piani formativi; le modalità di organizzazione del Fondo; le procedure interne per la gestione dei piani formativi; i sistemi di controllo.

### *2.4.2 Le modalità di erogazione delle risorse finanziarie*

Per quanto concerne la liquidazione delle risorse finanziarie ai Fondi spetta al Ministero del Lavoro e delle Politiche sociali, entro 30 giorni dalla presentazione delle richieste, erogarle in tre parti distinte: la prima, che corrisponde al 20% del totale previsto, quando c'è la richiesta iniziale del Fondo; la seconda, che corrisponde al 40% del totale, quando è presentato il Piano Operativo di Attività; la terza, che riguarda il rimanente 40% del totale, dopo che c'è stata la dichiarazione del legale rappresentante del Fondo in merito all'avvenuta spesa del 70% delle risorse già percepite e sulla consegna di un Rapporto di Esecuzione sulle attività svolte.

### *2.4.3 Controllo e monitoraggio delle attività*

Spetta al Ministero del Lavoro e delle Politiche Sociali «la vigilanza sulla gestione dei Fondi e in caso di irregolarità e inadempimenti il Ministero del

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Lavoro e delle Politiche Sociali può disporre la sospensione dell'attività o il commissariamento», come stabilisce il comma 2 dell'articolo 48 della legge 289/02. I Fondi tuttavia esercitano, attraverso un proprio sistema interno, il controllo sulle attività di chi attua i progetti formativi; il Ministero del Lavoro e delle Politiche sociali si occupa invece del controllo sull'impiego delle risorse erogate esaminando le relazioni rendicontuali e sulla base delle risultanze delle verifiche amministrativo-contabili fatte presso i Fondi dal Ministero stesso.

È previsto comunque che il Ministero del Lavoro e delle Politiche Sociali attui il monitoraggio costante delle attività finanziate ai Fondi in quanto quest'ultimi debbono ogni sei mesi (30 giugno e 31 dicembre) inviare al Ministero i dati necessari per realizzarlo (il primo invio è previsto per il 30 giugno 2004).

La normativa prevede inoltre che il Ministero del Lavoro e delle Politiche Sociali costituisca l'Osservatorio Nazionale della Formazione Continua con i seguenti compiti, così come sono esplicitati nella circolare: elaborare proposte di indirizzo, attraverso la predisposizione di Linee Guida; esprimere pareri e valutazioni in ordine alle attività svolte dai Fondi. Sempre riportando quanto scritto nella circolare, in particolare l'attività dell'Osservatorio si realizza attraverso: l'analisi dei dati di monitoraggio raccolti dai Fondi e inviati semestralmente al Ministero del Lavoro e delle Politiche Sociali; l'analisi dei dati raccolti mediante un sistema di monitoraggio telematico e qualitativo predisposto dal Ministero e implementato con l'assistenza tecnica dei Fondi; l'analisi dei risultati di eventuali approfondimenti tematici e valutativi predisposti dal Ministero del Lavoro e delle Politiche Sociali.

Infine è previsto che, per dare omogeneità ai sistemi di monitoraggio predisposti dal Ministero e dai Fondi, venga costituito da parte del Ministero del Lavoro e delle Politiche Sociali un Comitato di Coordinamento delle attività di monitoraggio composto da rappresentanti ed esperti del Ministero e dei Fondi.

Attraverso il monitoraggio sistematico si vogliono raccogliere informazioni sulle modalità di impiego delle risorse finanziarie, sulle attività realizzate per mezzo dei piani formativi e sul numero e le caratteristiche dei destinatari delle attività formative (imprese e lavoratori). Le informazioni sono fornite al Ministero oltre che direttamente dai Fondi, dall'INPS (Istituto Nazionale Previdenza Sociale), che si occupa di raccogliere le adesioni ai Fondi, e dai soggetti che realizzano i piani formativi.

#### *2.4.4 La valutazione dei progetti formativi*

Per quanto riguarda la valutazione dei progetti formativi per il finanziamento da parte dei Fondi questi vengono esaminati a livello regionale/territo-

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riale da un Gruppo tecnico di valutazione che tiene conto dei criteri definiti a livello centrale, che si avvale delle strutture degli enti bilaterali regionali; successivamente chiede al Fondo di finanziare i progetti che vengono giudicati positivamente. Anche a livello centrale esiste un Gruppo di assistenza, valutazione e monitoraggio che ha il compito di esaminare le richieste di finanziamento per le attività che hanno una dimensione nazionale. I progetti devono essere presentati sulla base di moduli prestabiliti per permettere una valutazione oggettiva. Spetta al Consiglio di Amministrazione l'ultima parola sull'approvazione o meno dei finanziamenti per i progetti formativi presentati dalle strutture regionali; lo stesso discorso vale per quelli nazionali presentati dal Direttore sulla base della valutazione del Gruppo di assistenza, valutazione e monitoraggio. I soggetti che realizzano le attività formative devono essere accreditati dal Fondo o dalla Regione.

### ***2.5 Le differenze nelle modalità di selezione dei progetti***

Pur non avendo fatto esplicito riferimento alle modalità attraverso le quali si utilizzano le risorse del Fondo sociale europeo per la formazione continua in Italia, concentrando l'attenzione invece su come la normativa nazionale prevede di realizzare gli interventi a riguardo, è opportuno mettere in evidenza alcune differenze che esistono nelle modalità di selezione dei progetti formativi.

Nel caso delle risorse del Fondo sociale europeo la selezione dei progetti avviene sulla base di bandi annuali "chiusi" mentre la normativa nazionale (legge 236/93) stabilisce che i progetti si possono presentare a partire da una data e sono finanziabili fino a esaurimento dei fondi disponibili.

Per quanto riguarda la valutazione ex-ante delle proposte, quelle finanziate dal Fondo sociale europeo vengono sottoposte dapprima a una analisi che controlla che i criteri stabiliti per il finanziamento siano rispettati, successivamente, in un secondo momento, viene fatta una comparazione che produce la graduatoria dei progetti da finanziare. In base alla normativa nazionale (legge 236/93) invece ci si limita a verificare l'esistenza degli elementi che rendono il progetto finanziabile. Pertanto in questo caso il finanziamento è legato alla data di presentazione delle proposte presso la Regione o la Provincia autonoma, anche se il sostegno delle organizzazioni sindacali ha un peso fondamentale; come già detto sopra il parere favorevole dei sindacati dà garanzia di precedenza in quanto vengono finanziati prima i progetti sostenuti dalle parti sociali. Pertanto si può concludere dicendo che da un lato questo garantisce l'attuazione di una procedura più rapida, dall'altro non favorisce la selezione dei progetti qualitativamente superiori.

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## *2.6 La formazione continua individuale*

Un altro aspetto sul quale non c'è stato approfondimento ma che è necessario quantomeno ricordare per fornire un quadro il più possibile completo delle modalità di gestione del sistema di formazione continua cofinanziato con risorse pubbliche nazionali è quello dei “voucher” per la formazione individuale; apposite circolari ministeriali prevedono infatti che le Regioni e le Province autonome possano destinare risorse alla formazione individuale sulla base di progetti elaborati dai singoli lavoratori. In generale si può dire che le situazioni che si possono presentare sono sostanzialmente tre: in un primo caso il lavoratore sceglie personalmente, sulla base delle possibilità offerte dalla Regione o dalla Provincia, l'attività formativa; in un secondo caso il lavoratore non è in grado di specificare con esattezza ciò che lo interessa e si lascia orientare dalle strutture competenti nella focalizzazione dei propri bisogni formativi e nella scelta tra le offerte previste; in un terzo caso il lavoratore sa esattamente cosa vuole fare ma il catalogo istituzionale non lo prevede. In questo caso il lavoratore può essere indirizzato, se è possibile, a strutture esterne in grado di soddisfare il bisogno formativo. Se si presenta questa situazione la Regione/Provincia contribuisce comunque al finanziamento dell'intervento formativo fatto.

In linea di massima, anche se poi le modalità possono cambiare da Regione a Regione o Provincia autonoma, il lavoratore che vuole usufruire di un “voucher”, buono per la formazione, presenta richiesta su apposito modulo predisposto in cui viene specificato il corso formativo per il quale si chiede il contributo pubblico alla Provincia, quest'ultima valuta sulla base di specifici criteri le domande e successivamente provvede a redigere la graduatoria per il finanziamento; è compito della stessa Provincia infine occuparsi del monitoraggio delle attività formative realizzate.



## APPENDICE

**Tav.A.1 Forze di lavoro 20-29 anni per titolo di studio Media 2003 (valori assoluti in migliaia)**

Classi età	Titoli di studio					Tot
	Dott., Laurea, Laurea breve	Diploma accesso univers.	Qualifica liceale non accesso università	Licenza media	Licenza elementare Nessun titolo	
20-24	2,1%	51,3%	9,0%	35,1%	2,3%	100% N=1.788
25-29	12,6%	45,1%	8,0%	31,1%	3,0%	100% N=3.158
Totale 20-29	8,8%	47,4%	8,4%	32,5%	2,7%	100% N=4.946

**Tab.A.2 Occupati 20-29 anni per titolo di studio —Media 2003 (valori assoluti in migliaia)**

Classi età	Titoli di studio					Tot
	Dott., Laurea, Laurea breve	Diploma accesso univers.	Qualifica liceale non accesso università	Licenza media	Licenza elementare Nessun titolo	
20-24	2,1%	49,9%	10,1%	35,4%	2,2%	100% N=1.340
25-29	11,7%	45,8%	8,6%	31%	2,7%	100% N=2.707
Totale 20-29	8,5%	47,2%	9,1%	32,4%	2,6%	100% N=4047

Fonte Istat, *Rilevazione trimestrale sulle forze di lavoro*, dati medi anno 2003<sup>15</sup>

**Tab.A.3 Persone in cerca di occupazione 20-29 anni per titolo di studio  
Media 2003 (valori assoluti in migliaia)**

Classi età	Titoli di studio					Tot
	Dott., Laurea, Laurea breve	Diploma accesso univers.	Qualifica liceale non accesso università	Licenza media	Licenza elementare Nessun titolo	
20-24	1,9%	55,3%	5,7%	34,4%	2,7%	100% N=448
25-29	17,9%	41,4%	4,6%	31,6%	4,4%	100% N=452
Totale 20-29	9,9%	48,3%	5,1%	33,1%	3,5%	100% N=900

Fonte Istat, *Rilevazione trimestrale sulle forze di lavoro*, dati medi anno 2003

<sup>15</sup> Gli arrotondamenti delle cifre non consentono sempre di trovare la quadratura orizzontale e/o verticale delle percentuali.

**Tab.A.4 Non forze di lavoro 20-29 anni per titolo di studio**  
**Media 2003 (valori assoluti in migliaia)**

Classi età	Titoli di studio					Tot
	Dott., Laurea, Laurea breve	Diploma accesso univers.	Qualifica liceale non accesso università	Licenza media	Licenza elementare Nessun titolo	
20-24	1,3%	76,5%	2,4%	16,7%	2,9%	100% N=1.679
25-29	9,2%	54,4%	3,0%	27,0%	6,1%	100% N=1.162
Totale 20-29	4,6%	67,5%	2,6%	20,9%	4,3%	100% N=2.841

Fonte Istat, *Rilevazione trimestrale sulle forze di lavoro*, dati medi anno 2003

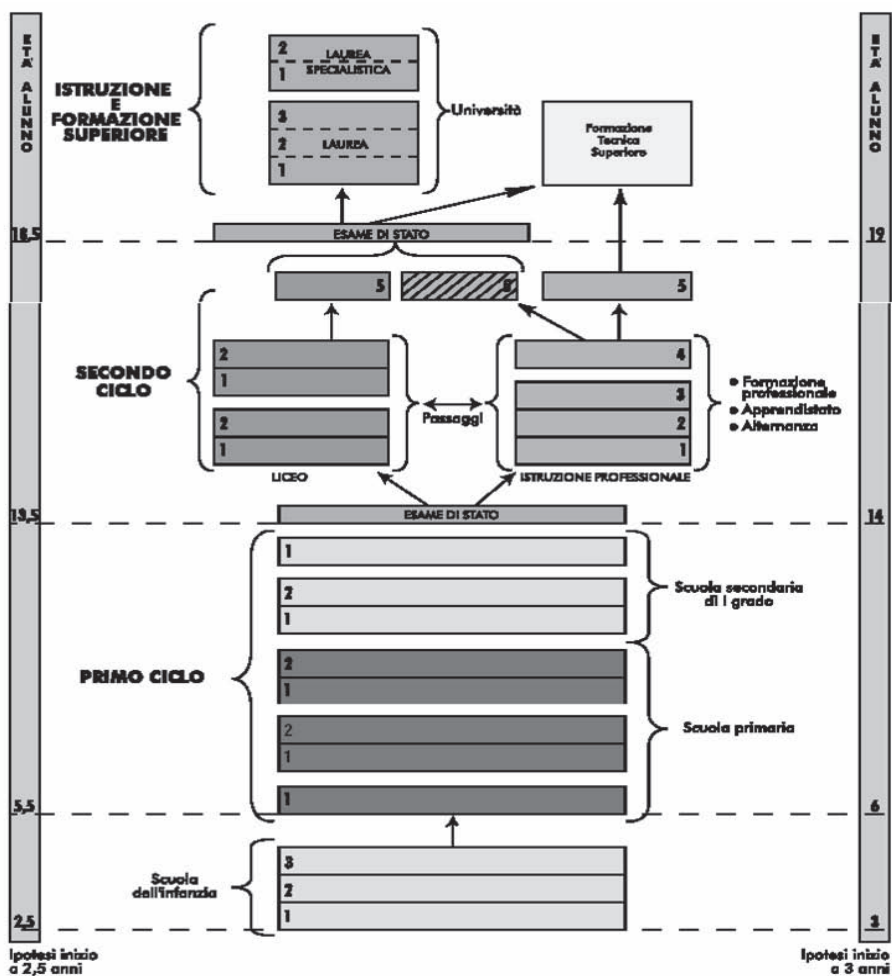
**Tav.A.5 Occupati per settore e ramo di attività**

Modalità	Dati assoluti	Composizione percentuale
AGRICOLTURA	1.075	4,9
INDUSTRIA	7.019	31,8
Energia e acqua	211	1,0
Trasformazione industriale	4.999	22,7
Costruzione- installazioni impianti	1.809	8,2
<b>ALTRE ATTIVITA'</b>	<b>13.960</b>	<b>63,3</b>
<b>Commercio</b>	<b>3.530</b>	<b>16,0</b>
Alberghi- ristoranti	953	4,3
Trasporti- comunicazioni	1.162	5,3
di cui: Trasporti	857	3,9
Intermed. monetaria e Finanz. attività immobiliari	751	3,4
Servizi alle imprese- altre attiv.profess.	1.562	7,4
Pubblica amministr., difesa, ass.ni sociali obbligat.	1.872	8,5
Istruzione, sanità, servizi sociali	2.863	13,0
Altri servizi pubblici, sociali e alle persone	1.187	5,4

**Tav.A.6 Occupati per settore di attività economica e professione  
Media 2003 (dati assoluti in migliaia)**

Professioni	Agricoltura	Industria	Altre attività	Totale
Legislatori, Dirigenti, Imprenditori	35	318	400	752
Professioni intellettuali	4	163	1.592	1.760
Professioni tecniche intermedie	31	1.022	3.756	4.810
Professioni esecutive amministrative	12	592	1.793	2.397
Professioni connesse alla vendita	19	205	3.589	3.814
Artigiani, Operai specializzati, Agricoltori	643	2.939	873	4.455
Conduttori di impianti e Operatori di macchine	31	1.417	588	2.036
Professioni non qualificate	300	362	1.136	1.798
Forze Armate	0	0	233	233
<b>Totale</b>	<b>1.075</b>	<b>7.019</b>	<b>13.960</b>	<b>22.054</b>

## Struttura attuale del sistema formativo di base in Italia

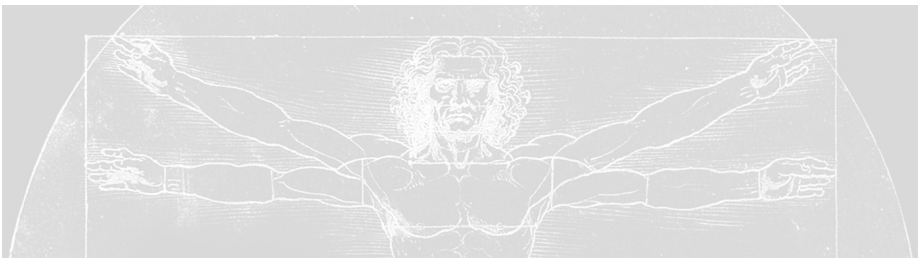




# *NATIONAL REPORT*

*English version*

*ITALY*



*Analysis of the management system for continuing vocational training in Italy*



## Volume 2 - DOCUMENTATION

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## 1. GENERAL BACKGROUND OF THE COUNTRY

- Area of the territory: 301,336 sq.km
- Resident population: 57,478.000
- Density: 190 inhabitants/sq.km

The work forces<sup>1</sup>, which consist of persons employed or seeking employment, in Italy represent about 40% of the population resident in the territory (24,150,000 persons), of which 22,054,000 are employed, while the remaining 2,096,000 (approximately 9%) are seeking employment. As far as those not included in the work forces are concerned, the majority (55%) are not of working age since too young (25%) or else too old (30%); while the remaining quota consists mainly of those not at present available for work or not desirous of working (86%) and, to a slighter extent, of those desirous of working but not seeking work actively or at all.

As regards the structural characters of the population, it may be observed that just over half of the latter (29,525,000 persons) are female, while the remaining quota (27,952,000) are male. As for the composition by sex of the work forces, clear differences emerge between males and females: only 32.1% of females find themselves inside the work market in the position of employed or seeking employment (compared to 52.5% of males), which means that a full 67.9% are outside of it.

Whereas the following table (table 1.1) shows the situation regarding study qualifications of the population of working age for each of the four possible conditions (work forces and non-work forces, employed, and seeking employment).

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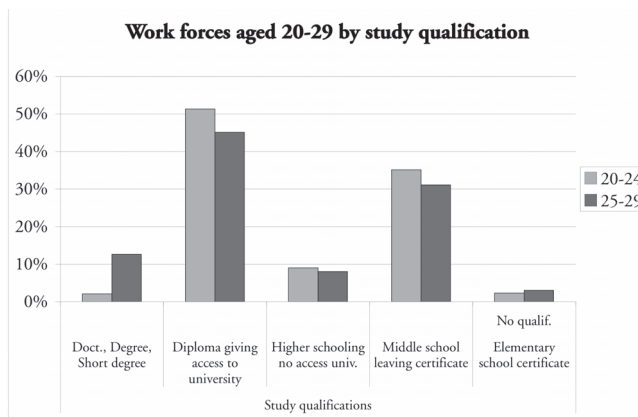
<sup>1</sup> Source Istat, *Quarterly figures on the work forces*, average figures for 2003.

**Table 1.1 Population (15-69 years of age) by study qualification and condition  
Average for 2003 (absolute values in thousands)**

Study qualification					Total
Doctorate, Degree, Short degree	Diploma giving access to university	Higher schooling no access to university	Middle school leaving certificate	Elementary school certificate: No qualification	
<i>Work forces</i>					
12.4%	35.0%	7.4%	35.2%	9.9%	100% No.=24,004
<i>Employed</i>					
12.8%	35.0%	7.6%	34.6%	9.7%	100% No.=21,911
<i>Seeking employment</i>					
8.3%	34.3%	5.4%	40.8%	11.0%	100% No.=2,093
<i>Total of non-work forces</i>					
3.1%	22.6%	3.6%	37.8%	32.7%	100% No.=17,840

If we analyse the level of education in the light of the age variable, taking into consideration exclusively the active youthful population aged 20 to 29 years old, it will be seen that 32.5% of them do not go on beyond lower middle schooling and that overall less than 50% of the young people of the age group considered come to possess a higher middle school diploma entitling them to go on to university education (Fig.1.1)<sup>2</sup>.

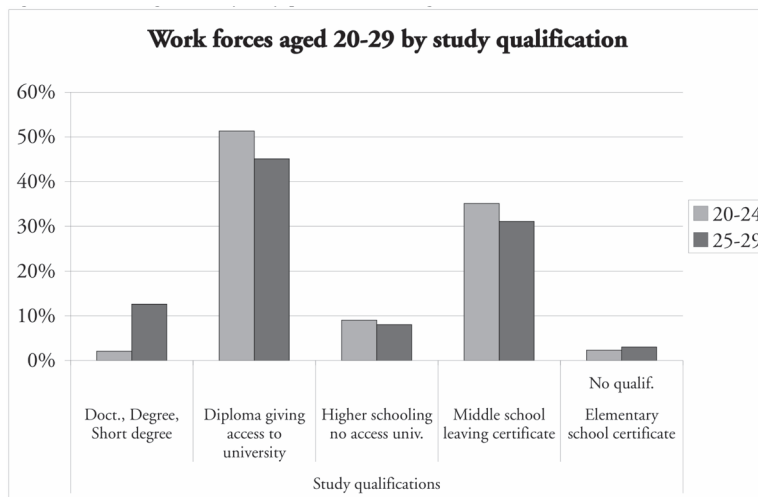
**Fig.1.1 Work forces aged 20-29 by study qualification – Average 2003**



<sup>2</sup> Please refer to the Appendix for breakdown of the tables relative to the study qualification of young people who are: active, employed, seeking employment and inactive.

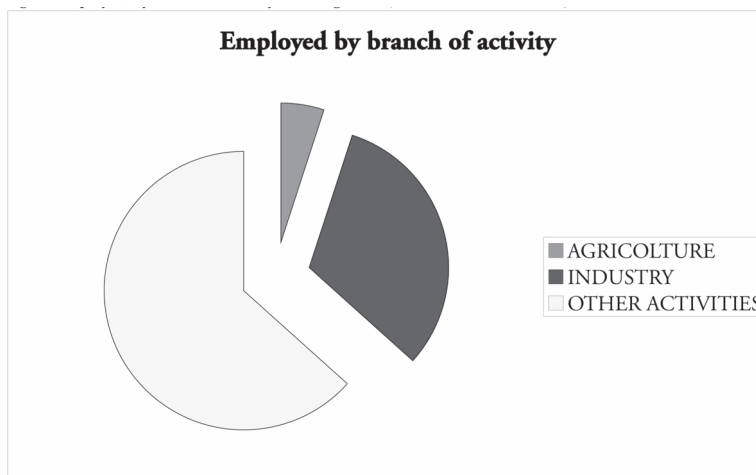
As regards the study qualification of young people belonging to the work forces, it may be observed further that, on an average, the females are better educated than the males (Fig.1.2):

**Fig.1.2 Work forces aged 20-29 by study qualification and sex-Average for 2003**



As for the work forces employed, this graph shows the distribution of those employed by branch of activity (Fig.1.3).

**Fig.1.3 Employed, by branch of activity - Average 2003 (absolute data in thousands)**



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In all three sectors those employed carry out a mainly dependent activity (72.8% vs. 27.2%). In Italy the highest rate of employment is recorded in the tertiary sector, mainly in trade, education and health<sup>3</sup>.

Whereas as regards those employed by sector of activity and profession, the figures clearly show that the intermediate technical professions together with artisans, skilled workers, farmers and the professions based on selling absorb the largest number of employed. In addition, over 90% of the selling-based professions work in the tertiary sector, while about 67% of artisans, skilled workers and farmers work in industry. On the other hand, in the agricultural sector there is a greater proportion of unskilled professions (about 17%), followed very closely by artisans, skilled workers and farmers (about 14%); in this sector all the other professional figures represent a quite residual quota (See the breakdown of the table in the Appendix attached hereto).

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<sup>3</sup> Analysing in detail the various sectors, it will be seen that in Industry the branches of activity divide up into: Energy and water, Industrial transformation, Building – installations and systems, with the second segment gathering the largest number of employed. As regards services, the activities of this branch are: Trade, Hotels and Restaurants, Transport and Communications, Monetary and Financial Intermediation, Real estate activities, Services for companies, Other professional activities, Public Administration, Defence, Obligatory social insurances, Education, Health, Social services and other public, social and personal services. For a breakdown, see the attachment in the Appendix.

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## 2. CONTINUING VOCATIONAL TRAINING. DESCRIPTION OF THE NATIONAL SITUATION

### *2.1 The legal bases of the continuing vocational training system*

#### *2.1.1 References in the Constitution*

The Constitution of the Italian Republic makes reference to vocational training in subsection 2 of article 35 in connection with the professional upgrading of workers.

The provisions regulating the tasks of the State in the field of vocational training have not been dealt with in parallel with the articles dealing with education<sup>4</sup> but it was preferred to place them in the Section dedicated to economic relations, thus underlining the connection with the world of work. While on the one hand this highlights the separation existing at the time when the Italian Constitution was written between the schooling system and the vocational training areas, on the other it leads to the emergence of a concept of vocational training which is surprisingly modern in terms of time, since it outlines a model of lifelong training activity.

Emphasis should be laid on the connection between the second subsection of article 35 and articles 3, second subsection, and 4 (in art. 3 the principle of equal social dignity between all citizens is enunciated, stating that it is up to the Republic to remove any economic and social obstacles impeding the full development of the person. In art. 4 the Republic recognises the right to work of all citizens and promotes the conditions making such a right effective). From this point of view vocational training should not be seen as exclusively in relation to the needs of the production world, but also of the citizen worker.

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<sup>4</sup> In Italy continuing vocational training is clearly seen as distinct from the school and university training system. The latter is structured basically on the following types of school:

- ["infant school"], not obligatory, for children aged 3 to 6.
- Elementary school for children aged 6 to 11.
- Lower secondary school (["middle school"]) for pupils aged 11 to 14.
- Higher secondary education (or second level education) for young people aged 15 to 19; this consists of various types of school and gives access to university and non-university higher education studies.
- Vocational training courses, run by the territorial authorities, may be attended at any age between 15 and 19 years or older.
- University, lasting three years for the basic degree plus a further two years for the specialist degree. For a detailed outline of the basic education system in Italy, please refer to the end of the attached Appendix.

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The foregoing remarks lead us to consider that the constitutional norms on training prefer to consider it as both a collective and an individual resource capable of guaranteeing a system fitted to offer training opportunities in all of the various phases and in all the situations of the work area.

### 2.1.2 *The national regulations*

As regards the national regulations, the Italian system of continuing vocational training has been structured systematically in the 1990s on the basis of the indications contained in act 236/93<sup>5</sup>, in particular article 9 subsection 3 which lays down that: «the Ministry of Labour and Social Insurance, the Regions and the autonomous Provinces may contribute to financing initiatives of continuing vocational training, updating or requalification, for vocational training operators (...), employees of the bodies mentioned in Art. 1, subsection 2, of law no. 40 dated 14 February 1987 (*training agencies*); continuing vocational training initiatives for workers employed in firms benefiting from the special wage integration concession; initiatives of professional requalification or updating for employees by firms contributing for at least 20% of the cost of the activities, as well as vocational training initiatives for workers whose names are entered in the job mobility lists, drawn up jointly by companies or groups of companies and by workers' trade union organisations, including at company level, or else by the corresponding joint associations or organisations having the purpose of vocational training». Subsection 5 of article 9 sets up the Single Fund for vocational training for the purpose of simplifying the forms of delivery of the resources for vocational and continuing vocational training.

Thereafter by act 196/97<sup>6</sup> the intention of earmarking resources for continuing vocational training is further reinforced, and in this connection article 17, subsection 1, d) of the law lays down the progressive allocation of resources to the Single Fund «for interventions of training of workers in the framework of company or territorial training plans agreed on between the social parties, with specific reference to the training of workers in stable job relationships, workers placed on the job mobility lists and of unemployed workers for whom the training activity is preliminary to hiring»; in addition there are plans for the future setting up of Funds for continuing vocational training, since it is stated that «the resources mentioned under the present point will converge in one or more national funds, articulated regionally or territorially having a juridical configuration of privatistic type and run with the participation of the social parties».

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<sup>5</sup> See act no. 236 of 19 July 1993 «Urgent actions in support of employment».

<sup>6</sup> See act no 196 of 24 June 1997 «Rules in the field of promotion of employment».

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By act 53/00<sup>7</sup> a further normative source is singled out for the financing of interventions of continuing vocational training of workers, in particular article 6 of the act states that: «Workers, whether employed or not, are entitled to continue their training paths throughout the whole of their lives, for the purpose of improving their professional know-how and skills. The State, the Regions and the local authorities ensure an articulated supply of training throughout the territory and, if necessary, integrated and accredited (...). The training supply should ensure the provision of personalised courses, certified and recognised as training credits at national and European level. Training may correspond to the worker's autonomous choice or else be arranged by the firm, through the firm's or the territorial training plans agreed on between the social parties (...). National and decentralised collective bargaining of the category defines the number of hours to be allotted to leaves under the terms of the present article, the criteria for pinpointing workers and the regulation of working hours and remuneration connected with participation in training initiatives. The training initiatives coming within the company or territorial plans (...) may be financed by means of the interprofessional fund for continuing vocational training, referred to in the implementing regulation of the aforesaid article 17 of act no. 196 dated 1997 (...).»

### *2.1.3 References to the EU regulations*

As mentioned, the aforesaid national rules have permitted articulation of the continuing vocational training system in Italy together with the resources, fundamental for such purpose, made available by means of what might be defined as the EU channel of the European Social Fund of Objective 4 (by means of which steps must be taken to «foster the upgrading and modernisation of systems of education, training and employment») in the context of the new programming for 2000 – 2006 of the Structural Funds.

Regulation no. 2084/93<sup>8</sup> relative to the European Social Fund (programming of the structural funds 94-99) specifies that this sustains «on the basis of objective no. 4, throughout the Community (...) actions aimed at facilitating the upgrading of workers, in particular those threatened with unemployment, at industrial transformations and at the evolution of the production system, in particular by means of a) anticipation of the trends of the labour market and of vocational qualification requirements; b) vocational training and requalification, activities of orientation and advice; and c) assistance with a view to

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<sup>7</sup> See act no.53 of 8 March 2000 «Measures of support for motherhood and fatherhood, for the right to medical treatment and to training and for a co-ordination of working and leisure times in the cities».

<sup>8</sup> See EEC Regulation no. 2084/93.

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improving and developing adequate training systems». In addition stress is laid on the need to concentrate actions above all on small and medium enterprises. Prior to 1993 interventions of continuing vocational training foreseen in the EU documents were not systematic but of a sporadic nature within wider objectives such as objectives 1, 2 and 5b, and enterprises were obliged to autonomously finance the courses. The Single Document on programme-planning – Objective 4<sup>9</sup> (which concerns the centre-north areas of the country) establishes that the European Social Fund participates in the continuing vocational training actions in enterprises with a contribution of 45%, while private individuals are required to make a contribution of 20%. The remaining part is funded by means of national resources such as the Rotating Fund foreseen by law 845/78<sup>10</sup>. The Single Document on programme-planning – Objective 4 is structured on the basis of three main axes of intervention: *Axis 1*. Anticipation, support to the programming and management of a system of continuing vocational training; *Axis 2*. Actions of accompanying/upgrading of human resources in relation to the structural changes in the economic-production system and to the impact of the internal market; *Axis 3*. Technical assistance. The actions to be carried out on axis 1 aim at setting up structures capable of encompassing in advance the training requirements, sensitising enterprises to developing and providing stability for the organisations dealing with the development of human resources. One fundamental objective is the reconversion of the vocational training centres into training agencies capable of being continually updated on the technological and organisational innovations proposed to enterprises, and from this point of view dealing with training courses for trainers. The training agencies should be in a position to carry out sectorial and territorial analyses in order to anticipate the training requirements of enterprises.

As regards axis 2, it is possible to pinpoint three typologies of action: actions for workers involved in major changes in the production pattern, paying specific attention to workers covered by the temporary lay-off Fund, development of workers' skills, in particular in the SMEs, to which 80% of the funds available for the whole axis should be devoted, by means of actions of training, information and assistance; development of the procedures envisaged by company and inter-company training plans with diagnosis of workers' skills.

By means of the third axis a whole series of actions should be carried out aimed at making actions more effective on the basis of what was foreseen under the headings of the previous axes. The setting up of a structure for the coordination and training of experts of the social parties is foreseen (Bilateral organisations, Observers), of the Regions and Provinces (officials, trainers tak-

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<sup>9</sup> See EU – Structural funds. C.F.S. Objective 4 ( Decision of the Commission of the European Communities of 2 December 1994 ).

<sup>10</sup> See act no. 845 dated 21 December 1978 «Frame law on vocational training».



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ing their place in analysis and research organisations), of the Ministry of Labour, of the consortium enterprises or structures (in the sectors entrusted with the development of human resources), of company information and services structures.

Regulation no. 1784/99<sup>11</sup> relative to the European Social Fund for programming 2000-2006 of the Structural Funds lays down that «it provides the proper support for measures aimed at preventing and offsetting unemployment as well as developing human resources and the social integration of the labour market, thus promoting a high level of employment, parity between men and women, a lasting development and economic and social cohesion. In particular, the fund contributes to the actions undertaken in the context of the European strategy for employment and of the annual orientations on employment». The Community Frame of Support – Objective 3<sup>12</sup> relative to the new programming of the activities of the European Social Fund singles out five global objectives to be achieved: «to contribute to the employability of subjects of working age; to promote the integration on the labour market of persons exposed to the risk of social exclusion; to develop an offer of education, vocational training and orientation which leads to the development of paths of lifelong learning, likewise fostering the upgrading and integration between the systems of training, education and work; sustaining the policies of progressive flexibility of the labour market, promoting competition and fostering the development of entrepreneurial qualities; improving the access, participation and status of women on the labour market». By means of a specific Axis of the Community Frame of Support – Objective 3 (Axis D), it is intended to promote a competent, qualified and adaptable work force, innovation and adaptability in the organisation of work, as well as reinforcement of the human potential in research, science and technology. Specific objectives regard the development of continuing vocational training in particular in the small and medium enterprises and in the public administration, the development of the human potential in the sectors of research and of technological development; financing actions for continuing vocational training is considered fundamental in order to gear enterprises and workers to the changes required by the market. Accordingly the European Social Fund continues to contribute also with the present programming of the Structural Funds to reinforcement of the Italian system of continuing vocational training, among the possible actions which could be financed by the CFS – Objective 3 singles out the following ones: «the development of services to small and medium enterprises for diagnosis of the needs and planning of training actions; encouragement of tutorship activities within the enterprises aimed at facilitating the

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<sup>11</sup> See EC Regulation no. 1784/99.

<sup>12</sup> See EU – European Social Fund. C.F.S. Objective 3 ( Decision of the Commission of the European Communities of 18 July 2000).

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transmission of know-how and skills in the framework of an approach which targets continuous growth in the levels of know-how and skill of personnel, by means of self-training instruments and groups; training actions aimed at improving the quality of the programming and planning processes of the action undertaken by the public services; training actions for subjects, whether public or private, working on the internationalisation of economic and cultural processes; analyses and procedures for the transfer of good practices and exemplary models for continuing vocational training; analyses and investigations at national and regional level on policies of continuing vocational training»; it is specified that the funding of continuing vocational training projects should concern in particular the technological sectors of information and communication, skills required for on-line trading, and distance work in the Public Administration. As far as development of the human potential in the sectors of scientific and technological research is concerned, it is considered that the European Social Fund could intervene to improve relations between the world of research and the production system. Actions susceptible to funding include: «the supporting (by means of scholarships, research allowances, etc.) of temporary placement of researchers with enterprises, the promotion and support of training initiatives in industry aimed at providing higher vocational qualifications (by means of three-year vocationally oriented degrees) so as to tie up more closely with the world of work». Axis C of the Community Frame of Support – Objective 3 concerns the «Promotion and improvement of vocational training, education, technical instruction and orientation, in the framework of a policy of lifelong learning, with a view to helping improve access to and integration in the labour market, to improving and sustaining employability and to fostering vocational mobility». This Axis may be broken down into specific objectives, including among others: upgrading the system of vocational training and education; and promoting an articulated offer in terms of higher training. As far as achievement of the first specific objective is concerned, it is considered that attention should be paid to improving the quality of the training offered and to creating an integrated system which foresees a liaison between school, training and work; it is necessary to update the skills required for training workers, bearing in mind the local economic and vocational requirements and in addition to develop a system of certification of the skills acquired. The fundamental actions to the achievement of which the European Social Fund may contribute are: «the accreditation of training subjects with a definition and verification of the requirements foreseen; the readying and updating of an information system on accredited operative centres; actions for sustaining the upgrading of operating centres, laying on the necessary instruments for verification of operator skills; an analysis of needs, with special reference to the professions and to emerging or expanding sectors; certification of training paths and of skills and the setting up of a system of recognised credits, agreed on between the Ministry of Labour, the Ministry of Education, the Ministry of the

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University and Scientific and Technological Research, the Regions and the social parties; a definition of the criteria and methods of training at work, with particular reference to the training of trainers and tutors; and the training of workers». In developing the training structures, specific attention should be paid to the technological sectors of information and communication with a view to enlarging and upgrading worker know-how in this connection. As regards the second specific objective of Axis C, stress should be laid on the importance ascribed to the building of a system of higher training for the requalification of middle managers and technicians with medium-high professional qualifications and to the development of post-diploma activities in line with the market. The most important actions to which the European Social Fund can contribute are: «the development of regional training activities of second and third level that are flexible, of short duration and tying up closely with the world of work, that likewise bear in mind the emerging and/or growing professional qualifications and the training requirements of atypical workers; the planning and carrying out of publicity and information campaigns targeted at spreading knowledge of the training resources available within a given territory; the training of trainers and operators; analyses of needs targeted at the planning of training; the promotion and support of industrial training lines aimed at providing a higher professional qualification (three-year professional qualification degrees) with a view to tying up closely with the world of work». In this case too particular attention should be paid to the growth of knowledge on information and communication technologies.

#### *2.1.4 National regulations on the interprofessional Funds for continuing vocational training managed by the social parties*

National financial acts 2001 and 2003 spelled out the articles of legislation that allow the structuring of a system for the funding and management of initiatives of continuing vocational training in such a way as to focus attention on the role of the social parties (workers' trade union and employers' trade union organisations), in the form of the possibility of setting up Interprofessional Funds for continuing vocational training. Articles 118 of **act no. 388 dated 2000**<sup>13</sup> – the financial act of 2001- and 48 of **act no. 289 dated 2002**<sup>14</sup> – the financial act of 2003 – which modifies and partially integrates the former, lay down that by means of agreements between the trade union organisations of employers and of workers most representative at national level, it is

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<sup>13</sup> See act no. 388 dated 23 December 2000 «Provisions regarding the formation of the annual and pluriannual State Accounts (financial act 2001)».

<sup>14</sup> See act no. 289 dated 27 December 2002 «Provisions regarding the formation of the annual and pluriannual State Accounts (financial act 2003)».

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possible to set up joint national interprofessional Funds for continuing vocational training to be structured at regional or territorial level. The economic sectors to which the regulations refer explicitly are those of agriculture, of the tertiary sector and of artisan and craft work. This indication does not preclude the possibility, providing an agreement is reached between the trade union organisations most representative of employers and workers, of setting up Funds for other sectors. Likewise the possibility is foreseen of setting up specific Funds for managers. With the resources paid into the Funds, it is possible to implement training plans on a company, territorial, sectorial or individual basis (and to carry out preliminary activities to training proper), agreed on between the social parties. In the areas encompassed in objective 1 foreseen by Regulation no. 1260/99 the contribution amounts to 100%, while in the rest of the national territory it amounts to 50%. The Funds, which are non-profit associations set up on the basis of agreements between the social parties, are authorised by decree of the Ministry of Labour and Social Policies, which among other things ensures conformity with the purpose for which they were set up. The Funds are financed by means of the progressive earmarking of the resources accruing from 0.30% of the total wages that the enterprises pay to INPS (the National Pensions Insurance Fund) on the basis of the regulations regarding payment by the companies to INPS of the additional contribution for insurance against involuntary unemployment. Those entrepreneurs who decide to adhere to the Funds continue to pay over their contribution of 0.30% to INPS, which however, every two months thereafter, transfers it to the Funds which they have adhered to. In order to foster a greater integration of the activity of the Funds with that of the autonomous Regions and Provinces, it is foreseen that the projects funded out of the interprofessional Funds are notified to the autonomous Regions and Provinces so that the latter have the opportunity of bearing them in mind. The Ministry of Labour and Social Policies is given the task of monitoring the management of the Funds. Subsection 2 of article 48 of act 289/02 lays down that: «in any case or irregularity or non-fulfilment, the Ministry of Labour and Social Policies may arrange for suspension or handing over of the Fund in question to a special commissioner. Within three years of the full operation of the Funds, the Ministry of Labour and Social Policies will make an evaluation of the results achieved by the Funds in question». It is planned thereafter to set up the “Observatory on continuing vocational training” within the Ministry: This will have the task of «drawing up orientative proposals in the form of guidelines and of expressing opinions and appraisals regarding the activities carried out by the Funds, also in relation to the application of the aforesaid guidelines». The Observatory consists of the following members: two representatives of the Ministry of Labour and Social Policies; the joint board member on the Central Employment Commission; two representatives of the Regions appointed by the Permanent Conference for relations within the State, the Regions and the Autonomous Provinces of Trento and Bolzano; one represen-

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tative of each of the confederations of the employers' trade union organisations and of the workers' trade union organisations most representative at national level. The Observatory refers for technical assistance to the Institute for the development of workers' vocational training (ISFOL). The decision by the companies to adhere to the Fund or to give up membership must be taken by 30 June each year, while the expiry date for initial adhesion is fixed for 30 June 2003.

### *2.1.5 The "definitions" of continuing vocational training*

The "definitions" of continuing vocational training drawn from the national and EC regulations are as follows:

- act 196/97, article 17, sub-section 1, d): «initiatives for the training of workers on the context of company or territorial training plans agreed on among the social parties, with specific reference to the training of workers in a regular working relationship, of workers placed in job mobility, of unemployed workers for whom the training activity is preliminary to hiring»;
- act 53/00, article 6: «Workers, whether employed or unemployed, have the right to follow paths of training throughout the whole of their lives, to increase their professional know-how and skills»;
- objective 4 of the European Social Fund del: «to facilitate the adaptation of workers to industrial changes and to the evolution of production systems».

## ***2.2 The reformation of the "Titolo V" of the Constitution and the transfer of the competences to the Regions and autonomous Provinces.***

The progressive reform of the "Titolo V" of the Constitution performed in the latest years and related to the Regions order, Provinces and Town council, concern the transfer of the management of the educational system and the vocational training from the State to Regions and Autonomous Provinces.

The third article of the constitutional act n. 3, 18 October 2001 "Modification of the *Titolo V* in the second part of the Constitution", foresees a new constitutional article n. 117, this article defines the arguments for the State legislation responsibilities and the arguments legislation competing with Regions where the Regions are responsible for the legislation and the State defines the fundamental principles. The legislation for the not defined matters in the article is performed by the Regions.

The education and the vocational training are inserted neither within the State legislation matters nor in the competing legislation matters and then it's possible to deduce by the law that the management of the education and the vocational training can be performed by the Regions and Autonomous Provinces.

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In order to apply the constitutional law described above, another law (n. 131 5<sup>th</sup> June 2003 “Disposition to adequate the Republic regulations to the constitutional law 18<sup>th</sup> October 2001 n.3”) has been approved. A new constitutional law is created to modify the second part of the *Titolo V* of the Constitution (included in the federal state reform) and to avoid some critical elements included in the previous constitutional law (2001). The main object of the new reform is the National interest to avoid the competence conflict between State and Regions. Therefore, the new constitutional law “New Modification of the *Titolo V* in the second part of the Constitution” approved by the Cabinet (11 April 2003) establish with the article 2 the new article 117 of the Constitution.

With regard to the State legislation activity, the letter W) establishes «general rules referred to education, training, scientific research and technology innovation; (...)», while the Regions legislation activity (with regard to the national interest) consist of «scholastic management, management of the school and training institutes»; «scholastic and training programme definition considering specific regional interests» «education and the vocational training»; moreover, to avoid misunderstanding this new article underlines that the Regions legislation activity is performed on «each matters not reserved to the State legislation activity».

Regions and Autonomous Provinces realise or will realise in the near future new rules to manage the educational system and the vocational training in order to obtain an active work’s policies.

The Regions and the Autonomous Provinces become the institution with the most important role in the training system, in fact in the last decade the State and the European Social Fund have slowly lost their fundamental role.

### ***2.3 The role of the institutional subjects, of the social part and the beneficiary in the management of the national resources for the training projects.***

#### *2.3.1 The competences decentralization system*

In the last decade the Department of Employment has fixed the general principles of the training projects structure and has performed the action programme implementation to realise a continuous training activity. The social parties have had a fundamental role in the training projects definition in fact the financing priority has been given to trade union organisations and to company employers.

The Ministry of Labour and Social Policies deals with the implementation of the action programmes for carrying out continuing vocational training activities, establishing for such purpose the general criteria on the basis of which the training projects will be structured. The social parties play a deci-

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sive role in the definition of training projects, since funding priority is given to those agreed on between the trade union workers' and employers' organisations and within the various firms or at territorial level.

In reference to law (236/93) on vocational training the Ministry of Labour and of Social Policies shares out resources according to a special provision directed to the Regions and to the autonomous Provinces, which use them for funding training activities, selected from among the requests received from firms and from workers.

The company projects are presented to the Regions and autonomous Provinces for financing, besides addressing them directly to the companies concerned, including through associations of the category, bilateral bodies, and training organisations. The projects encompassing several firms are presented to the Regions and autonomous Provinces through Business Temporaries Associations (ATI), company consortiums, associations of the category and training organisations.

Firms should contribute to the joint funding of the training projects for at least 20% of the total cost involved.

The Regions and autonomous Provinces may earmark part of the resources received from the Ministry of Labour and of Social Policies to individual training projects. The selection of these projects presented directly by the workers is based on specific criteria, such as: the existence of an articulated project, the congruity of the costs, the adequacy of the delivering subjects and the possibility of receiving certification of the outcome of training.

The management of training actions through the national resources delivered on the basis of article 6 of act 53/00 implies specificities and differences compared to what has been described thus far relative to utilisation of the resources delivered on the basis of act 236/93. In this connection it should be recalled that, as laid down in ministerial decree no. 167 dated 6 June 2001 (but also under sub-section 4 of article 6 of act 53/00), the sharing out of resources to the Regions and autonomous Provinces falls to the Ministry of Labour in conjunction with the Ministry of the Treasury, the Budget and Economic Programme-planning; the Regions and autonomous Provinces are thereafter required to decide on the procedures to be applied to the resources assigned, which may be utilised for the following two typologies of training projects: a) drawn up on the basis of contractual agreements which foresee quotas of reduction of working hours, presented directly by the individual workers (as written textually into the above-mentioned decree).

### *2.3.2 Procedures for the financing of training projects*

The presentation of training projects for the public funding contribution to the Regions or autonomous Provinces is made by request on official stamp tax paper on the basis of the requirements laid down in the presentation form.

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The projects received at region or autonomous province level, are examined, approved and financed for the full entity of the resources available following verification of conformity with certain criteria for admission such as: conformity with the purposes defined in ministerial circular (for national resources); correspondence to the cost parameters defined by the Regions or autonomous Provinces; completeness of the request for funding on the basis of the indications given in the form; and the foreseeing of coverage by the firm for a minimum of 20% of the costs.

By an established date the Region or autonomous Province draw up a list of projects according to their order of arrival, bearing in mind above all those which have been approved by the social parties, and thereafter notifying accordingly the subjects who presented the project that it has been accepted for funding.

For national resources (bases on act 236/93) the Region or autonomous Province have to transmit to the Ministry of Labour and Social Policies the act by means of which it is decided which training projects to finance; the Ministry of Labour and Social Policies sets in hand and within a short time completes the procedures for payment of the resources granted for the training of those who are considered to be the beneficiaries of training.

The beneficiaries of training actions are the workers in the enterprises which pay over to INPS (the National Pensions Insurance Fund) the integrative contribution for insurance against involuntary unemployment foreseen in specific regulations.

As regards ministerial decree no. 167 dated 6 June 2001, relative to act 53/00, the procedures followed for the financing of typology a) of training projects while implying, above all in the articulation of the contents, certain differences between Region and Region and autonomous Provinces, however have certain basic elements in common which are as follows: definition of the subjects who qualify for presenting projects; procedures and time limits by which the projects must be presented; criteria for evaluation and admission of projects.

### *2.3.3 Monitoring and evaluation of training projects*

Circulars implementing the articles of the act 236/93 regarding continuing vocational training of workers lay down, further, that it is up to the Ministry of Labour and Social Policies together with the Regions and autonomous Provinces, in collaboration with the social parties, to guarantee the promotion, information, planning support and the monitoring and evaluation of funding programmes, having recourse to the technical assistance provided by ISFOL (Institute for the Development of Workers' Vocational Training), an instrumental research body of the Ministry of Labour and Social Policies.



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As regards ministerial decree no. 167 dated 6 June 2001, relative to act 53/00, it is established that the Region or the autonomous Province has the task of evaluating the projects received, on the basis of special criteria and marking system, for the purpose of drawing up the list for funding. The above-mentioned decree lays down that the Regions and the autonomous Provinces should draw up and send to the Ministry of Labour half-yearly reports on the state of advancement of the training projects following the guidelines drawn up by ISFOL (Institute for the Development of Workers' Vocational Training), to enable monitoring of the activities carried out by the Ministry's «Steering Committee for continuing vocational training actions ».

## ***2.4 Interprofessional funds for continuing vocational training managed by the social parties***

### *2.4.1 Criteria and procedures for the management of activities*

As regards the activity of the interprofessional Funds for continuing vocational training, the role of the social parties and the task of the institutional subjects, have been defined in the special circular of the Ministry of Labour and Social Policies as *the criteria and procedures for management of the financial resources*. Circular no. 36 dated 18 November 2003 lays down textually that these are: procedures for the drawing up and presentation of the Operative Plans of Activity of the Funds; categories of activity and typologies of expenditures that are admissible; procedures for winding up the resources and accountability for expenditures; system of controls over management of the Funds; and monitoring activities. The Operative Plans of Activity that the Funds should draw up must contain precise elements, which are: the general and specific objectives; the activities to be carried out (the circular foresees the following typologies of reference: information and publicity for the promotion of the opportunities offered by the Funds; technical assistance to the subjects responsible for training projects; analysis of training demand and requirements; monitoring; collection, evaluation and selection of projects; systems of control – system of internal control of management of the individual Fund, and system of control over the training Plans financed -); the two-yearly financial plan; criteria for the selection of those carrying out the training plans; procedures of organisation of the Fund; internal procedures for management of the training plans; and control systems.

### *2.4.2 Procedures for delivery of the financial resources*

As far as the winding up of financial resources to the Funds is concerned, it is up to the Ministry of Labour and Social Policies, within 30 days from

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presentation of the requests, to deliver them in three separate parts: the first, corresponding to 20% of the total foreseen, when the initial request for the Fund is made; the second, corresponding to 40% of the total, when the Operative Plan of Activity is presented; and the third, regarding the remaining 40% of the total, once a declaration has been made by the legal representative of the Fund confirming expenditure of 70% of the resources already received and on delivery of a Performance Report on the activities carried out.

#### *2.4.3 Control and monitoring of activities*

The Ministry of Labour and Social Policies have the task of «keeping an eye on the management of the Funds and, in case of any irregularities or defaults, the Ministry of Labour and Social Policies may arrange for suspension of the activity or its entrusting to a special commissioner», as laid down in sub-section 2 of article 48 of act 289/02. In any case the Funds, through an internal system of their own, exercise control over the activities of those implementing the training projects; whereas the Ministry of Labour and Social Policies deals with control of the use made of the resources delivered, by examining all reporting on accounts and checking up on the outcomes of administrative-book-keeping controls carried out on the Funds by the Ministry itself.

However it is foreseen that the Ministry of Labour and Social Policies should implement an ongoing monitoring of financial activities concerning the Funds since the latter must send in every six months (at 30 June and 31 December) to the Ministry the necessary data be monitored (the first dispatch is scheduled for 30 June 2004).

In addition the regulations foresee that the Ministry of Labour and Social Policies sets up the National Observatory on Continuing vocational training having the following tasks, as detailed in the circular: to work out orientative proposals, after drawing up Guidelines; to express opinions and make appraisals regarding the activities carried out by the Funds. With reference to the contents of the circular once more, in particular the activity of the Observatory is carried out by means of: analysis of the monitoring data collected by the Funds and sent in every six months to the Ministry of Labour and Social Policies; analysis of the data collected by means of a system of telematic and qualitative monitoring set up by the Ministry and implemented with the technical assistance of the Funds; and analysis of the results of any thematic and evaluative development instituted by the Ministry of Labour and Social Policies.

Finally it is foreseen that, in order to ensure that the systems of monitoring set up by the Ministry and by the Funds are homogeneous, the Ministry of Labour and Social Policies sets up a Committee of Co-ordination of the monitoring activities consisting of representatives and experts from the Ministry and from the Funds.

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By means of systematic monitoring, the aim is to collect information on the procedures of utilisation of the financial resources, on the activities carried out in the form of training plans, and on the number and characteristics of the beneficiaries of the training activities (companies and workers). This information is supplied to the Ministry directly by the Funds, and in addition by INPS (National Pensions Insurance Fund), which has the task of collecting adhesions to the Funds, and by the subjects carrying out the training plans.

#### *2.4.4 Evaluation of the training projects*

As regards evaluation of the training projects submitted for financing by the Funds, these are examined at regional/territorial level by a technical evaluation group which takes account of the criteria defined at central level, and which makes use of the structures of the regional bilateral bodies; after which it asks the Fund to finance those projects which are adjudicated positively. In the same way at central level there is an assistance, evaluation and monitoring group which has the task of examining the requests for funding of activities having a national dimension. Projects must be presented on the basis of pre-established forms in order for an objective evaluation to be made. The Board of Directors has the last word as regards the approval or otherwise of the financing for the training projects presented by the regional structures; the same goes for any national projects presented by the Director on the basis of the evaluation made by the Assistance, Evaluation and Monitoring Group. The subjects carrying out the training activities must be accredited by the Fund or by the Region.

#### *2.5 Differences in the procedures for the selection of projects*

Although no explicit reference has been made to the procedures by means of which the resources of the European Social Fund are utilised for continuing vocational training in Italy, concentrating instead on how the national regulations foresee carrying out various actions for this purpose, attention should be drawn to a number of differences existing in the procedures for selection of the training projects.

In the case of the European Social Fund's resources, project selection takes place each year on the basis of what are known as "closed" announcements, while the national regulations (act 236/93) rule that projects may be presented as from a given date and are fundable up to complete utilisation of the funds available.

As far as evaluation *ex ante* of the proposals are concerned, those financed by the European Social Fund first of all undergo an analysis to verify that the criteria laid down for such funding are respected, and thereafter at a later date

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a comparison is made which gives rise to the list of projects to be funded. Whereas on the basis of the national regulations (act 236/93), attention is focused on verifying the existence of the elements which make the project eligible for funding. Accordingly in this case the financing is connected with the date of presentation of the proposals to the Region or to the autonomous Province, even if the support of trade union organisations bears a fundamental weight; as remarked earlier, the favourable opinion of the trade unions guarantees precedence, since first and foremost projects sustained by the social parties are funded. Thus, in conclusion, it may be said that on the one hand this guarantees the implementation of a more rapid procedure, while on the other it does not imply preferential treatment for projects of superior quality.

## ***2.6 Individual continuing vocational training***

Another aspect not fully developed thus far but which should at the very least be mentioned now in order to have as complete a picture as possible of the procedures for management of the continuing vocational training system co-funded with national public resources is that of what are termed “vouchers” for individual training; in fact ministerial circulars on this subject foresee that the Regions and autonomous Provinces may earmark resources for individual training on the basis of projects drawn up by individual workers. In general it could be said that the situations which might arise are basically three: in a first case, the worker chooses the training activity personally, on the basis of the possibilities offered by the Region or the Province; in a second case, the worker is not in a position to specify exactly what he/she is interested in and allows him /herself to be guided by the competent structures in focusing his/her training requirements and in the choice between the offers available; while in a third case, the worker knows exactly what he/she wants, but the institutional catalogue does not foresee this. In such a case, it may be possible to refer the worker to outside structures in a position to meet the training need. If such a situation should arise, the Region/Province in any cast contributes to the financing of the training action delivered.

As a general rule, even if the relative procedures may vary from Region to Region or autonomous Province, the worker wishing to make use of a “voucher” for training purposes, presents request to such effect on special pre-established form, specifying the training course for which he/she is requesting a public contribution by the Province: The latter appraises such requests on the basis of specific criteria and thereafter arranges for a list of candidates for funding to be drawn up. Finally the Province has the task of monitoring the training activities carried out.

## APPENDIX

**Table A.1 Work forces aged 20-29 years old by study qualification  
Average for 2003 (absolute values in thousands)**

Age groups	Study qualifications					Total
	Doctorate, Degree, Short degree	Diploma giving access to university	Higher schooling but no access to university	Middle school leaving cert.	Elementary school leaving. No qualify.	
20-24	2.1%	51.3%	9.0%	35.1%	2.3%	100% No. = 1,788
25-29	12.6%	45.1%	8.0 %	31.1%	3.0%	100% No. = 3,158
Total 20-29	8.8%	47.4%	8.4%	32.5%	2.7%	100% No. = 4,946

**Table A.2 Employed aged 20-29 years old by study qualification – Average for 2003  
(absolute values in thousands)**

Age groups	Study qualifications					Total
	Doctorate, Degree, Short degree	Diploma giving access to university	Higher schooling but no access to university	Middle school leaving cert.	Elementary school leaving. No qualify.	
20-24	2.1%	49.9%	10.1%	35.4%	2.2%	100% No. = 1,340
25-29	11.7%	45.8%	8.6%	31%	2.7%	100% No. = 2,707
Total 20-29	8.5%	47.2%	9.1%	32.4%	2.6%	100% No. = 4,047

Source Istat, Quarterly figures on work, average figures for 2003 <sup>15</sup>

**Table A.3 Seeking employment aged 20-29 years old by study qualification –Average for 2003 (absolute values in thousands)**

Age groups	Study qualifications					Total
	Doctorate, Degree, Short degree	Diploma giving access to university	Higher schooling but no access to university	Middle school leaving cert.	Elementary school leaving. No qualify.	
20-24	1.9%	55.3%	5.7%	34.4%	2.7%	100% No.=448
25-29	17.9%	41.4%	4.6%	31.6%	4.4%	100% No.=452
Total 20-29	9.9%	48.3%	5.1%	33.1%	3.5%	100% No.=900

Source Istat, Quarterly figures on work, average figures for 2003

<sup>15</sup> Due to the rounding off of figures, it is not always possible to obtain the horizontal and/vertical squaring of percentages.

**Table A.4 Non-work forces aged 20-29 years old by study qualification –  
Average for 2003 (absolute values in thousands)**

Age groups	Study qualifications					Total
	Doctorate, Degree, Short degree	Diploma giving access to university	Higher schooling but no access to university	Middle school leaving cert.	Elementary school leaving. No qualify.	
20-24	1.3%	76.5%	2.4%	16.7%	2.9%	100% No. = 1,679
25-29	9.2%	54.4%	3.0%	27.0%	6.1%	100% No. = 1,162
Total 20-29	4.6%	67.5%	2.6%	20.9%	4.3%	100% No. = 2,841

Source Istat, Quarterly figures on the work forces, average figures for 2003

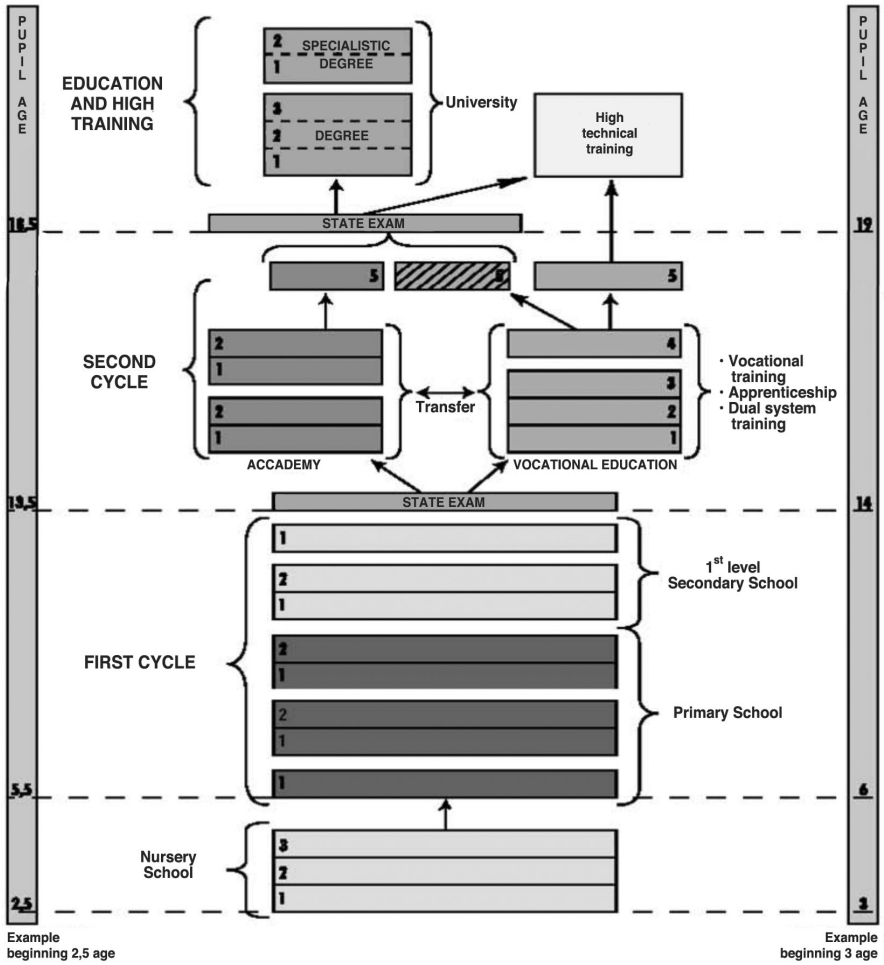
**Table A.5 Employed by sector and branch of activity**

Modes	Absolute figures	Percentage composition
<b>AGRICULTURE</b>	<b>1,075</b>	<b>4.9</b>
<b>INDUSTRY</b>	<b>7,019</b>	<b>31.8</b>
Energy and water	211	1.0
Industrial transformation	4,999	22.7
Building- installations & plant	1,809	8.2
<b>OTHER ACTIVITIES</b>	<b>13,960</b>	<b>63.3</b>
<b>Trade</b>	<b>3,530</b>	<b>16.0</b>
Hotels - restaurants	953	4.3
Transport- communications	1,162	5.3
Of which: Transport	857	3.9
Monetary & financial intermed. Real estate activities	751	3.4
Services for companies - other profess. activities	1,562	7.4
Public admin., defence, obligatory social associations	1,872	8.5
Education, health, social services	2,863	13.0
Other public, social and personal services	1,187	5.4

**Table A.6 Employed by economic sector of activity and profession**  
– Average for 2003 (absolute values in thousands)

Professions	Agriculture	Industry	Other activities	Total
Legislators, Managers, Entrepreneurs	35	318	400	752
Intellectual professions	4	163	1,592	1,760
Intermediate technical professions	31	1,022	3,756	4,810
Administrative executive professions	12	592	1,793	2,397
Professions connected with sales	19	205	3,589	3,814
Artisans, Skilled workers, Farmers	643	2,939	873	4,455
Plant operatives and Operators of machinery	31	1,417	588	2,036
Unskilled professions	300	362	1,136	1,798
Armed forces	0	0	233	233
Total	1,075	7,019	13,960	22,054

### Present structure of the basic system in Italy



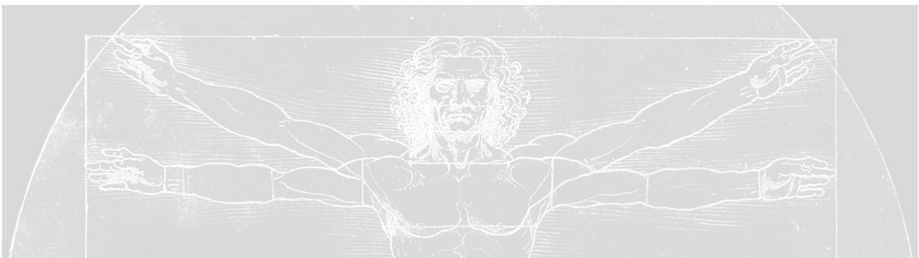




# *NATIONAL REPORT*

*English version*

## *GREAT BRITAIN*



*Preliminary Report on Great Britain*

Helen Rainbird, University College Northampton, UK

May 2004



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## 1. GENERAL DATA

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Broad Sector	Employment as % of total economy
Agriculture, hunting, forestry, fishing	1.3
Mining and quarrying	0.4
Manufacturing	15.7
Electricity, gas and water supply	0.8
Construction	7.3
Wholesale and retail	15.1
Hotels and restaurants	4.4
Transport, storage and communication	7.0
Banking and insurance	4.5
Real estate, renting and business activities	11.5
Public administration, defence, social security	6.7
Education	8.1
Health and social work	11.0
Other services	5.4
Whole economy	100.0

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Source: DfES et al., 2003:136.

## 2. THE LEGAL BASIS OF THE SYSTEM OF CONTINUING VOCATIONAL TRAINING

In Britain, the dominant approach to training has been based on voluntarism, rather than legal instruments. The exception to this was the period between 1964 and 1988 during which tripartite Industrial Training Boards (ITBs) were established on a sectoral basis, operating training levies. There were two key pieces of legislation.

The 1964 Industrial Training Act set up the boards, gave them legal powers to raise a levy based on the wages bill in their sector. This levy was then redistributed to companies which could provide good quality training, as a means of increasing the stock of trained labour within the sector. This mechanism was referred to the **levy-grant**. It funded the operating costs of the ITBs and acted as an instrument for sharing the costs of training across the sector, by creating incentives for employers to train without fear of poaching. By 1969 there were 27 ITBs covering 15 million employees mainly in manufacturing out of a national workforce of 25 million (Lindley, 1983). The boards had equal representation from trade unions and employers' associations, and training and educational interests were also represented.

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The 1973 **Employment and Training Act** replaced the levy-grant by a **levy-exemption** system and created the Manpower Services Commission. The new system was based on exemptions from the levy for small firms and for companies whose training met the criteria specified by the ITB. The state now met the operating costs of the ITBs. The ITBs became accountable to the Manpower Services Commission, which was a tripartite body with responsibilities for manpower planning, the operation of government training schemes and employment services and the activities of the ITBs. During the 1970s, youth unemployment rose rapidly and the MSC became involved in programmes aimed at reducing cyclical skill shortages and in devising temporary employment measures and training schemes (Ainley and Corney, 1991).

The creation of the MSC reflected a view that there was a role for state intervention in training and that planning at national level was necessary. The ITBs and the MSC were based on the principle that the best way to achieve these objectives was through institutions based on the involvement of the social partners and, in some cases, educationalists and the government as well.

### *The shift to a neo-liberal regime under the Conservative government 1979-97*

The election of the Conservative government in 1979 brought an end to the consensus on training, with a shift towards a reliance on market forces, rather than statutory rights and duties, as the best means of managing training. Investment in training was seen as a responsibility of the employer and the individual employee. The role of the state was limited to supporting provision for disadvantaged groups (the unemployed) and supporting innovation (Keep and Rainbird, 2003).

The Conservatives believed that the training system should be employer-led and controlled and that there was no role for trade unionists and educationalists. As a result, the majority of the ITBs were abolished in 1981 and the remainder in 1988. Only the Construction Industry Training Board, which operated under the 1964 legislation, continued and the Engineering Construction section of the Engineering Industry Training board set up its own arrangements, when the EITB was abolished. In all other sectors, voluntary sectoral bodies based on employers' associations replaced the statutory arrangements. They were run and financed by employers, other interests could only participate by invitation, membership was voluntary and they had no powers to raise a training levy. Their main role lay in the dissemination of information, helping to define sectoral training needs, organising group training schemes and encouraging firms to train. By the early 1990s there were 120 Industry Training Organisations (ITOs) covering an estimated five-sixths of the national workforce (Berry-Lound et al., 1991:535).

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Under the Conservative government there was a gradual process of exclusion of trade union representatives from national policy-making and tripartite bodies. For example, the National Economic Development Council, the tripartite body set up to seek consensus economic policy was abolished at the end of the 1980s. In 1989, the Manpower Services Commission and the Area Manpower Boards which supported its work at local level were abolished. The MSC was replaced by the Training Agency which had no trade union representation. Within two years this was also abolished. The MSC and its structures were replaced by an uncoordinated network of Training and Enterprise Councils at local level. In England and Wales, the TECs were responsible for running training and labour market programmes for young people and for the long-term unemployed. These were also employer-led bodies, responsible for distributing public funding for training programmes. They were not constituted as representative bodies.: they were dominated by private sector employers and were not representative of employers in their local labour market. Moreover other stakeholders, including educationalists, trade unions, community groups, local authorities and the unemployed were not represented on them. In addition to publicly funded training programmes, they had responsibility for encouraging employers to adopt the Investors in People (IIP) award. This award was essentially a system of quality assurance for assessing whether the organisation had a training system in place which was appropriate to its business needs. In Scotland the equivalent bodies to the TECs were called Local Enterprise Councils and also had local development functions.

In assessing the impact of the TECs, an OECD report published in 2000 pointed out that although they did create some inventive opportunities for young people, the funding mechanism led 'to excessive competition between training providers and intermediary bodies which can be costly and which raises equity problems with regard to access to further and higher education and training'. The report concluded that Britain had one of the worst records in the industrialised world for equipping young people for the world of work. By 1998, 20 per cent of young people were still dropping out of education within a year of the end of compulsory schooling (age 16) and 40 per cent aged between 19 and 24 had not reached what the OECD considered to be a minimum level of qualification (The Guardian, 11-2-2000).

***Facilitation, an increasing role for the state and educational institutions: the Labour government (1997-present)***

The Labour government has largely continued the voluntarist approach of the Conservatives as far as training in companies is concerned, but with some significant changes in relation to the role of the state. Although it is more favourably disposed towards approaches based on social partnership, it relies on

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encouragement and facilitation rather than a legislative approach to the involvement of the social partners in continuing vocational training (Keep and Rainbird, 2003). Despite the absence of formal institutions, trade union and employer representatives have been involved in an informal way in the process of policy development at national level, for example in drawing up the joint Confederation of British Industry/Trades Union Congress report on productivity commissioned by the Chancellor of the Exchequer (H.M. Treasury, 2002).

The Labour government was elected in 1997 with a strong commitment to lifelong learning (DfEE, 1997). It commissioned a series of reports which suggested the need to do something about training and skills (National Skills Task Force, 1999; 2000a; 2000b; 2000c). Nevertheless, the approach adopted has focussed on the supply of skills in the labour market, rather than in measures aimed at increasing employers' utilisation and development of workforce skills. In particular the government has encouraged an increase in the proportion of young people staying in school beyond the age of compulsory schooling (age 16) and participating in higher education. It has introduced a number of measures to encourage adults and young people from disadvantaged backgrounds to participate in education.

A significant shift has been the recognition of the need to tackle the problem of employer demand for skills (Performance and Innovation Unit, 2001; HM Treasury, 2002). Nevertheless, although the most recent White Paper *21<sup>st</sup> Century Skills: Realising Our Potential: Individuals, Employers, Nation* (DfES et al., 2003) identifies the need for collaborative action at sectoral level, it does not specify any legal requirements on employers that would underpin such an approach.

### ***The Learning and Skills Council (England)***

The Learning and Skills Council is a Non-Departmental Public Body (NDPB) set up under the Learning and Skills Act 2000. The national LSC was set up in April 2001 and its responsibility is primarily for the funding of post-16 learning, apart from that provided in universities<sup>1</sup>. It works with a range of partner organisations, including the Small Business Service, National Training Organisations, the Learning and Skills Development Agency, Regional Development Agencies, University for Industry regional offices, other relevant regional offices, the careers service (Connexions), the Employment Service and educational institutions. Working with these partners it assesses national, regional, sector and local priorities. It is responsible for establishing mechanisms to ensure that large national organisations and employers are able to liaise with the LSC at a single national point and to provide nationwide arrangements for funding agreement, payments, audit, non-

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itoring, management information and Health and Safety. The LSC sets the national framework and allocates the majority of its budget to local Learning and Skills Councils for them to determine, within this national framework, how resources can best be used to raise participation, attainment, learning and skills levels in the areas they serve.

In England and Wales, the Learning and Skills Council delegates powers to 47 Local Learning and Skills Councils<sup>ii</sup> which have the following functions:

- Strategic functions to prepare and adopt a local learning plan; review the quality of provision by further education colleges and private training providers; approve equal opportunities strategy and action plan in consultation with key partners and community groups to tackle under-representation and under-achievement; and to make a publish proposals for the establishment and dissolution of further education colleges.
- Specific functions to give consent to further education colleges to provide education with financial resources supplied by the LLSC; to appoint governors to further education colleges under the Learning and Skills Act 2000; to nominate LLSC representatives to School Organisation Committees within the LLSC area.
- Financial functions to approve allocations from the Local Initiative Fund taking into account National Council and Government objectives; approve the use of inherited monies from the TECs; exercise oversight of the finances of the LLSC, including establishing an audit committee and approving a financial control system and risk management strategy.
- Partnership functions to develop partnerships which might contribute to, or benefit from, the LLSC's plans and targets.

Under this model, the state is the main provider of funding for training, although companies may also invest in their own training which managers identify in relation to meeting business needs. Since 2001 this new system of Learning and Skills Councils has replaced the TECs (see above) and the Further Education Funding Council which was responsible for the funding of further education colleges. Although trade unionists are present on these new bodies, they are subject to the Nolan principles for appointments to public bodies. This means that members of the councils are recruited through selection procedures rather than allocated seats through nominations. This means that the proportion of seats allocated to trade unionists is not guaranteed even though employers have been allocated 40 per cent of the seats.

### ***Regional Development Agencies***

The Regional Development Agencies have responsibilities for regeneration programmes and control some European streams of funding for training.

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Although trade unionists have some seats on these bodies, representation is not on a parity basis.

### ***Sectoral bodies***

The sectoral training bodies (ITOs), renamed National Training Organisations (NTOs), were reduced in number by forced merger by the government. They were supposed to be employer-led, but they have been created and, in some cases, funded by the Department for Education and Employment (reorganised in 2001 into the Department for Education and Skills) (Keep and Rainbird, 2003). Although they have responsibility for producing workforce development plans for their sectors, effectively there is a declining role for employers in the training system and an increasing move towards a state-led system with resources concentrated on education.

Since 2002, the 73 National Training Organisations are being replaced progressively by about 25 Sector Skills Councils which are expected to be fully operational by 2004. The SSCs receive government support through the Sector Skills Development Agency, which issues them a licence, coordinates their work and monitors their performance. The SSCs are expected to collect labour market information and to identify skills and productivity gaps and to update national occupational standards. As far as publicly funded training and vocational education is concerned, the SSCs are expected to work with colleges, training providers, universities and planning bodies to ensure that they understand the sector's needs (DFES et al., 2003:52). They are also expected to broker 'voluntary collaborative action between employers' (2003:53). It is the government's intention that each SSC should develop a 'sector skills agreement for its sector' (2003:54). These could involve the promotion of 'collaborative action on skills, including licences to practise or operate, skills passports, sector training academies, voluntary training levies, collaborative training programmes or action through the supply chain' (2003:55).

In other words, Sector Skills Councils are primarily concerned with improving information about skills needs and adapting public provision to meet the needs identified. It remains the case that there are no legal requirements on employers to spend a proportion of their wages bill on training. The role of the Sector Skills Councils is to encourage voluntary action. The only sectors which have statutory arrangements are those which maintain the statutory levy under the provisions of the 1964 Industrial Training Act. These are the Construction Industry Training Board and the Engineering Construction Industry Training Board. In the White Paper, the government states that where both sides of industry (the employers and the trade unions) agree, it will help them to set up a statutory framework for training, using existing



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powers to create a new ITB. The possibility of doing this is currently under consideration in the print industry. In other words, the British model is based on voluntarism in the workplace, statutory arrangements in the minority of sectors where employers and trades unions support this approach because of the nature of the industry, and state intervention in the supply side of the labour market.

### *Entitlements to paid leave for education and training*

In the same way, there are no statutory requirements in the workplace relating to training. There are no entitlements for workers to received paid educational leave. The exception are young people, aged between 16 and 17 years, who have had a right to time off for study and training since September 1999 under the Further and Higher Education Act, 1998. This applies to young people who are not in full-time education and who have not achieved a National Vocational Qualification at level 2. Because of this provision, young people under the age of 18 are excluded from the provisions of the National Minimum Wage (NMW) on the grounds that they should be receiving training through this entitlement or an apprenticeship. The problem is that there are no intermediate level institutions capable of providing positive incentives for employers to provide young people with this entitlement. Few young people in their first job are likely to take a reluctant employer to an Employment Tribunal to require them to provide education and training.

A further feature which is supposed to act as an incentive to training is the fact that, rather than being paid the full National Minimum Wage, 18-20 year olds are paid a reduced 'Development Rate' on the grounds that they should be receiving training. In effect this is age-related wage scale which does not require the employer to provide training. In contrast, in order to pay Adult Development Rate for older workers in their first six months of employment, the employer must provide training to recognised standards. A recent study of training and the NMW (Rainbird et al., 2002) found no evidence of employers using the Adult Development Rate because of this requirement. The decision of the Low Pay Commission to recommend exemptions from the NMW to encourage training and development assumes that there is a positive relationship between reduced pay rates and an incentive for the employer to train. In its second report, the Low Pay Commission expressed its concern that there was 'no sufficiently coherent work-based training provision to ensure that young people are not left in low-paid jobs with no qualifications' (2000:80). It highlighted the Commission's disappointment that a range of bodies responsible for education, employment and training strategies had not taken account of the exemptions to serve as a positive tool in achieving broader government objectives on training (2000:92).

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Whilst the government has been reluctant to legislate on an entitlement to paid educational leave, in the National Health Service, employees without a formal qualification effectively have an entitlement to learning through the NHS Learning Accounts Scheme. Under this scheme, they are entitled to funding towards the costs of a course or to training and assessment to qualifications equivalent to NVQ level 2.

The government is also exploring incentives to encourage employers to release employees without qualifications for training in work time, in order to achieve its targets for increasing the level of qualifications held by the workforce (see the section on targets, below). It has recognised that approximately one third of the workforce has no formal qualifications, which it considers to be the minimum level of qualification necessary to secure future employability. In the 2002 Budget, the Employer Training Pilots were announced, which included the following elements:

- Free learning provision and accreditation for employees without basic skills, English as a Second Language or level 2 qualifications to work towards recognised qualifications up to level 2 with approved providers. This would build on provision for free courses in basic skills under the Government's *Skills for Life* initiative.
- A minimum entitlement for all employees who have not attained basic skills or level 2 qualifications to paid time off each year to train towards the standard.
- Financial support for employers whose staff take time off to acquire these skills, with additional financial incentives for small firms.
- Free information, guidance and support for employers and individuals taking part.

Pilot schemes were established in September 2002 to recruit 4,000 employers to provide 24,000 low skilled employees with level 2 qualifications. They were tested in six LLSC areas in Birmingham and Solihull, Derbyshire, Essex, Greater Manchester, Tyne and Wear, and Wiltshire and Swindon. Employers were reimbursed the costs of providing paid educational leave, which varied according to the size of the company. The employer was expected to make a corresponding contribution in kind, for example, in providing additional hours of release. The first phase of the Employer Pilots cost £40m and in 2003 the government announced an extension of the scheme to a further six LSC areas, costing £130m. A similar pilot scheme was introduced in Wales, called the *Learning Worker* project. Trade unions were involved in the Employer Training Pilots through the Trades Union Congress's Regional Learning Services structure. Nevertheless, the involvement of the trade unions was limited by the fact that many employers were small and medium-sized enterprises which are poorly unionised, although this varies between the regions involved in the pilots (Clough, 2003:13-15).

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### *Ways in which other statutory requirements affect training*

There are, nevertheless, a number of ways in which statutory requirements affect training. In some areas of work there are requirements for training, in particular in relation to Health and Safety and the handling of dangerous substances (the Care of Substances Hazardous to Health COSHH regulations). In the personal social care sector there are requirements for workers to obtain National Vocational Qualifications (NVQs) although it is important to emphasise that this involves the certification of competence, rather than participation in a specific training programme. Because this area of occupational activity is unusual in this respect, it is discussed in some detail, below.

Personal social care is provided in a variety of settings, ranging from hospitals and residential homes to peripatetic services provided to people and/or their informal care-givers within the home. Across this range of settings, there are now statutory requirements for induction and foundation training, introduced by the Care Standards Act 2000. By 2005 all care workers must be registered individually and there are targets for competence assessment so that employers can demonstrate that they have a competent workforce. Competence is certified by occupational standards developed in the form of National Vocational Qualifications (NVQs). In the care sector, this involves the certification of competence at NVQ level 2 in the care of the elderly and level 3 in the care of children.<sup>iii</sup>

One consequence of the statutory requirements for induction and foundation training is that government funding is available for training and competence assessment for some categories of workers. In some localities regional networks of private, voluntary and public sector employers are emerging, supported by the Training Organisation of the Personal Social Services (TOPSS). So, from one point of view, it could be argued that a statutory requirement to attain NVQs has resulted in the availability of training and development, usually targeted at specific groups (18-25 year olds and workers on Tax Credits). Competence assessment through NVQs and its relationship to underlying knowledge have been critically debated (see for example, Grugulis, 2003).

### *The public sector – ‘leading by example’*

The White Paper *21<sup>st</sup> Century Skills. Realising Our Potential. Government, Employers, Individuals*. (DfES et al., 2003) makes it clear that it does not see statutory intervention as a mechanism for encouraging and requiring private sector employers to invest in training and workforce development. Nevertheless, it sees an important role for government in ‘leading by example’ (2003:114). It points to the role of the government as an employer in the civil

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service, where over 500,000 civil servants are employed in government departments and agencies. All government departments are being required to provide skill development plans and progress on their delivery will be overseen by the Cabinet Committee on Economic Affairs, Productivity and Competitiveness, chaired by the Chancellor. Other significant sectors of employment are in local government and the National Health Service. Emphasis has been placed on the local government sector to follow this commitment to lead by example as a means of contributing to public service reform.

In the National Health Service, the NHS Plan of 2000 recognised that the training and development needs of unqualified staff had been neglected in the past. Staff without a professional qualification are now guaranteed access to an NVQ level 2 or 3 or to resources for personal development through the NHS Learning Accounts scheme which started in April 2001. The proposals *Working Together – Learning Together* recognised that opportunities should be created for workers joining the NHS at a relatively low skill level to enable them to move up a ‘skills escalator’ through training and development. It sets out a framework for lifelong learning based on principles of partnership with ‘staff, regulatory and professional bodies, trade unions, educational providers, NHS managers and users/carers’ (Department of Health, 2002). This includes the establishment of a corporate university, known as the NHSU.

### **3. HOW AND IN WHICH INSTITUTIONS THE FORMAL RULES ARE ESTABLISHED**

In publicly funded vocational education and training it is the government which establishes the rules. In company provided training, it is the employer.

Annually, the government sets out three year allocations of funding to the LSC at national level, amounting to £8,674 million in 2004-05, which is linked to key objectives and targets. Charles Clarke’s (the Minister’s) grant letter of 2004-05 states that the LSC must meet government’s commitments on a range of targets and strategies.

These include working with other partners to deliver the following:

#### **Key targets**

- By 2010 90 % of young people by age 22 to participate in a full-time programme fitting them for entry into higher education or skilled employment
- 2004, increase by 3% the number of 19 year olds achieving a qualification equivalent to National Vocational Qualification level 2 compared to 2002, with a further increase of 3% by 2006.

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- Increase the number of 19 year olds achieving a level 3 qualification to 55% in 2004.
  - By 2004 at least 28 % of young people to start a Modern Apprenticeship by age 22.
  - Improve the numeracy and literacy skills of 1.5 million adults by 2007, working in partnership and Jobcentre Plus. Initial target of 750,000 adults with improved basic skills to be achieved by end of July 2004.
  - Reduce by at least 40% the number of adults without a level 2 qualification by 2010, with one million adults currently in the workforce achieving level 2 standard between 2003 and 2006.
  - Agree challenging targets for minimum performance and value for money in further education colleges and other providers.
  - 2006 target for 90% full-time and 60% part-time college lecturers to be qualified to teach.
  - Establishing 400 Centres for Vocational Excellence by 2006.

The letter identifies key priorities for this period, which include:

- Further developing the capacity of the learning and skills sector to deliver more learner-centred provision for the 14-19 age group.
- Working with employers, Sector Skills Councils and Regional Development Agencies to help deliver the priorities from the skills strategy.
- Continuing to improve the quality of teaching and learning.
- Securing better information about sector performance and sharing evidence about what works for particular localities and different customers.

#### **4. THE ROLE OF DIFFERENT ACTORS AND SOCIAL PARTNERS**

##### ***Employers***

Employers' collective organisations are represented in a range of organisations, as outlined above. Individual employers may have seats on the LSC and LLSCs under the Nolan principles for public appointments.

In contrast, continuing vocational training in the company is an arena of employer prerogative. This is especially the case in training which is linked to companies' business needs. Nevertheless, some employers see advantages to working with trade unions in certain areas of activity, usually linked to broader employee development activities.

Secondary analysis of the 1998 Workplace Employee Relations Survey shows that in 43 per cent of workplaces where there were worker representatives, there was no provision of information on training, let alone consultation to negotiation with them about training. The most developed approaches to

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training and to the involvement of employee representatives were found in the public, not the private sector. Using a range of measures, WERS 98 shows that approaches to training involving employee representatives are extremely rare in British industry. Nevertheless, case study materials show that there are a range of mechanisms for expressing employee voice on training and development in different workplaces. Although some are based on formal procedures, these are not always taken up. Others are informal. In some case studies, trade union initiatives had contributed to the introduction of a more systematic approach to training for business need. In a number of cases, trade union initiatives had contributed to training programmes for employee need, for workers in routine and manual jobs, who represent occupational groups who normally receive limited employer-provided training (Rainbird et al., 2003).

### *Employee and trade union representatives' entitlements*

Trade unions have some seats on the bodies responsible for training and skill development, outlined above, but this is not on a parity basis with employers.

Unlike other European member states, employee representatives have no rights to consultation on their company's training plan. There is no requirement on employers to consult with employee representatives or trade union representatives on training. The exception to this is where trade unions are recognised by employers under the statutory procedures of the 1999 Employment Relations Act. In this instance, the employer must consult with trade unions on the company's training plan and report on training provided to workers on a six monthly basis. The main thrust of this legislation is to encourage employers to recognise trade unions for collective bargaining purposes on a voluntary basis, with the statutory procedure serving as a back-up. These provisions therefore apply to a small minority of workplaces where trade unions are recognised under this statutory procedure. When the provisions were introduced, the Department of Trade and Industry envisaged that they could provide a model to be adopted on a voluntary basis in other workplaces where unions are recognised.

The training system is, nevertheless, experiencing the beginnings of a process of institutionalisation. In 1997 the government announced the creation of the Union Learning Fund, a programme which was aimed to support trade union innovation in lifelong learning. As a result of the success of these projects (see Shaw, 1999; Cutter, 2000; York Consulting, 2001), recognised trade unions were given the power to appoint learning representatives under the provisions of the Employment Act 2002. Under the Act, the Advisory, Conciliation and Arbitration Service (ACAS, the statutory organisation responsible for industrial relations dispute resolution) has drafted amend-

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ments to the *Code of Practice on Time off for Union Duties and Activities*. The provisions cover:

- Paid time off for duties which might include analysing learning and training needs, providing information and advice, arranging training and consulting the employer about such activities.
- Paid time off for training for employees who are officials of a recognised trade union in order to perform the learning representative role. This might include activities such as: learning the methods for identifying and recording learning needs and drawing up a plan to meet them; learning where to access information and to provide advice and guidance; arranging local learning opportunities and working with employers to meet the learning and skill needs of individuals and the organisation.
- Time off for union members to receive the services of union learning representatives, although there is no requirement on the employer to pay them for this. Learning representatives will be allowed reasonable time-off to perform their duties and should have access to facilities to allow them to perform their duties, taking into account the patterns of work and location of all workers. The revised ACAS Code also points to the positive benefits of having formal agreements on time-off for learning, to provide clear guidelines and contribute to effective planning. Learning representatives, unlike the health and safety representatives of an earlier generation are required to have completed a course recognised by the TUC or their own trade union. (See [www.acas.org.uk/codeofpractice](http://www.acas.org.uk/codeofpractice)).

Unlike health and safety representatives, ULRs do not represent members in negotiations. In other words, important questions concerning workplace procedures have not been addressed. Indeed, when David Blunkett announced the government's decision to award statutory rights to learning representatives, he referred to them as 'foot soldiers' and 'workplace experts on skills' (*The Guardian* 28 August, 2000). The government's consultative paper on the proposals emphasised that this role would be separate from collective bargaining and would have an impact on 'increasing motivation and enthusiasm for learning among employees and employers' (DfEE 2001:1). The Department of Trade and Industry's webpage states, 'Both employers and workers stand to benefit. ULRs are *an inexpensive source of expert advice for employers* (HR - my emphasis) and the proposals will not place a high administrative burden on employers' ([www.dti.gov.uk/employment](http://www.dti.gov.uk/employment)).

## **5. HOW THE SYSTEM IS FINANCED AND WHO CONTROLS EXPENDITURE**

The Learning and Skills Councils control all state-funded expenditure on post-16 education and training (as explained above). The Council Board at

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national level and Council Boards of the Local Learning and Skills Councils, which are made up of a range of stakeholders, appointed under the Nolan principles, make decisions about the overall strategy and objectives for their areas of responsibility and receive reports on activities. At both national and local level, there are a series of sub-committees (for example, on modern apprenticeship, on adult learning) which are involved on a more detailed basis in operational matters. Guidance is provided by the national Learning and Skills Council on funding and funding methodologies for different areas.

As far as the funding of further education colleges is concerned, there is a funding methodology for various kinds of approved courses. These include:

Approved qualifications, which are accredited by the Qualifications and Curriculum Authority, for example, those which are certified in relation to the NVQ framework, various diplomas and certificates issued by awarding bodies (for example, City and Guilds of London Institute, Royal Society of Arts).

‘Other provision’ which is not approved but which nevertheless is recognised as being of an appropriate standard. This would include specialist courses provided by colleges for which they issue their own certificate and Open College Network credits (used in adult education) which are currently being converted into approved qualifications.

In addition there are a number of occupational areas where new areas of provision are being recognised, for example in Health and Social Care.

## **6. HOW FIRMS APPLY FOR FUNDING**

Firms do not apply for funding, they apply to colleges and training providers for a course.

## **7. WHO DECIDES ON THE ALLOCATION OF FUNDING**

At an operational level, the funding is provided by the LSC to colleges and private training providers, subject to their achievement of the appropriate standards (see below). Funding is not provided direct to employers.

## **8. WHO MONITORS THE PROCESS**

The Adult Learning Inspectorate was set up in 2001 as part of the government’s strategy for raising standards in post-16 learning. Its role is to provide



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advice to the LSC and the Employment Service, contributing to the improvement of standards. The Chief Inspector of Adult Learning provides an annual report to the government on standards and performance in the areas of post-16 education and training for which it is responsible. (There is a separate Chief Inspector of Schools).

The statutory functions of the Adult Learning Inspectorate are set out in the Learning and Skills Act 2000<sup>iv</sup>. It has responsibility for inspecting:

- Further education for people aged 19 and over which is funded by the LSC or the Local Education Authority (the education service of the local authority).
- Training provided wholly or partly on employers' premises for people aged over 16 which is wholly or partly funded by the LSC.
- Training funded through the Employment Service (for the adult unemployed) under the Employment and Training Act, including the New Deals.
- University for Industry/Learndirect provision (government funded on-line learning provision)
- Education and training in prisons
- The training of trainers, mentors, workplace supervisors, assessors and verifiers involved in adult learning.

The ALI has powers to carry out joint inspections with OFSTED (The Office for Standards in Education) in further education and tertiary colleges, some sixth form and specialist colleges. These two agencies are responsible for a Common Inspection Framework.

The Learning and Skills Council has a Quality Improvement strategy which draws on the reports provided by the ALI. Following the assessment of the performance of individual education and training providers, it makes decisions on intervention, rewards and sanctions.

The ALI is expected to liaise with employers, as training providers, as employers of young people emerging from post-16 learning, and as joint funders of adult learning subject to its inspection. It can inspect provision which is exclusively privately funded only at the invitation of the provider.

## **9. WHO EVALUATES THE PROCESS**

See above.

## **10. WHO EVALUATES THE ACHIEVEMENTS**

The LLSCs, the LSC and the government evaluate achievements in relation to the attainment of national and local targets.

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## 11. ANY OTHER RELEVANT NOTES AND OBSERVATIONS

The Qualifications and Curriculum Authority is responsible for the National Qualification Framework. In September 2003 the LSC was asked by Ivan Lewis, the Parliamentary Under-Secretary of State for Skills and Vocational Education, to review:

- The credit systems operating for learning and qualifications outside the National Qualifications Framework.
- How the application of credit to this type of provision might drive quality and improve flexibility in further education.
- How such credit could be developed to provide progression into the National Qualifications Framework.
- How an emerging credit system for further education might encourage progression into higher education, taking into account developments in relation credit being conducted by the Higher Education Funding Council for England (HEFCE) and similar developments in further and higher education in Scotland, Wales and Northern Ireland.

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<sup>i</sup> See *The Learning and Skills Council: Strategic Priorities* – text of the letter sent by the Secretary of State for Education and Employment to the Learning and Skills Council, 9<sup>th</sup> November, 2000.

<sup>ii</sup> Circular 01/03 *Corporate Governance. Initial Delegation of Functions to Local Learning and Skills Councils*. London, Learning and Skills Council, 5<sup>th</sup> April, 2001.

<sup>iii</sup> NVQs are awarded at five levels, level 1 being the simplest and level 5 the most advanced. Level 3 is an intermediate level qualification, equivalent to an apprenticeship. See Grugulis, 2003 for an up-to-date critique.

<sup>iv</sup> See the letter from the Secretary of State for Education and Employment to the Adult Learning Inspectorate, 18<sup>th</sup> December, 2000.

■ IRES

*NATIONAL REPORT*

*English version*

*FRANCE*



*The Continuing Vocational Training System in France*

Catherine Vincent



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The French system of vocational training has two defining characteristics : decentralised organisation involving many protagonists, and joint management and structuring by unions and employers, in which collective negotiation plays a crucial role.

## **I – THE FOUNDATIONS OF THE FRENCH CONTINUING VOCATIONAL TRAINING SYSTEM**

The French system of vocational training has been progressively institutionalised since its foundation in July 1970, by a multi-sector national agreement covering all sectors of the economy, and signed by all unions and employers' associations. This was followed by the 1971 "loi *Delors*". This agreement and legislation established the right for all employees to vocational training during working hours, coupled with certain guarantees of income, the requirement on the part of employers to fund training through a tax imposed on the total wage bill (0.8% then 0.9% of the company's total wage bill must be invested in an employee training scheme chosen and implemented by the employer; 0.1% to 0.7% must be allocated to various compulsory training requirements by means of compulsory contributions to government or group funds as personal training leave, work based learning for young people...), as well as the joint management by employers and unions of the funds thus collected.

Next, the system is based on the idea of an employee training plan, offered by the company and discussed with the works council (whose opinion is not binding). The plan must contain training operations for the year to come, to take place during working hours as part of the employer's duty under employment law to provide refresher training. Funds can be grouped together, an option mainly aimed at small and medium enterprises, by paying all or part of the contributions into a joint fund, which either reimburses the company for its expenses or organises its own group training schemes. Lastly, as well as the above measures which are mainly at the employer's initiative, personal training leave can be taken at the individual's initiative.

The 1970 agreement and 1971 legislation made sweeping changes to the landscape of continuing vocational education in France: they brought about progress in employees' access to training, direct and indirect involvement of companies in managing the system, rehabilitation of vocational training in a country where mainstream education reigned supreme, and the development of a dense network of service and information providers.

Since then, vocational training has developed into a fully-fledged industry, swallowing up 21.65 billion in 2001, equivalent to 1.55% of GDP. For the first time since 1995, the total expenditure for training have decreased (-

1.8%). Nevertheless, the outcome after thirty years of training is far from negligible, especially given the starting point. At the end of the 1960s, unlike in West Germany, company, union and employer involvement in training issues was very low, and was actually on the decrease at that time. With the closure of the “*écoles d’entreprises*” (company apprentice schools), the responsibility for initial vocational training had been transferred to the public sector; vocational training had become an issue for schools; apprenticeship was falling, and there was little development of continuing education in a world of large industrial corporations pursuing taylorism and dominated by internal promotion systems based on years of service. This trend was reversed by the 1971 legislation that forced companies to once again take responsibility for training. The result was greater efforts in the field of training, yet with a great deal of disparity according to company size or the employee’s socio-professional category.

**Share of total expenditure for training (2001)**

.State	50%
.Enterprise	42.9%
.Local authorities	9.4%
.Individuals	2.4%

Source: Centre-inffo

**Firms’ expenditure for training (% of the wage bill, 1991-2000)**



**II – EMPLOYERS AND UNIONS INVOLVEMENT IN THE FRENCH VET**

Employers’ and unions’ involvement in the field of vocational training has taken three different forms, which can be identified at all levels where negotiations take place:



- 
- *Joint consultation:* employers' associations and unions are consulted in numerous local and national authoritative bodies set up by the government. Principal among these is the Conseil national de la formation professionnelle, de la promotion sociale et de l'emploi (National Council for Vocational Training, Social Development and Job Creation). Regional committees carry out the functions of the national body on a regional basis, and within the workplace, the works council must be consulted before the adoption of a training plan.
  - *Jointly-managed codification of qualifications.* Since the early 70s, the passage of almost all important legislation concerning training has been preceded by national, cross-sector agreements, which demonstrates a high level of involvement by employers and unions in the establishment of standards. They also participate, at sector level, in national jointly-run employment commissions (CPNE), whose aim is to promote vocational training and where recognition of the various professional qualifications and certificates specific to each sector are decided on. Since 1982, many sector-level collective agreements have also been concluded, in which the requirement for negotiation on vocational training at that level is an integral element.
  - *Joint management:* the framework of the financing system for training hinges on principles enshrined in the 1971 legislation : the pooling of companies' obligatory contributions to adult education within sector-level organisations, and secondly, joint management of the funds thus raised. Faced with cases of mismanagement stemming from the confusion of the roles of financier and provider of training, or from the increase in the number of organisations involved, a wide-ranging reform of the fund-raising channels was started three years ago by the State, employers and unions. This process has generated the restructuring of the sector-level organisations. There were more than 250 of these in 1994, compared with the 96 organisations currently operating (one for each sector of activity).

### ***An important subject at multi-sector and sector-level collective bargaining***

Vocational training is a live issue, both at multi-sector and sector-level, with regular multi-sector agreements on it and about a hundred of sector-level ones concluded each year.

The most important level for both implementation of training policy, both regarding the way funding is organised and how training is orientated, is that of the sector of employment. The reshaping of the funding network has been the main issue in sector-level negotiations since 1995. Moreover, the domi-

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nant themes of these agreements are on the subject of day-release type training, the recognition of qualifications acquired and the implementation of a system whereby an employee can accumulate the training time to which he/she is entitled, and use it all at once later (training time capital). A few agreements have adopted a forward-looking approach like that of the porcelain industry, which links training objectives to the profound technical and organisational changes currently being experienced, especially the reform of working hours.

At company level, negotiation is not obligatory and has remained relatively stable. Vocational training has been confirmed as the most common policy instrument for labour force management, with 90% of training agreements linked to job creation or recognition of skills. Despite this union involvement in jointly-managed vocational training, decision-making on training within the company is the employer's prerogative. The law has institutionalised the division of training into two types : that which has a social objective (like leave granted for training chosen by the employee), and that with an economic aim (where the company head establishes a training plan). The employer remains free to choose how to use training funds. A company boss eager, or obliged, to contribute to his/her staff's training can either organise training autonomously, invite external trainers into the company, or make payments to free him/herself of training obligations. Since 1994, the statutory contribution for companies with more than 10 employees has risen to 1.5% of the total wage bill, of which 0.2% has to be spent on individual leave for training, and 0.4% on day-release schemes.

### ***Involvement of unions powerless to guarantee equality of access to training***

In 2001, more than 8 million people had undergone vocational training, of which 4.3 million were private sector employees. As we saw, contributions towards training, after rising sharply in the 80s and 90s, has levelled off, but remains above the sum required by law.

Access to vocational training is still unequal, and depends a great deal on the employee's cultural and social background, and especially on his/her position in the workplace hierarchy. The number of manual workers and clerical staff receiving vocational training has only risen slightly since 1970, while that of technicians, supervisory staff, engineers and management staff have all risen sharply. Technicians and supervisory staff have been the principal beneficiaries of company-funded vocational training since 1983.

### % of Trainees in 2000 by size of firms and qualification

	Unskilled Blue collars	Skilled Blue collars	White Collars	Technician and Foreman	Engineer and Managerial staff	Total
20 to 49 employees	6.2	11.8	14.2	22.0	25.6	15.2
50 to 249 employees	11.4	23.9	24.8	41.8	42.4	28.3
250 to 499 employee	16.3	31.5	34.8	53.1	55.9	38.4
500 to 1999 employees	23	36.3	42.6	60.9	65.0	47.0
2 000 employees and >	24.5	40.6	44.8	68.1	67.1	50.6
Total	16.1	28.2	31.2	53.7	52.1	36.1

Source : Cereq, employer's survey

The disparities between categories of employees diminish however, as the size of the company increases. Women's access rate (33% in 2001) is rapidly approaching that of men (36%). Differences between sectors of employment are also the source of inequalities : the access rates vary from 17% for construction industry workers, for instance, to 58.2% for staff in financial services.

However, harmony between the way qualifications are validated and developed in the education system and on the job still remains a government policy objective, despite the development of employment and training contracts.

### III - THE VALIDATION OF VOCATIONAL EXPERIENCE

Two factors influence the promotion of a narrow conception of continuing vocational education.

On the one hand, the French tradition of initial education. It promotes mainly school based education in the classroom, with eventually some practical applications, in specific workshops linked to the school. The "apprenticeship" model is declining and very criticised. A "technical" knowledge has to be taught (and learned), of which you later deduce practical applications. More and more, teachers in vocational schools, who previously came from industry, are now directly recruited from university, without necessarily having former work experience. Teachers, but also unions are very keen to separate education from the work process. The "classroom" model is prevailing.

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On the other hand, as the expenditure for continuing training must be measured, the social partners need a precise definition of what vocational education or vocational training is. The easiest way is to count the numbers of hours of “training” and their costs.

The two trends pushed strongly towards a narrow definition of further education and training strictly reduced to formal courses. On the job training, other informal ways of learning are excluded. It does not mean that the courses are on official school based curricula, or that they end with a diploma. It could be specific courses build up by the firm’s training centre, courses delivered by private profit training firms... During the seventies and the eighties, some unions, as well as teachers or trainers associations, were claiming for a “long duration, ending with diploma” model (in secondary schools, for example, where continuing vocational education was developing, the reference was often 600 hours). But the practice was very different : a declining duration of yearly training hours, starting from 60 hours per trainee in the seventies and declining to less than 40 hours today.

Those weaknesses of the French system explain why governments were so interested during the 90’ to implement new links between formal and informal qualification accreditation.

Since 2002, the principle of “validating vocational experience” (“*validation des acquis de l’expérience*”) is legally establish. The principle is that every person in employment has the right to have his or her work experience validated and counted towards any vocational diploma or certificate. Theoretically, this principle has existed since the introduction of a law passed in 1992. However there has been a low level of take-up by employees (only 7,000 take advantage of it every year), and it requires taking at least one academic test. It should be borne in mind that in France, continuing training mainly benefits the best qualified workers, while 26% of employees still have a level of initial training below that of the certificate of vocational aptitude (*Certificat d’aptitude professionnelle, CAP*). A manager in a company with more than 500 employees is 10 times more likely to be given training than an unskilled worker in a small or medium-sized enterprise.

Under the new law, all experience of work must be taken into account. A “jury” whose composition is as yet undecided will have the task of giving rulings on validation. The number of years’ work necessary to obtain a diploma is still a grey area. Some advocate a short period (one year) to stimulate mobility and galvanise people’s careers. Others prefer a longer period in order to give greater weight to the qualifications thus obtained and avoid the risk of devaluing them. To allow wider comprehension of the certification system, a national directory will be created. The social partners and the state will be put in charge of this directory and of updating it.

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Employers, through the MEDEF confederation, have long been advocating the recognition of skills by means of validating vocational experience. However, MEDEF has criticised the government's plan for not sufficiently distinguishing the new qualifications from those already delivered by the national education system. The employers' proposal is to set up an "occupational reference scale" for each band of occupations. Elements common to several of them will enable employee mobility between jobs. MEDEF also wants this reference scale to be jointly managed by employers and trade unions, with no state involvement.

For their part, the unions have not shown any hostility towards the bill, but have stressed the lack of consultation with the State Secretary's office about the bill, which was not previously submitted to them. Only a White Paper setting out the main problems and issues for vocational training was distributed to employers' associations and unions in March 1999. The principle of reforming continuing training seems to have been accepted, but the details of its implementation are still up for debate (the nature of the qualifications delivered, the composition of the jury, the number of years necessary for validation etc). What is mainly at stake is whether these qualifications will complement or compete with those offered by the national education system, and how fully the validation of vocational experience is recognised by society and the social partners. Although the CFDT union confederation is broadly in favour of the bill, CGT has emphasised the risk of national education qualifications being devalued, which may result from competition with the new forms of validation of vocational experience. CGT-FO has stated that the distinction between these and formal education must remain, with the national education qualifications remaining the guarantee of "a person's intellectual capital", and that the system of validation must be national, independent and free of charge.

This bill is part of the initial phase of a wider reform establishing the "right to lifelong learning". The second step is the implementation by law of an individual right to training, guaranteed by collective bargaining and transferable between companies.

#### **IV – A NEW AGREEMENT SIGNED ON VOCATIONAL TRAINING FOR NEW RIGHTS TO TRAINING**

The French further education and training system was set up in 1970 by an inter-industrial collective agreement followed by a law. Thirty years later, in a changing economic and social context, it has to face new challenges. In 2001 and 2003, the social partners open a new bargaining and redesign the system, creating a new track to individual's demand but keeping the spirit of the 1970 firm based training levy.

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At the beginning of 2001, French unions and employers began negotiations on continuing vocational training. These negotiations, launched by MEDEF (the main employers' organisation), were part of a more wide-ranging project to reorganise labour relations with, according to MEDEF, a view to changing the overall framework of industrial relations. Other themes had been discussed over the two previous years, including reforming unemployment benefits and how to structure different levels of negotiations. After ten months of discussions on continuing education, the negotiations broke down. Nevertheless, there was a consensus on many of the ideas raised. In 2003, a new round of negotiations began. It ended with a general agreement between all the partners – an exception in the French industrial relations system- that has been translated in the labour law a few months ago.

More than its content – the ways in which the broad principles outlined in the agreement will be implemented are still to be stipulated by the authorities or worked out in further negotiations – it is the number of signatories that make the deal noteworthy. After consultation with its governing bodies, breaking with a policy of opposition to recent intersectoral agreements, the CGT decided to sign up alongside the four other trade union confederations with representative status - the CFDT, the CGT-FO, the French christian workers' confederation, the CFTC and the French confederation of managerial staff, the CFE-CGC. The three main employers' associations - MEDEF, the confederation of small and medium-sized enterprises, the CGPME and the craftwork employers' association, the UPA - also signed.

The signatories' objective in the agreement is to prioritise the individualisation of training paths. As the head of the MEDEF delegation, Alain Sionneau stated: 'this is an innovative scheme as it gives priority to the personalisation of training, which will now be possible thanks to interviews, professional assessment, the training passport and the validation of work-derived experience' (*validation des acquis de l'expérience*, VAE).

### ***Increased funding for individualisation of training***

The agreement sets out details of a number of vocational training tools, most of which are already in place, but whose use is now facilitated. Employees with 20 years' work experience and those over the age 45, regardless of work experience, will be eligible for a 'skills audit' (to be carried out outside working hours) after their first 12 months in their current job, and will be given prioritised access to the recognition of their work-derived experience (VAE). Moreover, all employees with two years' service will be able to have a career guidance interview carried out within their company. Finally, the agreement has created a new tool: the 'training passport' (*passoport forma-*

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tion), drawn up at the behest of the employee, who takes responsibility for it, and which lists the knowledge, skills and occupational aptitude acquired either in initial and continuing training or through professional experience.

The innovative aspect of the agreement lies in the establishment of a new scheme, the individual right to training (*droit individuel à la formation*, DIF), alongside the existing 'training plan' (plan de formation) and 'individual training leave' (*congé individuel de formation*, CIF). The latter type of training programme, selected by the employee, undertaken during working time and paid for by mutual funding bodies, remains unchanged. However, the methods of implementing training undertaken as part of the training plan designed by the employer will now differ according to the type of training. Costs and wages are still paid for by the employer, but three categories of training under the training plan are identified:

- training for the job/post to be occupied by the employee, which is to be carried out during working time and paid at the normal rate;
- training linked to the future development of the employee's job role or which is necessary for safeguarding the job. This is to be implemented during working hours and paid at the normal rate but where the number of hours required exceeds the normal working hours, the extra time will not be included in the worker's overtime quota; and
- training whose goal is skills development, and which leads to acknowledgement by the company (in the form of a better job, promotion, a wage rise etc). This can take place outside working time, on the condition that there is a formal agreement between the employer and the employee, and up to a limit of 80 hours per year. These hours will be paid at 50% of the employee's net wage.

The classification of training into one or other of these categories is the employer's responsibility but must be subject to consultation with the works council. The new DIF scheme seeks to enshrine the individualisation of training as a core principle. All employees with more than 12 months' service with their company will be accorded a 20-hour 'credit' per year (pro-rata for part-timers), which can be rolled over for six years. This credit is aimed at enabling the employee to take training either during or outside working hours, depending on the provisions in the applicable sectoral or company-level agreement. Hours of training carried out during working time are paid at the usual rate, while training carried out outside working hours will be paid at 50% of the net wage. Exercising their new right to training is left to the employees' initiative, but must be the subject of a formal agreement with the employer. The issue of the transferability of the DIF when an employment contract ends - thus making the entitlement personal rather than company-based - was one of the most hotly-debated points in the negotiations. The mechanism provided for in the agreement is applicable to termination of contract for personal

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(except in the case of serious misdemeanour) or economic reasons, and is the first step towards transferability. It will be possible for employees who lose their jobs to use the monetary equivalent of their unused training hours credit to fund the drawing up of a skills audit, VAE or training programme, provided that the employee requests this when notice of termination is given.

The agreement also deals with people under 26 who want to top up their initial training, and with unemployed people, by offering them a 'professionalisation contract' (*contrat de professionnalisation*). This will replace the existing work/training contracts (in which work experience is combined with college-based learning). A 'professionalisation period' is also provided for in the case of some employees, particularly those whose level of qualifications lags behind technological and organisational developments.

The signatories of the accord are also looking to reduce inequalities in terms of access to training, especially in small and medium-sized companies (SMEs). In order to encourage sector-level negotiators to tackle this matter, the multi-sector agreement, alongside sections reiterating the respective roles of the various jointly-run bodies that have input into training, advocates the setting up of 'observatories' on occupations and qualifications, which will be responsible for forecasting the future job requirements of the various sectors.

Lastly, employers' representatives agreed that the company's financial contribution to vocational training should be significantly increased:

- for businesses with 10 or more employees, this contribution rises from 1.5% of payroll costs to 1.6%; and
- for businesses with fewer than 10 employees, the contribution will rise from 0.25% to 0.40% of payroll as of 1 January 2004, then to 0.55% in January 2005.

However, a number of the agreement's contents are still to be elaborated on and implemented by either intersectoral bargaining (this is the case, for example, for career guidance interviews, skills audits and the training passport), or sectoral and company-level negotiations (eg the DIF and employment observatories). The agreement's coming into force is also conditional on certain legislative and regulatory developments (in terms of the professionalisation contract, funding etc). Unions and employers' associations have sent a jointly-signed letter to the Minister of Labour which lists the required amendments. The Minister has agreed to place a bill before parliament as soon as possible.

### ***Rare trade union unanimity***

As noted above, the vocational training agreement was signed by all the employers' associations and trade unions. The last occasions on which the



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CGT union confederation signed multi-sector agreements were 1994 and 1995, and even those were relatively unimportant, covering the collection of training funds (1994) and early retirement schemes (1995). CGT had not signed any previous agreements reached under the 'industrial relations overhaul' programme, such as those on the UNEDIC unemployment insurance system and supplementary pensions. When it signed the new agreement on continuing vocational training, CGT thus inaugurated a new policy direction, consisting of signing 'improvable' agreements in the spirit of constructive commitment. 'We are not saying that this agreement is like the one on pensions or the one on UNEDIC. Those are both clearly agreements of social aggression against employees. In this one, there are positive aspects,' according to Maryse Dumas, CGT confederal secretary and head of its negotiating delegation. It was because the employers abandoned what the unions found to be their most unacceptable proposals, such as the overturning of the hierarchy of legal and collectively agreed standards and employer-employee co-investment and, that unanimous agreement was able to be reached. For its part, CGT also went back on its rejection of any training programme being carried out outside working hours, which it had held onto since 1991.

The importance of the fact that CGT signed up to the new agreement extends far beyond its immediate context, ie continuing vocational training. This change should be linked to the recent opening of talks between the trade unions and the Minister of Labour on the 'modernisation of social dialogue'. CGT is demanding the introduction of a system of majority collective agreements (ie ones that have to be signed by a majority of unions in order to be valid, and not just one as is the current practice) at all levels of bargaining. This requirement will be all the more credible if CGT has proved that it is willing to sign agreements that it feels are positive, and does not isolate itself with a strategy of opposition.

Coming back to the content of the agreement, the level of responsibility for training granted to the individual employee is limited. Instead, the agreement plans to add a further scheme, the DIF, without fundamentally altering the 'economy' of the system of continuing vocational training, which also made signing up to it easier. Although the DIF might be the outline of a scheme that is better suited to SMEs, it is hard to see how, on its own, it can create a strong desire for training among employees with few qualifications, and in particular, enable greater support to be given to them in the face of resistance on the part of their employers.



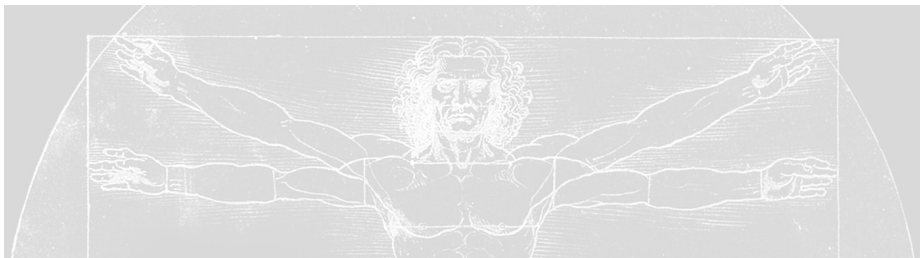


Friedrich-Schiller-Universität Jena  
Jenaer Arbeiten zur  
Wirtschaftspädagogik

# *NATIONAL REPORT*

*English version*

## *GERMANY*



*The Continuing Vocational Training System in Germany*

Armin Jäger - Holger Reinisch - Nadine Volkert

Jena, 10<sup>th</sup> of May 04



## Volume 2 - DOCUMENTATION

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## 1. INTRODUCTION

### *1.1. Outline of the Report*

The following report is based on the study of a number of sources concerning both the way the German system of Continuing Vocational Training (CVTS) sees itself and the way it works. Referring to the current situation one may speak of dichotomy: On the one hand the German CVTS clearly shows features of a legally regulated and controlled system, providing clear-cut careers and certificates for those who have finished a vocational training. On the other hand there is a fast-growing field of Continuing Vocational Training (CVT) within companies, further-education agencies and a number of alternative places, having developed in consequence of the multiple challenges existing in practice and as a result of the growing force of international markets. CVT within this newly developed field is highly innovative and not characterised by static rules and cooperation; companies, employees and social partners mainly negotiate their cooperation-processes freely. Moreover there are more and more individuals realising the necessity to develop their competencies further independently. These forms of individual lifelong learning are far from being sufficiently documented and formally recognized. Most of this expanding field of further education is not controlled by the government, because it is mainly financed by the acting institutions themselves. The topic of financing will be dealt with intensively in chapter 3.

To make the existing arrangements and the participating administrative and operative forces more comprehensible we find it necessary to explain not only the CVTS itself, but also the preceding educational steps. By this it should become more obvious to the reader which groups of people certain further education arrangements aim at, which preconditions the participants share or which alternative educational possibilities exist for them. These topics will be dealt with in chapter 2, taking into consideration (as the work plan requires) questions of the legal basis, participating institutions and the role of the social partners.

Based on the points set out in chapter 2 the ways and amounts of financing and the mechanisms of distribution applied in the field of CVTS will be explained in chapter 3. Here we have to take into consideration the existing lack of empirical data in Germany, making it impossible to draw an adequate picture of the real investment in CVT and occupational qualification of employees. In many cases the existing data includes only the spending of the government or of separate suppliers of CVT. Concerning indirect costs of CVT, as for example the loss of working time, the renunciation of free time or partly financing by the employees themselves there are only vague projections and guesses available at the moment.

Speaking about monitoring and the evaluation of CVT arrangements there is also further development needed. In general the courses are evaluated by the

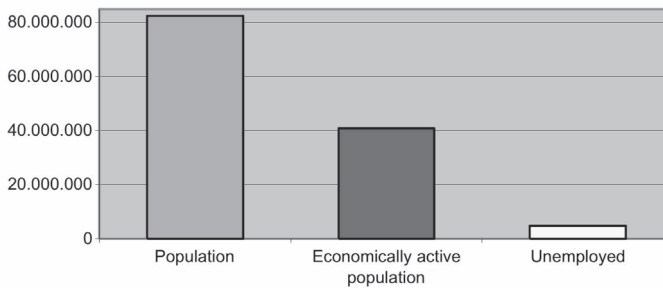
offering agencies or institutions themselves. Governmental control and supervision is only performed indirectly within this system, e.g. through the registration of CVT institutions, the establishing of binding curricula for example in the case of further education programmes or examination by the help of established committees of experts. As it is also to be seen in companies, there is a rising trend towards external certification based on common criteria within this field. Moreover the educational improvements of the participants are continuously monitored within the courses. The report ends with a short summary of the current situation of the German CVTS and resulting future challenges.

Before explaining further the points mentioned above we will start with a short description of Germany using selected indicators concerning demographics and the labour market. Those indicators characterise the country from a quantitative point of view, making it possible to discuss further developments and resulting consequences.

### ***1.2 Current and future demographic and labour market trends***

With its 82.5 million inhabitants Germany is one of the largest countries within the European Union (EU) (see Fig. 1). Since the reunification the number of inhabitants has slightly grown, due to migration surplus and rising life expectancy (see table 1). Taking into consideration a constantly low birth rate there will be a shift in the age structure and a falling number of inhabitants within the next decades. The effect of this development will be especially strong for the economically active population at the age of 15 to 65. Within the next decades the amount of economically active people will fall clearly below the actual number of 40.8 million people. Another possible consequence is that qualified personnel may be in short supply soon, due to a constant number of A-level students and graduates resulting in a decline of absolute numbers. In the year 2003 the rate of gainfully employed persons was 80.3% for men and 66.1% for women, showing a certain hidden reserve of potential human resources.

**Fig. 1: Demographic key variables for Germany in 2003<sup>1</sup>**



<sup>1</sup> Source of all statistical data if not otherwise stated Federal Statistical Office: Microcensus [[http://www.destatis.de/themen/e/thm\\_employment.htm](http://www.destatis.de/themen/e/thm_employment.htm); 05.05.04]. For explanations of statistical terms refer to [<http://www.destatis.de/basis/e/erwerb/erwerbt.txt>; 05.05.04].



The main problem of the German labour market is the number of unemployed persons, being 4.6 million in 2003. During the past 10 years this number has risen by more than one fifth. There have been various reforms concerning the rules of employment and the qualification measures of the German federal labour office (BA), but none of them has shown significant impact so far. Moreover there is a continuous economic underdevelopment in former East Germany, despite governmental transfers and monetary aid for new factories to establish there.

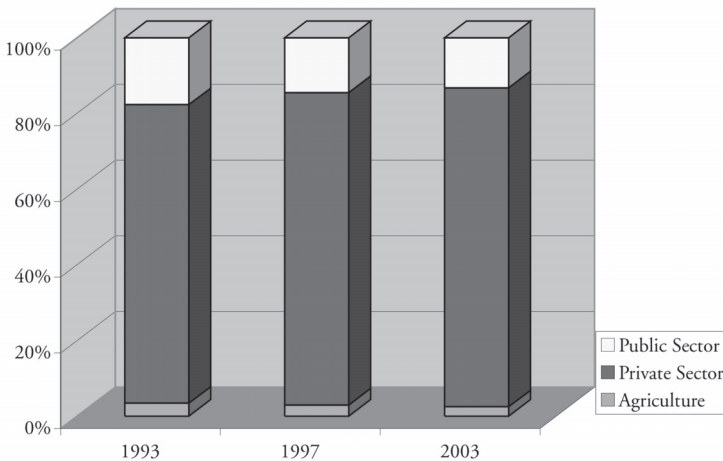
Because of the demographic development described above and a broad economic re-structuring the demand for CVT is constantly high and will surely rise further. The most important question is how to manage the integration of low qualified and unemployed persons into the economical process in order to avoid a firmly established structure of unemployment.

**Tab. 1: Changes of demographic variables for Germany**

	Population	Economically active population	Unemployed
1993	81.100.000	40.179.000	3.799.000
1997	82.029.000	40.280.000	4.475.000
2003	82.502.000	40.792.000	4.620.000
Relative Change 1993-2003	+ 1,73 %	+ 1,53 %	+ 21,61 %

Considering the sectoral distribution of human resources in Germany there has obviously been a process of re-structuring during the past years, while the level of employment remained almost the same. Summing up the data in the three sectors: Agriculture, Private Sector and Public Sector as it is done in Fig. 2, the distribution can be presented as follows:

**Fig. 2: Changes in the distribution of employment across economic sectors in Germany**



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Within the Agricultural sector mainly the improvements of productivity in former East Germany are responsible for a significant decline of 0.45 million employees in this sector. Today only 2.47% of all economically active people are working there. The second important trend is a drop in employment within the public sector to 4.8 million (13.26%), caused mainly by the privatisation of former governmental companies like the German Post, Telekom or Rail Services. As a consequence of this development the amount of employees within the private sector has risen to now 30.5 million people, corresponding to 84% of all economically active people in Germany.

On the whole a further change of this distribution within the following years is unlikely. There will rather be changes at the level of employment relationships and structures, namely the amount of self-employed persons is going to rise and the sector of production will lose importance in favour of the service sector.

## **2. CONTINUING VOCATIONAL TRAINING IN GERMANY: CONVENTIONS, LEGAL FOUNDATIONS, ACTORS AND ACTIVITIES OF SOCIAL PARTNERS**

### ***2.1. Structure of the German education system***

Continuing Vocational Training is part of the fourth field of the German education system. It is characterised by a variety of conventions, legal foundations, participating institutions and activities of social partners. These special characteristics cause a high intransparency, making it difficult for foreign observers to understand this part of the German education system. Therefore we decided to give a short overview of the German education system as a whole first.

Germany is a federal republic. There are collective governmental organs (federal government, lower house of German parliament) as well as 16 federal states (e.g. Bavaria, Hesse, Lower Saxony, Saxony, Thuringia). At the collective level the governments of the federal states take part in the legislation process via the second chamber of parliament (federal council of Germany). Above this each federal state has a parliament of its own. Particularly for education, school and university matters they are able to issue their own laws which are valid only within the individual federal state. By this there may be differences between the individual school systems.

Generally there is a compulsory school attendance of 12 years in Germany. If a child born in Germany reaches the age of six, it has to go attend school, namely primary school (see Synopsis 1). In most federal states primary school takes four and in some six years. By this some children have to change schools at the age of 10, others at the age of 12 years. Depending on their perform-

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ances and the wishes of their parents they enter one of the following school types:

- lower secondary school (Hauptschule) (length: 5 or 3 years) or
- intermediate secondary school (Realschule) (length: 6 or 4 years) or
- upper secondary school (Gymnasium) (length: 9 or 7 years)<sup>2</sup>

Consequently lower secondary education distinguishes between three types of school, while there are further school types for physically or mentally handicapped children (special schools, supporting schools). Lower secondary education in Germany ends after 9 or 10 school years. At this point the young persons are 15 or 16 years old. Having attended either lower/ intermediate secondary school successfully or deciding to leave upper secondary school after 10 school years they get a certificate (final certificate from lower/intermediate secondary school). About 10% of each age-group do not end school successfully and therefore do not get a certificate.

Having finished lower secondary education young persons are not yet allowed to become employed in a company because of the compulsory school attendance described above. They may decide for one of the following alternatives of upper secondary education (see Synopsis 2)<sup>3</sup>:

1. Those having achieved good results at intermediate secondary school may enter the higher forms of upper secondary school (forms 11-13);
2. Young persons having finished lower/intermediate secondary school may sign a contract for an apprenticeship with a company or the public authorities. Such apprenticeships last 2-3,5 years and take place both within the apprenticing company and at vocational schools. („Dual System“)
3. Those having finished lower/intermediate secondary school may also attend special vocational schools in order to achieve a basic vocational education and a higher school certificate or to learn one of the special professions which can only be learned at these schools and not via the “Dual System”.
4. Young persons who have not finished lower secondary education have to attend special organizations (External Training Centre) or schools that prepare for a vocational training (pre-vocational training year, basic vocational training year) in order to fulfil their compulsory school attendance. During this time they can make up for finishing lower secondary education and enter a vocational training within the “Dual System” or at one of the schools indicated in 3. They also can enter the employment system with-

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<sup>2</sup> In some German federal states upper secondary school takes only 8 years in combination with 4 years in primary school and 6 years in combination with 6 years in primary school.

<sup>3</sup> Besides the possibilities named in the following there are a number of special training measures preparing for an occupation as civil servant in fields of public administration, police, fire brigade or Federal Armed Forces. The vocational training in fields of health care is organised individually as well. These special forms are not explained in this report.

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out vocational education. Especially at the area of former east Germany there are not enough places to train within the “Dual System”. For those not having found an apprenticeship there have special institutions been established to learn a profession.

Synopsis 3 shows where pupils move when they have finished lower secondary education. About 65% of each age-group enter vocational education, either the work-based-route (66%), or the school-based-route (27%). A group of 7 % enters special institutions preparing for a profession or special forms of vocational education (External Training Centre).

At the end of upper secondary education are between 18 and 20 years old. About 65% of them have reached a vocational certificate, further 25% have reached a certificate allowing them to study at an university or an university for applied sciences (Fachhochschule). All vocational certificates make the owner able to enter the employment system. Having studied at a university or university for applied sciences one is able to fulfil high-qualified tasks in private or public companies. Studies take at least four (at a university for applied sciences) or five (at universities) years, in some courses they may even take up to eight years (e.g. medicine).

## ***2.2 Forms of Continuing Vocational Training<sup>4</sup>***

CVT is part of the fourth field of the German education system which is also called adult education in Germany. Besides CVT adult education also covers a wide range of linguistic, sporting, artistic and political educational offers giving adults the chance to gain new knowledge and abilities. Those educational offers are organised by governmental institutions (adult education centres), trade unions, church and political institutions as well as private enterprises. For those courses participants have to pay.

CVT (see Synopsis 4) covers further training and induction and retraining. Retraining aims a people who

- are no longer able to work in the profession they have learned, especially for reasons of health
- have learned a profession that is no longer needed at the labour market
- were unemployed for a longer period of time or stayed at home in order to look after their children

The aim of retraining measures is to restore the employability of those persons by making them learn a new profession. This formal training takes place either in established training centres or in companies, often there are also alternating learning phases at both places.

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<sup>4</sup> CVT for civil servants and further scientific education which is offered by universities are not dealt with in this report.

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The goal of further training and induction is either to adjust existing qualities of employees to technical and organisational changes or to acquire abilities and knowledge which make a vocational rise possible (see Synopsis 5). These forms are called induction/on the job training and further training in Germany. Induction/on the job training takes place directly at the place of work or at least within the company (in-house). It is often organised as informal learning during a short time-span, making a rapid adjustment of the employees' qualifications to rather minor technical and organisational changes of the work-place possible. If there are more extensive changes, there may also be more formal ways of learning, e.g. training courses taking more than one day, guided by a professional trainer. Nevertheless the most frequent realisation form of induction/on the job training is brief learning at the place of work (see Synopsis 4).

To achieve career advancement in Germany there are three possible ways (see Synopsis 4):<sup>5</sup>

1. Further training within the company: These are in most cases highly flexible offers of a companies management. Such offers are directed at individual members of staff who are designated for a promotion. There are no further legal conventions considering this form. It covers formal as well as informal phases of learning at the place of work, in training centres and in the private life of the employee. In general participants get a certificate confirming the successful participation in further training, but these certificates are mostly only of importance within the company. Only larger companies offer long-term measures for personnel- and career-development. Certificates of such measures are generally accepted within the respective branch.
2. Further training in connection with a final exam at the Chambers of Industry and Commerce (Industrie- und Handelskammer) or Chamber of Handicrafts (Handwerkskammer)<sup>6</sup>: The chambers are organs of economy, industry and commerce administrating these areas. They are organised according to the sectors and regions existing in Germany (altogether there are about 140 of them). According to § 46, I Vocational Training Act of 1969 (BBiG) they examine participants of further training and induction.

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<sup>5</sup> There is a fourth way to be mentioned: one may also attend two years of training at a state (-recognized) technical college. These measures take place exclusively at the schools, therefore participants are not able to work at the same time. Having finished such training the graduates are able to call themselves engineer or business manager.

<sup>6</sup> The chambers of Industry and Commerce, the Chamber of Handicrafts and similar institutions are corporations of public rights. Every private enterprise in Germany is obliged to be member of one of those chambers. They organize and supervise the carrying out of vocational education and have the right to develop curricula for professions of further education and take corresponding exams. (see §§ 44 and 46 Abs. I BBiG).

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These are for example examinations for the master diploma in trade and industry or specialist trainings for businesspeople in trade, banking, insurance and industry. Participants prepare for these examinations in their leisure time, in the evening or at the weekend. They attend courses organised similar to school courses which are offered by private, unionised or employers' institutes. These forms clearly emphasise formal ways of learning.

3. Further training organised by the federal government: For some professions of further education the federal government has issued own rulings according to § 46,II Vocational Training Act of 1969 that are valid all over Germany. These are for example professions in the field of healing besides medical professions or specialists in the field of information economy and technology. Otherwise the rules explained in no. 2 are applied.

Our Leonardo-project deals with the significance of social partners in the field of non-formal CVT. Therefore induction on the job and further training within the company are of major interest for our purpose. Taking into consideration the amount of offers those forms are also the most important ones in Germany (see Synopsis 6). This is also true for the training methods used most often within companies, as Synopsis 7 and 8 show.

### ***2.3. Legal foundations and actors***

Concerning vocational education in Germany one has to distinguish between four institutional and legal levels (see Synopsis 9):

At federal level:

1. According to the Vocational Training Act of 1969 and the Craft Regulations of 1965 the federal ministries of law and economy as well as education and research are responsible for all tasks concerning planning, organizing terms of content, statistical data and reporting in relation with vocational education. In order to fulfil these tasks properly they founded the Federal Institute of Vocational Education (BIBB) according to the Vocational Training Development Act of 1976 and 1981. The BIBB develops the training regulations for all occupations that require training as well as for professions of further training that are organized by the federal government. *As far as the content of vocational training within the company and of further vocational training are discussed, representatives of the unions and the employers' associations are equally involved in the working process. Within all committees dealing with corresponding tasks they hold half of the voices.* The German federal labour office also works on federal level. It is responsible for the payment of benefit to unemployed people, the arrangement of employment and the improvement of unemployed persons' employability by the help of retraining. Moreover it is involved in the limited support of people taking part in measures of further training according to § 46,I and II BBiG. Another task the German federal labour office fulfils is the sup-

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port of young persons who have not found an apprenticeship within the “Dual System”. It finances the corresponding measures of further education, retraining and vocational education. Accredited private institutions are responsible for carrying out these measures. *Representatives of the unions and the employers’ associations are equally involved in the committees of the German federal labour office, they hold half of the voices. The legal foundation of their work is the social security code, part III of 1997 (SGB III).*

2. At the level of the federal states:

As already mentioned before based on the German constitution the federal states are responsible for school matters including vocational schools. To coordinate the vocational training in schools and companies properly there have regional committees for vocational training been established in all 16 federal states (according to § 54,I BBiG). *Representatives of the unions, the employers’ associations and the corresponding regional government for those committees equally.*

3. At the level of the chambers:

The Chambers of Industry and Commerce, the Chamber of Handicrafts and similar institutions are, according to § 44 BBiG, responsible for carrying out and controlling vocational training within companies. They are responsible for a variety of tasks, e.g. registration of training contracts, checking companies suitability for vocational training and taking exams. Moreover they have the right to develop curricula for professions of further education and take corresponding exams. (see §§ 44 and 46 Abs. I BBiG). According to § 56 BBiG every chamber has to set up a committee for vocational education. *Within these committees there are 6 representatives of the unions and the employers’ associations and 6 teachers from vocational schools, the latter having only advisory functions.*

4. At the level of companies:

Companies and public agencies are responsible for in-house vocational training, on the job training and further training. According to the Employees’ Representation Act of 1953 (BetrVG) each company employing more than five persons has to establish a works council. The number of members is depending on the total number of employees. *Most members of a work council are also member of a union.*

According to §§ 92 – 98 BetrVG works councils have extensive rights of cooperation and participation regarding all acts of personnel planning and development. Participation is especially important in questions of carrying out vocational education within companies (according to § 98,I BetrVG). The management needs the works council’s agreement to carry out these measures. There may be agreement between works council and management concerning the organization of on the job and further training.

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Companies being member of employers' associations moreover may agree CVT within house agreements. Up to now such agreements are rarely used by employers and unions. Nevertheless the level of companies is of major interest for our Leonardo project. A short overview of the major legal foundations is to be found in Synopsis 10.

#### ***2.4 Activities of social partners***

To sum it up one can say that the social partners play an important role at all levels of vocational education. They are represented in all decision-making authorities, holding the majority of voices together. Nevertheless the unions as well as the employers' associations have concentrated on rather formal aspects of vocational education within the "Dual System", on retraining and those parts of further training regulated by the BBiG so far. The unions are the first ones to realise slowly that informal learning in combination with on the job and further training are important fields of politics.

The unions' activities are concentrating on the following three problem areas so far:

- *Arrangements concerning the employees access to CVT within the:* As is generally known the management of companies select those employees who are to take part in CVT. As a consequence of this certain groups of employees (esp. female, elder and less qualified employees) are systematically put at a disadvantage with respect to the participation in CVT. One aim of the unions policy is to find and establish ways to avoid such discrimination.
- *Arrangements concerning certification of competences acquired informally (via learning at the work-place or within the social sphere)*
- *Arrangements concerning the financial aspects of CVT within:* Currently a lot of employers are interested in shifting educational activities of those participating in CVT within their companies to their leisure time. Moreover employees are often expected to pay part of the costs of CVT. The unions policy is to find and establish arrangements avoiding those financial and time-burdens for employees.

Up to now the unions have developed basically four levels of activity concerning these problems:

- development of legal arrangements concerning further education within companies at federal and regional level
- inclusion of arrangements concerning further education within companies in house agreements binding all members of employers' associations and unions
- arranging further education in companies by the help of agreements between the works council and individual companies
- financial, personnel and political support of research projects dealing with



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basic and applied research of further education within companies and the training of works councils for those purposes

There are a number of initiatives and solutions for each of the fields named above. Those solutions are not tested and evaluated sufficiently so far and therefore cannot be applied universally. It is not possible to introduce individual approaches within this report; therefore we shift those aspects to future phases of the project.

### **3. FUNDING ASPECTS OF CVT**

#### ***3.1 General remarks***

Further education in Germany is characterised by distinctive pluralism and multifunctionality making it hard to give a universally accepted definition. The other way round it is equally difficult to describe this field clearly and properly by the help of empirical data. Concerning financial aspects there is also only few and vague empirical data, although the topic of “financing CVT (and lifelong learning)” has become more and more important in recent years.

Financing in general means obtaining and supply of cash resources for particular purposes – in our special case for continuing (vocational) education. CVT being a public task is of interest for individuals as well as for the whole society, therefore it is characterised by a multiplicity of actors. Multiplicity in this case means multiplicity of responsible forces as well as of suppliers and target groups. In order to describe the aspect of financing CVT properly this multiplicity has to be taken into consideration. In 1999 the BIBB estimated the total expenses for CVT at 31.37 billion Euro. This result should not be taken too seriously because of the difficult situation with regard to statistical data already mentioned.<sup>7</sup> To name a reliable sum including the expenses of all CVT-financiers is difficult because there are quite a lot of responsible forces, institutions and measures at the supplying side as well as a heterogeneous group of customers at the demanding side. Because of this the dates within the following tables are only approximate values and should be interpreted carefully. Information about the costs of individual and continuing vocational education are available from collections by the BIBB, the IW and the CVTS. Those collections have a common goal: to record the costs of further education directly. There is another group of investigations trying to find indirect clues concerning financial aspects of further education. Following this

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<sup>7</sup> Statements concerning the problem of empirical recording of costs and expenses for further education are to be found in Expertenkommission Finanzierung Lebenslanges Lernen (Ed.), *Auf dem Weg zur Finanzierung Lebenslangen Lernens*, Bielefeld 2002, S. 95ff.

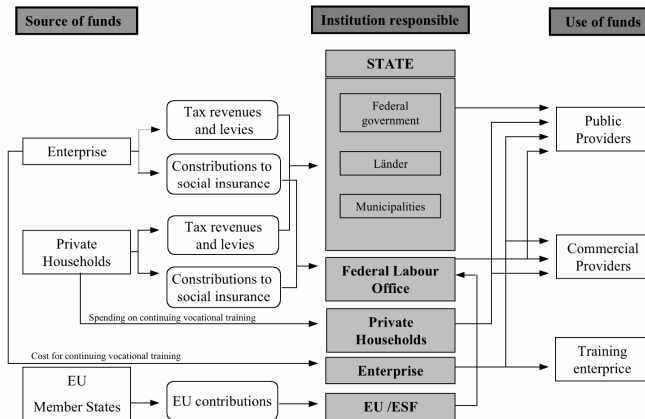
approach the panel study of the German Institute for labour Market and Occupational Research (IAB-Betriebspanel) asked in 1999 if CVT takes place predominantly during working hours or in the employees leisure time and whether they have to pay part of the costs or repayment clauses were agreed.<sup>8</sup>

The following chapters are mostly dealing with aspects of financing, namely “Who pays how much for CVT?” (3.2) and with aspects of refinancing, describing where the financial means come from (3.3). Taking into consideration current discussions of financial aspects there are some consequences and future perspectives presented finally (3.4).

### 3.2 Finance levels of CVT

The formerly described heterogeneity of actors in vocational education is also to be found at the level of finance. At this level one has to distinguish between operational, individual, public, officially supported and according to SGB III supported CVT: Characteristically there is a variety of mixed modalities for financing, because a number of payers exist. Figure 3 offers a general overview of financial flows of CVT:

Fig. 3: Financial flows of continuing vocational education and training <sup>9</sup>



<sup>8</sup> Further remarks concerning single investigations are to be found in Expertenkommission Finanzierung Lebenslanges Lernen (Ed.): Datenlage und Interpretation der Weiterbildung in Deutschland. Bielefeld 2002, p. 82ff. For analysis of time factors in CVT see Bellmann, L./ Düll, H.: Die zeitliche Lage und Kostenaufteilung von Weiterbildungsmaßnahmen – empirische Ergebnisse auf Basis des IAB-Betriebspanels. In: Dobischat, R./ Seifert, H. (Ed.) Lernzeiten neu organisieren, p. 81-128. Empirical Analysis concerning repayment clauses in Leber, U.: Finanzierung der betrieblichen Weiterbildung und die Absicherung ihrer Erträge. Eine theoretische und empirische Analyse mit den Daten des IAB-Betriebspanels 1999. In: Mitteilungen aus der Arbeitsmarkt- und Berufsforschung 2/2000, p. 229-241.

<sup>9</sup> Following Hummelsheim, St./ Timmermann, D.: Finanzierung der beruflichen Bildung in Deutschland, 1999, p. 48.

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Although it is impossible to differentiate the term CVT clearly, the **companies** are generally said to be the most important financiers of CVT. Considering the narrower sense (courses, seminars) the costs of CVT are lower compared to those of CVT in a wider sense. The difference results from the fact that the wider sense of CVT additionally includes instructions by superiors, training periods and independent learning. At this point it becomes clear that recording the costs of CVT is both a problem of definition and of the actual size of companies. In many cases only larger companies properly account their expenditures for CVT.

In 1999 those costs amounted to *16.69 billion euro*. (direct costs for CVT: 9.68 billion / costs for loss of personnel: 7.01 billion euro) (see table 2).<sup>10</sup> In addition to direct and indirect costs one has to consider the costs for parts of CVT belonging to the field of informal learning. Although it is legitimate to account these costs the concept for accounting is problematic. Accounting ways of learning that are integrated in the working process one risks to account the actual costs of work itself.

CVT within companies may be financed exclusively by single companies as well as by a mixture of financiers. In case of the latter the European Social Fund (ESF), the participants of CVT or the state are involved. Companies take money for financing CVT from returns, incomes from tenancy and rent and direct governmental grants, loans and credits.

Direct governmental grants are basically only available to support training periods or periods of job-rotation where an unemployed persons replace employees taking part in CVT. In general one has to remark that German companies rarely receive any direct governmental subsidies for CVT purposes. Indirect financial sources are e.g. tax reduction or relinquishment and actual profit used to support CVT.<sup>11</sup>

**The funding of individual CVT** may also be organised by a mixture of financiers, especially if private or public companies or the ESF take part in individual financing. Of special interest for involved actors are on the job training, further training and retraining

Individual costs for CVT are not recorded in official and private statistical data. Only records of random sampling from 1992 and 1999 provide some information concerning these costs.<sup>12</sup>

Following these sources the individual costs for CVT in Germany amounted to about 5 billion euro in 1992 and to about *6.53 billion euro in 1999* (see table 2), taking into consideration that the data from 1999 includes activities

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<sup>10</sup> All data is based on calculations of the BIBB and CVTS II. See BIBB Forschung 3/2003. Kosten der betrieblichen Weiterbildung in Deutschland auf Basis des CVTS II. BIBB. Juli 2003.

<sup>11</sup> See also: Hummelsheim, St./ Timmermann, D., 1999, p. 48.

<sup>12</sup> Because of different analytical strategies the data of BIBB (1992) and IW (1999) cannot be compared with each other.

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of general further education while indirect costs from the loss of income are not included in the IW collection.<sup>13</sup>

Direct financial sources for individual persons are mainly assets, wages and income or loans and credits. Indirect sources may be current tax reductions. These financial funds are used to pay cost directly related to CVT, e.g. fees, costs of learning material, travelling expenses or accommodation. Moreover indirect expenses have to be considered, e.g. loss of leisure time and income. Considering all direct and indirect costs the financing amount of individuals is much higher than before.

Speaking about **Founding of publicly supported CVT** one has to differentiate between individual and institutional support. Individual governmental support means direct loans and credits and indirect support via relief of tax or fee. To guarantee a broad and sufficient educational offer there are institutional supports paid depending on the number of people living in the corresponding area. To fulfil the aim of general support the government pays limited subsidies to educational institutes offering measures that are regarded to be worth them.<sup>14</sup>

Public financing of CVT can be characterised as real mixed financing because more than one local authority, e.g. ESF and EU are partly paying for costs and subsidies. Public authorities are represented by employers financing their own employees' CVT from general covering funds or, as far as public educational institutions are concerned, partly from participants' fees. At the level of individual federal states various laws (for further education, adult education, adult education centres) organize the support of CVT. The amount of legal organization for concerning differentiates between the federal states and is generally to be valued insufficient. German municipalities finance CVT of local employees and take part in financing CVT within companies. The Federal Republic of Germany itself finances CVT of federal employees and takes part in a number of national measures (supporting grants for master craftsmen, "educational grant for particularly gifted young working persons", support of "model projects", subsidies for the BA). Via ESF and the programmes SOCRATES II and LEONARDO II the EU takes part in German further education, but the responsible bodies have to pay part of their costs themselves.<sup>15</sup>

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<sup>13</sup> More detailed information on the calculations of the BIBB (1992) are to be found in: von Bardeleben, R./ Beicht, U./ Holzschuh, J., Individuelle Kosten und Nutzen der beruflichen Weiterbildung. In: Berufsbildung in Wissenschaft und Praxis, 23. Jg., Heft 5, 1994, p. 9ff. Information on the study of IW (1999) is given by: Weiß, Wettbewerbsfaktor Weiterbildung. Ergebnisse der Weiterbildungserhebung der Wirtschaft, Beiträge zur Gesellschafts- und Bildungspolitik, 2001, p. 28f.

<sup>14</sup> For more detailed information see: Hummelsheim, St. / Timmermann, D., 1999, p.51ff

<sup>15</sup> Further information concerning public financing are to be found in: Expertenkommission Finanzierung Lebenslanges, 2002, p. 104ff.

In 1999 the public expenses for CVT amounted to 2.22 *billion* euro, being the lowest share of the total amount in comparison with all other financiers (see table 2).

Concerning governmental educational services there are no guaranteed financial funds in Germany, their amount and purpose has to be negotiated during budgetary procedures year by year.

In general the following financial sources for public financing of CVT exist: public income from taxes, income from the sale of tangible assets and shares and the return of loans. Indirect subsidies are given as tax relinquishments. Additionally there is to say that a detailed and sufficient description of public support programmes and institutionally supported public educational agencies is impossible within this report because of the multiplicity of officially financed CVT.

Promotion of CVT based on SGB III is organised by the BA and aims as well at its own employees, unemployed persons, employees who are to become unemployed as at institutions. According to §§ 248ff. those institutions aiming at the establishment, expansion and equipment of organisations may receive payments. The invention of legislation called ‘Hartz-Gesetzgebung’ in 2003 brought with itself far-reaching changes for the German market of further education. The introduction of education-vouchers lead to fund-shortening within the BA, objective and financial decisions are left to the individuals.

The BA is a self-governing corporation being mainly financed from fees to the unemployment insurance, supports from the federal budget and financial funds from the ESF. In 1999 the BA spent about 6.73 *billion* for CVT (see table 2). Only the data regarding to CVT supported according to SGB III are based on a systematic and continuous reporting system from the BA.

**Tab. 2: expenditure on continuing vocational training in different years<sup>16</sup>**

Year of survey Investors	1991 (in billion euro)	1998 (in billion euro)	1999 (in billion euro)
Enterprise	18.33	17.5	16.69
Private Households	4.76	-	6.53
Public sector	1.71a	2.17	2.22
Federal Labour Office (BA)	5.51	6.38	6.73

Legend:a: only west Germany

### ***3.3 Refinancing in CVT***

To the aspects of financing described in the previous chapters the way of refinancing has to be added, since the real question of justice and burden has

<sup>16</sup> Following *ibid.*, p. 111.

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to be asked at the level of the cost bearers.<sup>17</sup> Refinancing covers all possibilities of distributing the burden of costs. Companies, participants or the state may demand their expenses for CVT from other agencies. The flows of refinancing are even more intransparent than the financial flows, therefore distributional effects cannot be verified by the help of empirical data. The process of refinancing may be differentiated with regard to the groups of actors, the resulting conditions and their specific possibilities.

**Companies** are responsible for pricing their goods and services. Primary costs of CVT defined as operational costs are partly added to these prices. In addition to this usual way of calculating companies may also realize profits from further education processes suitable to compensate costs of CVT. The amount of costs shifted to markets and incomes is unknown, generally it depends on the intensity of individual markets. Moreover legal regulations of taxation offer companies further possibilities of refinancing expenses for CVT via the taxation system. Defining such costs as tax deductible operating expenditures they reduce the basis of assessment for the company's individual marginal tax rate and therefore make the state pay part of the costs.

There are ways to refinance individual costs of CVT. Tax-exempt subsidies and subventions from the government have to be refinanced by the help of taxation revenue. Expenditures for CVT may also be defined as publicity expenses. In general investing in CVT may result in chances of better income, that finally refines the expenditures made before

The **BA** finances costs of CVT out of its budget and partly from governmental. The budget of the BA results of contributions received from insured persons and employers.<sup>18</sup>

The exemplary information concerning the situation of refinancing costs of CVT in Germany make clear that these costs do not necessarily remain with those who pay them. The fact that they may be shifted to other agencies is especially important with regard to questions of justice and efficiency in fields of CVT.

### ***3.4. Conclusion and prospects concerning the financing of CVT in Germany***

Within the past years discussions concerning the financing of CVT have intensified. This led to the questioning of standardized models and practical testing of new approaches.

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<sup>17</sup> See also *ibid.*, p. 94, 112ff.

<sup>18</sup> The rate of unemployment insurance in Germany amounts to 6,5 % of all income liable to pay contribution and is paid half by employers and employees.

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To foster discussions it is of great importance to achieve a more systematic and transparent set of data. The flows of financing as well as refinancing have to be recorded- generally and in detail. Financial statistics suffer from a lack of sufficient recording of costs, meaning that indirect costs of learning and leisure time are almost neglected. Taking all these costs into account would result in shifting the financing amount further to individuals.

With regard to aspects of justice and efficiency at the moment there are different new models of financing being discussed and practically tested in Germany.<sup>19</sup> The approaches of *financing via share of the costs and fund models* anticipate CVT being a public good for employers and entrepreneurs. Each company (e.g. according to which branch it belongs to) pay a certain share of the incomes it pays to a fund that is used to finance CVT activities. Models organized in form of loans or credits are dealing with granting loans to private persons as well as companies and might be a good solution for those agencies being unable to finance CVT otherwise. The model of individual educational accounts has taken an upward trend in comparison to international approaches. At the beginning of 2003 the model of education- vouchers has been introduced in Germany and is disputed ever since. Up to now there is hardly any current or future success to be recognized. Following an approach orienting at demand those who are interested in CVT take education-vouchers and turn to further education institutions. The monetary value of the vouchers these institutions get back from the financier, being in most cases the government. An important precondition to make this model work is a sufficiently transparent system of information concerning the possibilities of CVT, which does not exist in Germany at the moment. Most decisions are made based on limited information, putting the aspects of justice and efficiency in question.

In general all new accents created in Germany by the help of the models described above are to be characterised important and necessary. They clarify the importance and meaning of human resources being of common interest for employers, employees and the state.

#### 4. CONCLUSION

To summarize our report the following four points are to be recorded:

1. The present and future demand of further education in Germany is and will be high due to constant technological and economical changes as well as negative trends of demographic development.

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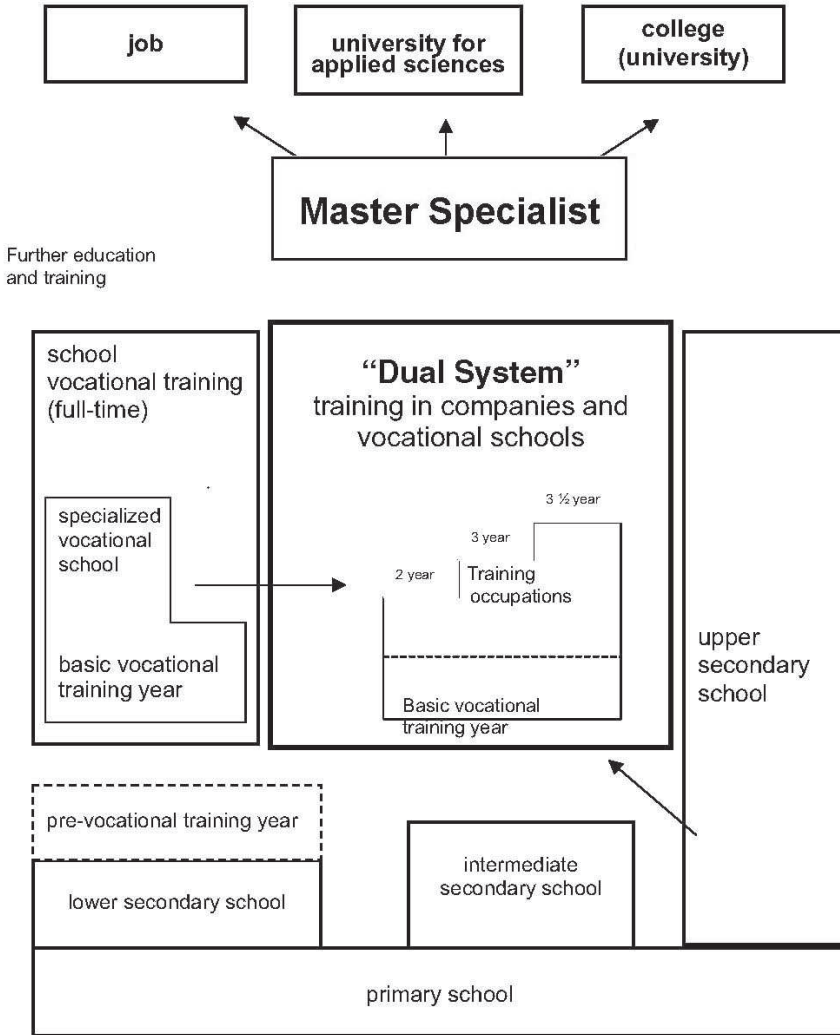
<sup>19</sup> More accurate information concerning alternative models of financing CVT is to be found in Dohmen, G., *Alternative Formen der Finanzierung beruflicher Weiterbildung*. Vortrag beim 4. BIBB- Fachkongress, 2003, p. 7ff.

- 
2. CVT is a part of the German educational system characterised by strong intransparency. Currently dominant ways of formal and informal learning at the place of work are slowly becoming part of the social partners' policies.
  3. The aspects of financing CVT are characterised by complex and intransparent structure of empirical data. Regarding both efficiency and justice intensified support of people having no access to education has to be considered. Additionally the financial structures of small and medium-sized companies have to be taken into account when creating supporting structures in order to increase willingness and participation in CVT. The social partners play a rather minor role within the various financial systems of CVT in Germany.
  4. There is no continuous and systematic monitoring and evaluation process of CVT measures. Government control is done rather indirectly by the authorisation of suppliers, definition of binding curricula or examination. Nevertheless there is a strong tendency towards external certification of further education institutions according to homogenous quality criterions. Moreover the educational improvements of the participant are continuously monitored within the courses.



# APPENDIX

## Synopsis 1

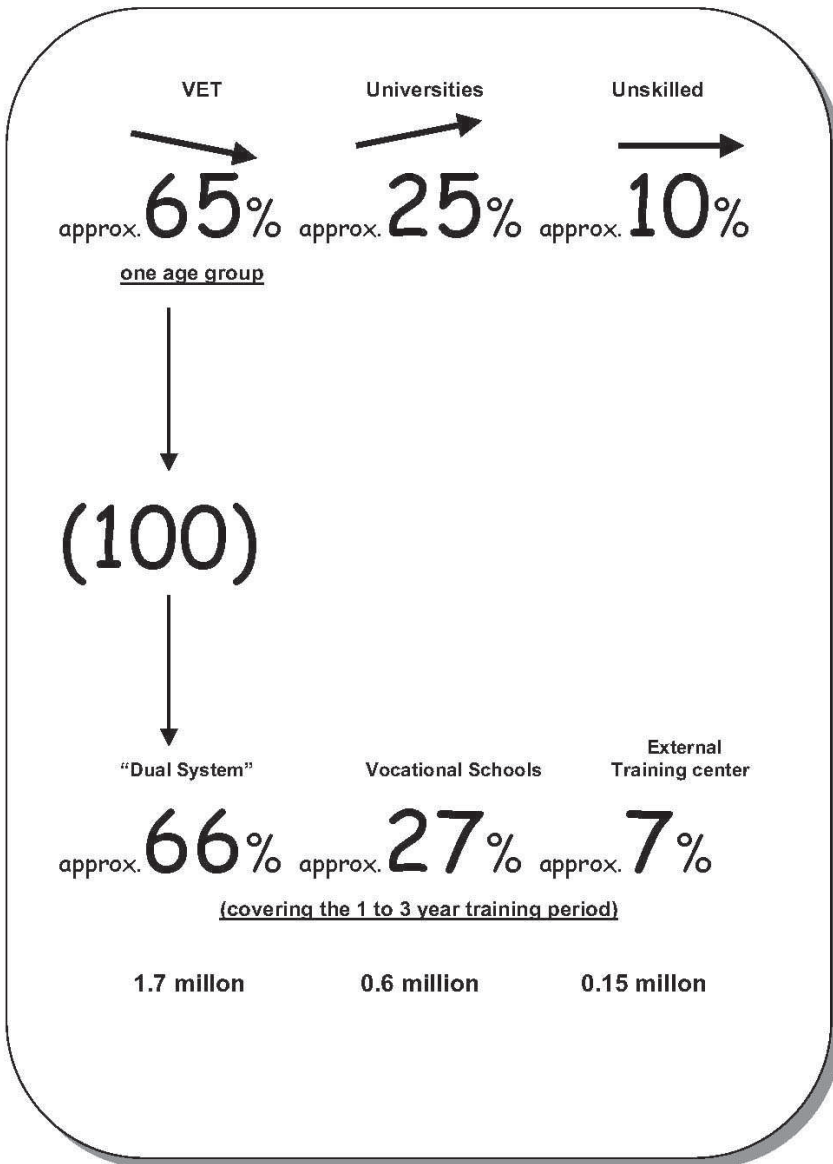


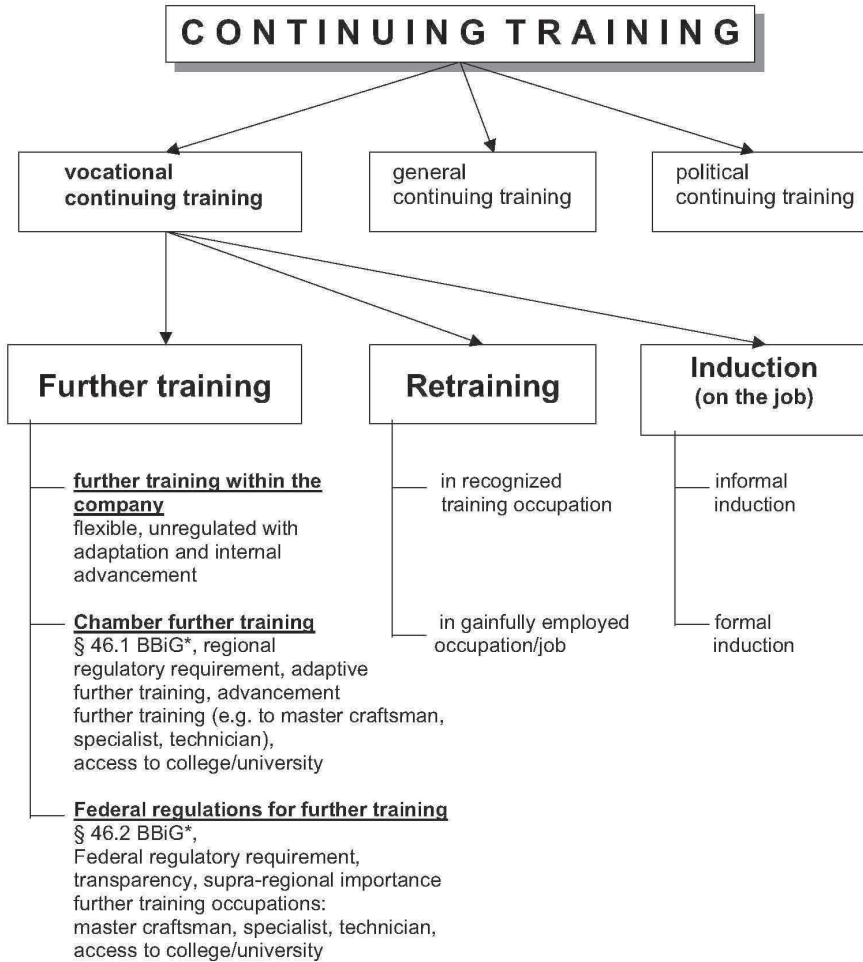
# Organizational forms of Vocational training in Germany

3 Organizational forms:	Dual System (various locations) 3-years as a rule	School (sometimes with work placements) 2 or 3 years	External training centers 3 years
<b>Training sites:</b>	Company - workplace - in-house training workshop - intercompany training centres	specialized vocational schools full-time health service	external training centre (practical vocational training) part-time vocational school
	~ 3 days 66 %	~ 5 days 27 %	~ 3 days ~ 2 days 7 %

## Synopsis 2

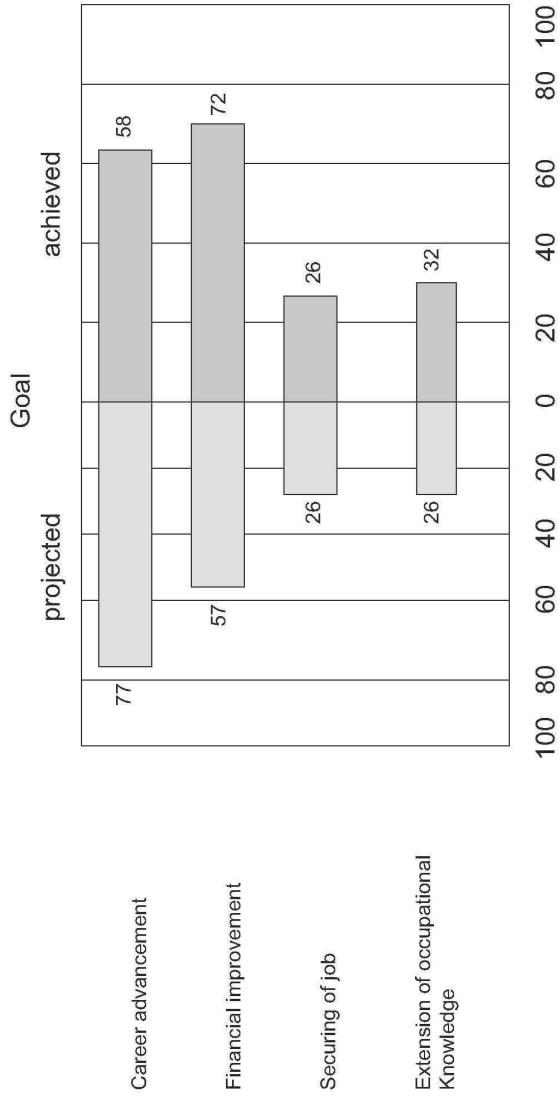
## Synopsis 3



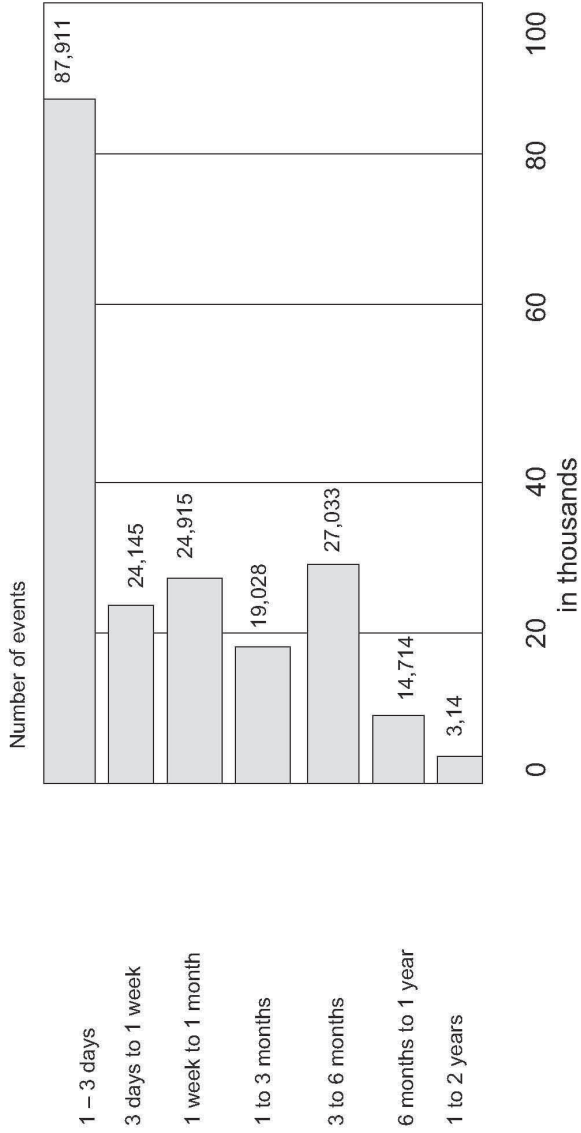


\* Berufsbildungsgesetz (1969): Vocational Training Act

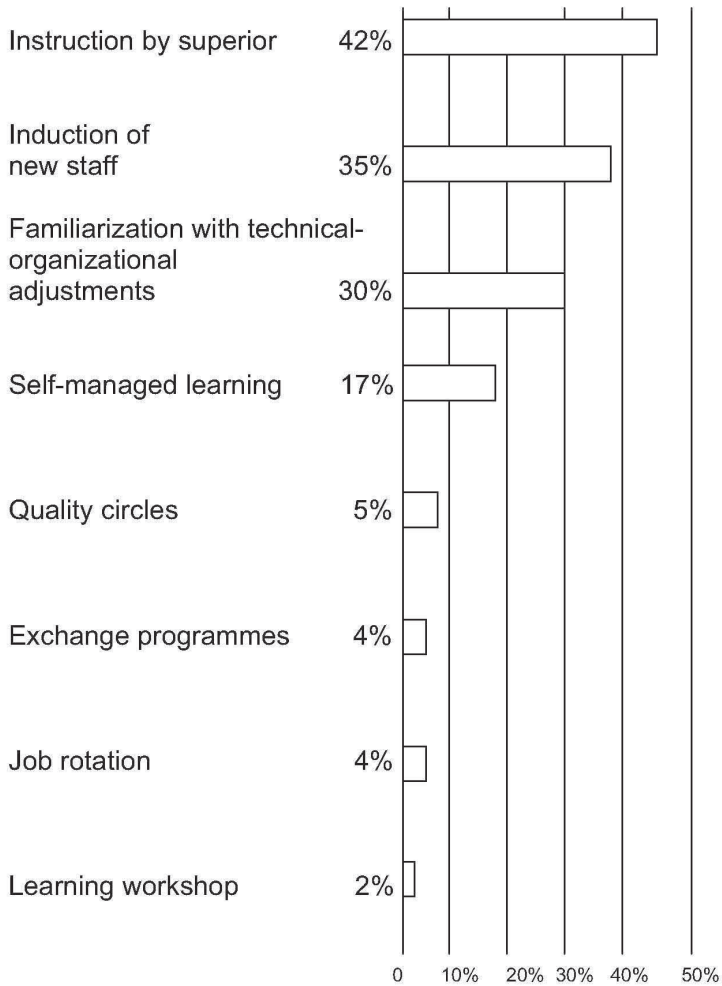
### Goals of participants in continuing training measures Multiple designations in percent



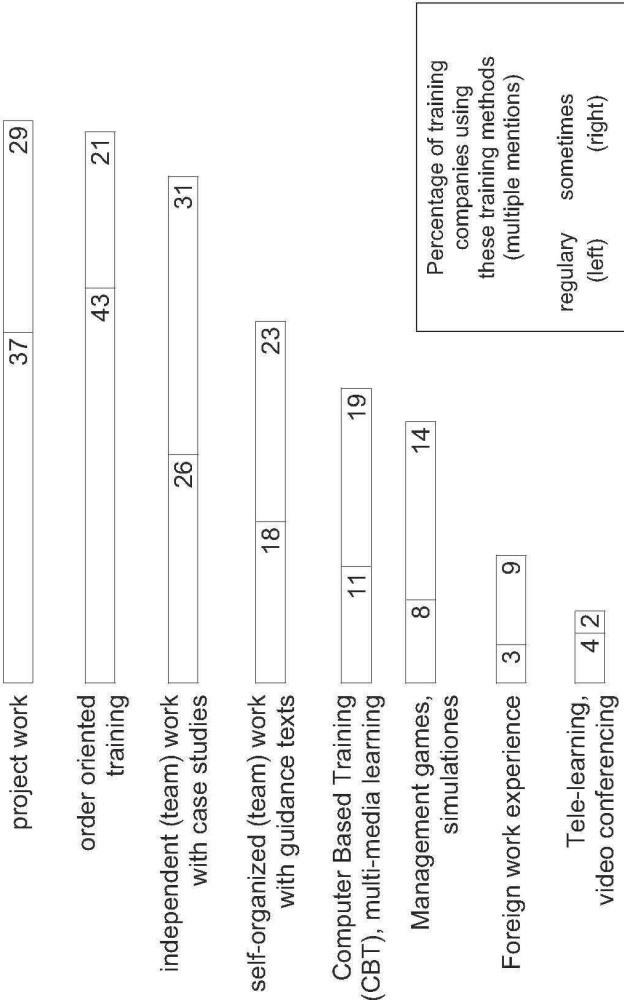
## Length of continuing vocational training events



## In-company continuing training



# How companies train




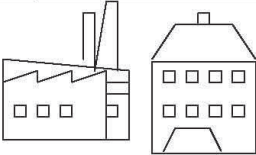
Percentage of training companies using these training methods (multiple mentions)

regularly (left) sometimes (right)

Institut der Deutschen Wirtschaft Köln

Source: IW survey of 900 companies in Spring 1999



Levels of responsibility	
	<ul style="list-style-type: none"> <li>• Federal Ministry of Education and Research</li> <li>• Government departments</li> <li>• Federal Institute for Vocational Training</li> <li>• National federations</li> </ul>
Federal level	
	<ul style="list-style-type: none"> <li>• Ministries of the Länder               <ul style="list-style-type: none"> <li>- Education and Cultural Affairs</li> <li>- Economic Affairs</li> </ul> </li> </ul>
Federal State (Land) level	
	<ul style="list-style-type: none"> <li>• Presidents of the regional administration</li> <li>• Competent bodies (chambers)</li> </ul>
Regional level	
	<ul style="list-style-type: none"> <li>• Training companies</li> <li>• Vocational schools</li> </ul>
Company level	

## Legal foundations of vocational Education and Training

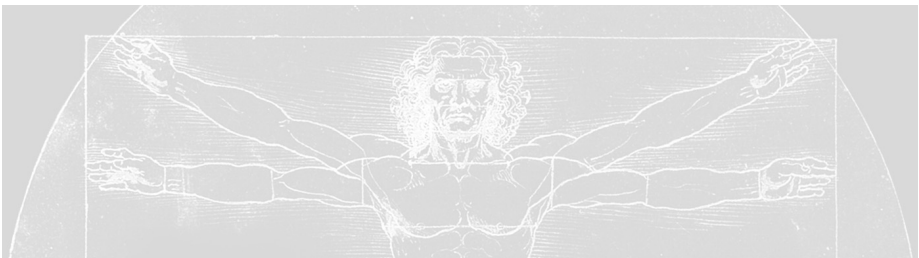
- Vocational Training Act, 1969 - BBiG
- Crafts regulation code, 1965 - HwO  
(Act for the Regulation of Crafts)
- Vocational Training Promotion Act, 1981 - BerBiFG -  
(Training Places Promotion Act, 1976,  
APIFG)
- Social Security Code III, 1997 - SGB III -
- Employment Promotion Act, 1969 - AFG -
- Employees' Representation Act, since 1953 - BetrVG -
- Employment Protection of Young Persons Act,  
1976 - JArbSchG
- Basic vocational training year  
Vocational school year  
Accountable ordinance (s), since 1978 - BGJ-AV -
- Ordinance on Trainer Aptitude, since 1972 - AEVO -  
(new since 1998)
- Coordination Training Regulations/skeleton curriculum:  
- "Joint results protocol"  
of 30.5.72 (Federal Gazette No. 216 v. 16.11.1972)



*NATIONAL REPORT*

*English version*

*HUNGARY*



*Preliminary Report on Hungary*

Zsuzsanna Laczkó, PhD.

May 2004



## Volume 2 - DOCUMENTATION

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## EXECUTIVE SUMMARY

Hungary has come a long way from the collapse of the socialism to joining the EU in May, 2004. The entering into the market economy began with radical changes in every areas of life. One result was the dramatically increased unemployment and the structural changes of the economy where previously acquired labour market knowledge and skills in many cases became useless. Education is in direct correlation with the labour market possibilities of individuals, so an increased need appeared toward it. Companies too have realized that the high quality of the human resources increases competitiveness. The former educational institutions and ownership structures were not capable of coping with the changes. A new legal and institutional background has been established and the private sector has become deeply involved in the different forms of education. Adult education became an important active labour market tool, and one of the basic elements of activities of the non-governmental institutions. Adult education contains different areas including language, ECDL, driving licence courses, vocational training (VET), etc. - continuing vocational training (CVT) is only one element of it. While the legal background of adult education regulates the whole system in a very detailed way, there are no direct references to CVTs in it. The newly established leading institutions which, based on the law, regulate and control adult education, work in close connection with the Ministry of Employment Policy and Labour. In the managing authorities, however, there are representatives of other ministries, social partners and adult education experts. While in fact the responsibilities of carrying out adult education are distributed among for-profit, civil sector and the state, at the same time financing of adult education still mainly lies with the state. Hungary's accession to the EU widened the financial resources which can be used for adult education, in close connection with ensuring sustainable economic growth of the country.

### *I. General Data*

#### **1. DEMOGRAPHY**

Size of Hungary: 93 000 km<sup>2</sup>. In year 2003 number of population in of Hungary was 10 142 362 people, of which males were: 4 818 456 and females: 5 323 906 people, respectively. Share Proportion of males: 47, 5%, share proportion of females: 52,5% and No number of females per 1000 males were 1 105. Population density: 108 people /km<sup>2</sup>.

In Hungary there are 7 regions, based on the NUTS system these are on the level of NUTS 2. The regions are:

- Central Hungary
- Central Transdanubia
- Western Transdanubia
- Southern Transdanubia
- Northern Hungary
- Northern Great Plain
- Southern Great Plain.

The biggest ethnical minority is the Roma, rate proportion of Roma people are about 8%. Other ethnical minorities: Croatian, Rumanian, germanGerman, Serbian, Slovakian and Slovenian, teheir rate proportion is very lowsmall.

From the population lives

- 7,6% lives on in settlements smaller than 1000 inhabitants
- 33,1% lives on in settlements 1000-10 000 inhabitants
- 30,2 % lives inon settlements 10 000 - 100 000
- 29,1 % lives inon big settlements – with more than 100 000 inhabitants.

However, from the last cathegory 2 million people lives in the capital, Budapest, and the remaining 1 million on in 5 cities. It means that the population structure of Hungary is very unhealthy, a small country with 1/5th of her the population living in the capital.

Population by age groups is the following:

Year	0-14	15-19	20-29	30-39	40-59	60-69	70-	Total
MALES								
2003	836 827	327 853	811 908	682 504	1 345 532	434 170	379 652	4 818 456
FE MALES								
2003	796 861	316 852	777 656	669 253	1 465 521	595 429	702 334	5 323 906
TOTAL								
2003	1 633 688	644 705	1 589 564	1 351 767	2 811 053	1 029 599	1 081 986	10 142 362



## 2. WORKFORCER

### Number of employed persons by industries (1000 persons)

	1999	2000	2001	2002	2003
Agriculture, hunting, forestry and fishing	270,4	251,7	239,4	240,9	215,2
Mining	24,4	19,2	13	14,8	12,8
Manufacturing	928,9	931,3	955,8	959,9	925,6
Electricity gas and water supply	89,8	80,1	79,5	74,2	68,2
Construction	253	267,8	272,7	271	299,4
Wholesale and retail trade, repair of motor vehicles and household goods	517,5	540,9	548,4	552,1	553,1
Hotels, restaurants, family tourism	133,2	133,3	143	137,3	139,4
Transport, storage, post and telecommunication	308,3	311,8	310,9	309,7	303,2
Financial intermediation	80,9	83,7	78,9	75,3	72,8
Real estate, renting, business services	183,9	204,6	219,6	232,8	265,8
Public administration, social security	301,9	299	289,6	282,1	295,4
Education	306,9	317,8	309,8	318	329,1
Health and social services	239,2	241,7	234,9	240,7	267,2
Other community, social and personal service activities	173,1	166,2	164	161,8	175,0
Total	3811,4	3849,1	3859,5	3870,6	3922,0

### Economic activity of population by age and sex (1000 people)

	1999	2000	2001	2002	2003
15-19	91,1	74,2	59,1	43,2	36,7
Male	53,5	42	35,3	24,1	22
female	37,6	32,2	23,8	19,1	14,7
Activity rate (%)	13,6	11,7	9,7	6,8	5,9
Unemployment rate (%)	23,4	23,7	21,2	27,1	32,2
20-24	541,2	509,5	456,7	404,9	373,8
Male	313,3	298	266,6	225,1	208,5
female	227,9	211,5	190,1	179,8	165,3
Activity rate (%)	61,4	59,3	56,3	54,8	53
Unemployment rate (%)	10,6	10,4	9,5	11,1	11,6
25-29	536,1	560,3	610,2	615,8	634,5
Male	330,4	340,4	368,8	366,2	370,6
female	205,7	219,9	241,4	249,6	264
Activity rate (%)	74,6	75,2	75,7	75,1	75,7
Unemployment rate (%)	7,6	7,3	7	7	6,9

30-39	1003,2	1017,2	1029,9	1058,6	1090,4
Male	559,9	573,9	586,6	601,5	619,9
female	443,3	443,3	443,3	457,1	470,5
Activity rate (%)	80,1	80,2	80,1	79,9	80,8
Unemployment rate (%)	7,1	5,9	5,4	5,6	5,8
40-54	1690,5	1679,6	1641,9	1666,4	1662,2
Male	859,4	847,6	824,1	834,5	829
female	831,1	832	817,8	831,9	833,2
Activity rate (%)	76,3	76,5	75,8	75,9	76,9
Unemployment rate (%)	5,2	5	4,3	4,2	4,4
55-59	175	207,8	231,4	248,1	281,2
Male	122,2	141,1	151,9	153,1	161,2
female	52,8	66,7	79,5	95,0	120
Activity rate (%)	29,9	35	37,5	41	45,7
Unemployment rate (%)	3,1	3,3	3,1	3,5	2,9
60-74	59,1	63	63,2	72,4	87,9
Male	35,1	38,9	40	46,0	53,9
female	24	24,1	23,2	26,4	34
Activity rate (%)	4,2	4,6	4,6	5	6,1
Unemployment rate (%)	1	1,8	2,1	1,2	1,9
<b>TOTAL</b>	<b>4096,2</b>	<b>4111,6</b>	<b>4092,4</b>	<b>4109,4</b>	<b>4166,5</b>
Male	2273,8	2281,9	2273,3		2265
Female	1822,4	1829,7	1819,1		1901,5
<b>Activity rate (%)</b>	<b>53,1</b>	<b>53,5</b>	<b>53,3</b>	<b>52,9</b>	<b>53,8</b>
Male – activity rate (%)	61,4	61,9	61,7	60,8	61,35
Female – activity rate (%)	45,4	45,8	45,6	45,8	46,9
<b>Unemployment rate (%)</b>	<b>7</b>	<b>6,4</b>	<b>5,7</b>	<b>5,8</b>	<b>5,85</b>
Male – unemployment rate (%)	7,5	7	6,3	6,1	6,1
Female – unemployment rate (%)	6,3	5,6	5,0	5,4	5,6

An important comment has to be donemade, based on the data given above given data. In the last ten years, there was a dinamicdynamic growth of employment in the service sector, parallel simultaneously to the decrease first of all in the agriculture, followed by the industry. At present in Hungary 60% of the labour force is employed in the service sector there are employed 60% of the labour force, while industry and construction employes about 34% and agriculture about 6%. These datea significantly differ from the EU, and differ from the average of the newly accessed countries as well.

<b>Rate of employed persons by sectors</b>				
	<b>Service %</b>	<b>Agriculture %</b>	<b>Industry – construction %</b>	<b>Total</b>
Hungary	60	6	34	100
EU	69	4	27	100
Average of the newly accessed countries	47	22	31	

Labour market forecasts say that this tendency will continue.

An important issue is the labour market position of women in Hungary. In Hungary, uniquely in Europe, the unemployment rate of women is lower than that of men – 5,6%, related to 6,1%, while in the EU 9,7% and 8,2%, while in the accessing countries 12,3% and 11,7%, respectively ( in year 2000). But These surface covers the sad facts. More than 47% of the women in active age are inactive – as a choice or as a result of a necessity.

The situation of the Roma minority creates a big problem, too. The unemployment rate of the Roma working age group is 3,5 times higher than that of the non non-Roma working age group, which means that nearly half of the Roma in the working age group are unemployed. What is worth worse in this figures is the tendency – majority of these people are long-term unemployed, with no realistic options to be able to get back to the labour market. It has a very negative effect to on the education of the Roma youth as well (see later).

<b>Regional inequalities Q1 - 2004*</b>				
<b>NUTS 2 level regions</b>	<b>Employment rate</b>	<b>Participation rate</b>	<b>Inactivity rate</b>	<b>Unemployment rate</b>
			%	
Central Hungary	54,2	56,5	43,5	4,0
Central Transdanubia	55,3	58,3	41,7	5,2
Western Transdanubia	54,6	57,4	42,6	4,9
Southern Transdanubia	46,9	51,2	48,8	8,5
Northern Hungary	44,1	49,4	50,6	10,8
Northern Great Plain	44,5	48,3	51,7	7,9
Southern Great Plain	45,7	49,4	50,6	7,4
Country total	49,8	53,2	46,8	6,4

It is easy to see from the data that in Hungary regional inequalities is a very big problem. Central Hungary, first of all because of the effect of the capital, Budapest, and Western Transdanubia, because of the effect of the closeness of the Austrian border, is much ahead of the other regions of the country. There is an other inequality, and this is parallel to mirrors the size of the

settlement. Unemployment rate among inhabitants of the small villages is significantly higher than among inhabitants of the towns.

It is important to see the tendency in the composition of the unemployed. It has changed somewhat in the last four quarters. The total number of registered unemployed increased by 3.3 % with an above average increase in the groups comprising – female (7.2%) and mostly university or college graduates (20.4.) An increasing number of unemployed university or college graduates reflect a growing discrepancy between the demand and supply on the labour market in terms of level and structure of education. The number of young (under 25 age) unemployed decreased in the same period.

**Number of employed persons by highest education qualification and sex (Thousands)**

Highest educational qualification	1992	2000	2001	2002
<b>Male</b>				
Less than 8 grades of primary school	71,3	15,1	16,0	11,9
Primary school	488,7	321,4	313,3	295,5
Apprentice school and specialized secondary	761,6	878,1	903,5	912,3
Secondary school	520,9	561,2	550,4	557,9
College	155,9	163,8	164,9	174,6
University	162,8	166,2	164,6	160,3
<b>Total</b>	<b>2161,2</b>	<b>2.105,8</b>	<b>2113,7</b>	<b>2112,5</b>
<b>Female</b>				
Less than 8 grades of primary school	70,8	11,9	10,3	8,4
Primary school	540,7	323,5	325,6	317,4
Apprentice school and specialized secondary	316,5	367,9	373,8	378,1
Secondary school	671,3	711,5	707,0	706,8
College	174,8	226,1	232,7	242,1
University	90,4	109,5	105,2	105,3
<b>Total</b>	<b>1864,5</b>	<b>1750,4</b>	<b>1754,6</b>	<b>1758,1</b>
<b>TOTAL</b>				
Less than 8 grades of primary school	142,1	27,0	26,3	20,3
Primary school	1029,4	644,9	639,9	612,9
Apprentice school and specialized secondary	1078,1	1246,0	1277,3	1290,4
Secondary school	1192,2	1272,7	1257,4	1264,7
College	330,7	389,9	397,6	416,7
University	253,2	275,7	269,8	265,6
<b>TOTAL MALE+FEMALE</b>	<b>4025,7</b>	<b>3856,2</b>	<b>3868,3</b>	<b>3870,6</b>

---

**Number of unemployed persons by highest educational qualification and sex (Thousands)**

<b>Highest educational qualification</b>	<b>1992</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>
Less than 8 grades of primary school	16,8	4,5	4,1	4,8
Highest educational qualification	1992	2000	2001	2002
Primary school	92,2	47,5	47,9	45,8
Apprentice school and specialized secondary	103,6	73,0	61,5	59,8
Secondary school	42,9	28,5	24,9	23,0
College	6,4	3,4	2,6	2,8
University	4,0	2,0	1,4	1,8
Total	265,9	158,9	142,4	138,0
<b>Female</b>				
Less than 8 grades of primary school	13,4	2,1	2,5	2,4
Primary school	74,0	31,7	28,4	31,1
Apprentice school and specialized secondary	37,8	29,3	25,7	26,2
Secondary school	47,6	36,6	29,5	32,5
College	3,1	3,7	4,4	5,6
University	2,4	1,4	1,2	3,0
Total	178,3	104,8	91,7	100,8
<b>TOTAL</b>				
Less than 8 grades of primary school	30,2	6,6	6,6	7,2
Primary school	166,2	79,2	76,3	76,9
Apprentice school and specialized secondary	141,4	102,3	87,2	86,0
Secondary school	90,5	65,1	54,4	55,5
College	9,5	7,1	7,0	8,4
University	6,4	3,4	2,6	4,8
<b>TOTAL MALE+FEMALE</b>	<b>444,2</b>	<b>263,7</b>	<b>234,1</b>	<b>238,8</b>

### **3. BASIC MACRO ECONOMIC INDICATORS AND TRENDS**

The overall performance of the economy in the first quarter of 2004 was positive. Output has been edging up and the economy is on track to improve its previously deteriorated macro-balances. The most significant on-going change is the switch from growth fuelled by domestic consumer demand to export and investment-driven growth. The period of the spending spree induced by the government is now over and Hungarian policy makers have made credible adjustments towards more economic prudence, thus reducing macroeconomic stability risks.

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In January-February 2004 industrial output was 9.8% up on the first two months of 2003. The accelerating growth of industrial production was due to the dynamism of export sales while domestic sales were lower than one year earlier. A strikingly rapid development was observed in the manufacture of electric machinery and optical equipment, where export volumes rose by 30%. This sub-branch represented around 40% of manufacturing exports in this period. In the first two months of the year, output in the construction sector exceeded the January-February 2003 level by 16.6%. High production activity and slowing employment in manufacturing has been accompanied by remarkable increases in productivity. There is good reason to believe that this, together with the slowing wage inflation, will increase the competitiveness of Hungarian industry, helping to reverse the deteriorating trend of the last 3 years.

The unemployment rate in Hungary was 6.1% on average in the first quarter of 2004, up from 5.5% in Q4-2003, and down from 6.4 % one year earlier. The rise in the unemployment rate in Q1-2004 was due to seasonal patterns, which is natural at the beginning of the year. Although this is still far more favourable than the 8.4% EU average in February, one should not overestimate the importance of this figure, as the ratio of economically active persons in Hungary is significantly lower than in the EU.

Hungary's consolidated state budget deficit was 434.7 billion HUF (1.7 billion Euros) in the first three months of the year. Overall, the Q1 deficit was in line with plans. Tax revenues (VAT, corporate taxes) were higher than planned, but payments into the budget (dividends from state-owned firms) were delayed to Q2. Personal income tax revenues were also below expectations, while government spending exceeded plans. The three-month deficit still amounts to 36.7% of the annual unofficial deficit target, which corresponds to 4.6% of GDP based on the ESA standard. Schemes to curb fiscal deficits have been implemented but notable improvement is expected only in the second half of this year.

On 5 April the Monetary Council of the National Bank of Hungary (MNB) decided to cut the central bank base rate by 25 base points to 12.00%. The council's decision was based on the improved performance of the Hungarian economy and the government's action to rebalance the economy. The cut was an attempt to signal to the markets optimism on future economic prospects. The rate cut had a positive impact on market sentiment: the HUF strengthened and fixed income yields dropped significantly.

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**Table 1: Major indicators**

Population number (thousands) at the end of 2004 February		10 110
Consumer price index (CPI) (same period of previous year = 100.0)	year 2003	104.7%
	March 2004	106.7%
Unemployment rate January-March 2004		6.1%
GDP (same period of previous year=100.0)	year 2003	102.9%
	Q4 2003	103.6%
Population Aged 15–74, Conscripts excluded		

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#### 4. SHORT TERM LABOUR FORECASTS

According to the forecast made by the GKI Economic Research Co. in cooperation with Erste Bank, data from the beginning of the year confirm that exports and investment driven economic growth, which started in autumn last year, continue to accelerate and that equilibrium continues to improve somewhat.

Recently, exceptionally high production activity and slowing employment in manufacturing has been coupled with robust growth in productivity. MNB forecast that the rapid upsurge will continue; therefore, slowing wage inflation and the assumption of a weaker nominal exchange rate are likely to result in a slight increase in cost competitiveness at the forecast horizon.

In parallel with the modest slowdown in wage inflation, the latest Quarterly Inflation Report of the Hungarian National Bank (MNB) expects a slow rise in private sector employment in 2004–2005. Whereas the pace of employment growth in the market services sector is not expected to slacken considerably, the earlier fall in labour demand in manufacturing is expected to stagnate and then be reversed slowly from the end of 2004. This is anticipated to occur simultaneously with a recovery in external business activity and production.

## *II. Continuing Vocational Training as Element of Adult Education in Hungary*

### *1. Requirements of Hungarian market economy toward VET and CVTS*

All the statistical data related to unemployment after the political changes in Hungary show a direct correlation between continuous employment and educational level and content. Consequently, it is evident that market economy highly evaluate values formal educational level including certified vocational knowledge. At least absolved secondary school level certificate

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might ensure steady, secure employment and opportunity for life-long learning. Consequently, there are clear expectations and requirements of society toward formal education and CVTS relevant to age groups to 18 years and to adults (18 years +).

In 1993 a new National Educational Specification was established and determined in the LXXVI 1993 Law about the Vocational Education. It identifies several hundred vocational professions, on a well determined basis. Because of traditions of formal state regulated education, at present society still mostly connects knowledge and usefulness to state regulated and guaranteed certificates as output. Mirroring this tendency, state educational authorities tend to extend their competency to a wider range of different educational forms and types. It is understandable and explainable from the point of a growing need toward quality control in the field of education, and from the point of the need toward possibilities that the knowledge acquired in one educational system and institution has to be accepted and taken into account in another one (modular system). On the other hand, the present state regulated system is quite inflexible and cannot react quickly to the permanent changes of the labour market and local interests and needs.

As in other countries in the developed world, in Hungary too the needs of the economy and society, however, have developed a wide range of multichannel educational systems ranging from the direct state regulated and supervised forms to the forms characterised with a completely free structure and content. These systems develop a wide range of knowledge and skills, using an equally wide variety of methods. There is a need in the society for knowledge which differs from the needs of the economy, but on special fields they overlap. Because formal education, especially state regulated forms are not able to generate labour force with up to date knowledge on all fields of the economy, non-formal education, including those which do not provide state certificates, are becoming more and more important elements of adult education in Hungary.

Market economy values certificates given by the formal education as a tool and as symbols. Labour market pays for knowledge which is able to create value. Many multinational companies first test competencies and skills of the applying person and only afterwards ask for formal certificates. This is the same in the small and micro businesses. A business owner needs a capable employee and not a "paper". In those professions where law does not require a specific certification for the position, employers choose employees based on experience, skills and competencies.

On the other hand, average people, in many cases educational experts as well, see the institutions of the non-formal education a much less important educational form, from the point of view of economy and society as well.



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## 2. *Forms of CVTS and other adult educational institutions*

Forms of CVTS until the late 80-s of the last century in Hungary there were only state owned educational institutions. As a result of shifting to the market economy, education, as other areas of culture and economy have undergone a liberalisation. Private educational firms have been established on different areas of formal and non-formal education, on the fields of adult education as well.

Part of adult educational institutions, including those providing CVT, still belongs to the state or local governments, especially those which provide National Educational Specification. The regional labour force developing and training centres belong to this category. Nine such organisations operate in the country, and their owner is the Ministry of Employment Policy and Labour. Vocational Secondary schools, participating CVT belong to this category, too. Their owners are the county or town governments.

Another group of institutions providing NES are private enterprises but their majority are at least partly financed by state sources.

NGO-s deal with adult education, including CVT as well. Several of them do adult education as one of their activities, besides which providing other services, producing educational and training materials as well.

While officially 266 000 people participate in registered adult education, the real number of participants of LLL process is about 3 times more. From these about 200 000 people participates in driving courses and other 100 000 people on language courses. These two latter are provided 100% by private firms. The majorities of CVT in the company are invisible. Based on a research on 2002, 63% of companies consider important the development of professional knowledge of their employees. To the question of the used methods of this knowledge development there is the following (one company might use more than one method):

Gaining experience on the job	60,7%
Training	73,2%
Formal training	10,3 %
Employment of unemployed and training	10,3%
Employment of persons without vocational certificate and training of them	9,0%
Employment of people with the necessary knowledge and professional background	43,8%
other	5,7%

Many vocational courses do not provide NES, but they react to a market need, related to practising a vocational area or enterprise. Most of them end

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with exam and certificate which is valid in a field, officially guaranteed similarly with the NES courses. These courses are run by for-profit or non-profit institutions. Many companies run inside training programs, training on the job type courses, but it is hard to tell their proportion among CVT-s. Law requires official data reporting about CVT-s from companies and institutions but only if they target outside participants.

53 - 60% of the participants are trained by educational enterprises and their proportion is permanently growing. Central (state) or local government owned organisations train 20-25% of participants, their proportion is decreasing. Proportion of participants trained by NGO-s has been growing permanently; currently it is about 9%.

Non-profit adult educational institutions in many cases focus on special disadvantaged target groups, like Romas, disabled, etc. providing them vocational courses or skills and competency development training programs. The focus of these programs is in most cases to improve the labour market position of the participants, trying to enforce their social inclusion as well. Hence typically NGO-s provide several additional courses which enforce and multiply the results of the vocational training and the CVT –s (career planning, communication skills, job seeking training, language, LCD courses, etc.).

### **3. FUTURE TRENDS IN CVTS AND ADULT EDUCATION**

The effect of the accession of Hungary to the EU highlighted the importance of human resource development and its effect on the social and economic status of the people. Life-long learning, as a criterion of competitiveness of the enterprises, in general has become well accepted among decision makers in the whole country. It is still less accepted among the labour force, since in Hungary the proportion of participants in CVTS is much lower than in the EU countries. Hence in the near future labour market changes will force more and more people to accept LLL and the proportion of participants in it will grow.

The number of National Educational Specifications is relatively high compared to the EU, 812 professions are on the list which is about twice of that in the EU. The modular vocational and CVT system requires the decrease of the NES. The excluded professions will survive based on the market needs, otherwise they will disappear.

While state regulation system is a frame of the adult education including CVTS, after a formation of a steady educational culture, economy will not expect the direct state involvement and guidance. Other institutions will take over this guidance, if they are capable of it.

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Since soon the free labour force movement will follow the enlargement of the EU, a more unified system will replace or complement the national systems. It can be forecast that the number and types of competencies required and evaluated on the labour market will grow very rapidly. A special qualification system to these competencies will be required soon.

This is among the middle term strategic objectives of the Hungarian educational system, however the big question is which institution will be in charge of it. The Hungarian Chamber of Commerce is too weak, so perhaps the National Vocational Educational Institute, which is in charge of the vocational education including CVTS, can develop this system.

For the sake of mobility, Hungary will introduce the EUROPASS system which contains information about knowledge and skills acquired by non-formal learning as well. The National Vocational Educational Institute will be the organization which will be in charge of issuing the Euro pass for Hungarian labour force.

For the VET and CVTS the introduction of the ten indicators suggested by the EU is on its way. Five of these already operate in Hungary. The implementation of the remaining five is a very difficult task.

#### **4. LEGAL BACKGROUND OF ADULT EDUCATION**

The legal background of the Hungarian adult education is well established and EU conform. There are laws and governmental regulations. The most important one is the **2001 year CI Act** about adult education. This Act provides the most important definitions of adult education, names the relevant institutions and enacts the setting up of the governing authorities. This law determines the quality insurance system of adult education and allows for two directions. On one hand, institutions dealing with adult education might be accredited based on very strict rules as institutions. On the other hand, every educational organization can accredit any individual educational program as well. The two things are independent from each other. The CI Act regulates the different forms of the financial support of adult education as well. Based on the Act, financial support by the government toward adult educational institutions is based on the existence of accreditation. This law specifies state sources of the financial support as well. The reason that makes this CI Act so fundamental to adult education is that this is the first time when clear and well-determined quality requirements toward the institutions and the way of controlling them are provided. Besides, the Act regulates the institutional background of monitoring and controlling as well. The main message of the CI Act is that adult education and human resource development is a key element of the success of the economy, and Life Long Learning (LLL) is the right

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and opportunity of every citizen in Hungary. To be able to implement it, the government has clear responsibilities. The quality requirements ensure that participants in the adult education can expect high quality service for their own money and the state can expect the same for the financial support it provides from the budget.

The 2001 Year LI Act regulates the so-called Vocational Contribution of the companies operating in Hungary and the development of the educational system. The Vocational Contribution is 1,5% of the total wages paid by the companies. The Act determines the utilization of this source. Part of it directly goes to the Vocational Fund, one third can be spent directly on internal education in the firm or paid to the Vocational Fund, and the companies can sign contracts directly with vocational educational institutions as well. Based on this contract, company may expect the institution to train the proper work force to it. This way the Act ensures that employers directly finance part of the vocational education in general, and they are encouraged to finance specific vocational training programs including CVT as well.

1993 year LXXVI Act regulates the vocational education. This Act ensures the opportunity of every citizen to be able to acquire the first vocational certificate to be able to participate in the labour market with a proper qualification. This Act specifies the National Educational Specification and its content as well.

Most related regulations determine the roles of accreditation, the normative financial support of adult education, and other elements of the above given Acts. Other Acts determine the regulation of registration of adult educational institutions and adult educational programs.

CVTS exclusively relates no specific legal regulations.

## **5. INSTITUTIONS REGULATING ADULT EDUCATION, AREAS OF REGULATION, THE ROLES OF SOCIAL PARTNERS**

The 2001 year CI Act specified the establishment of the National Adult Educational Committee, as a national organization next to the Ministry of Employment Policy and Labour. It assists the Minister in performing his or her duties related to adult education. NAEC is a body which participates in the preparatory work of decision making, works out suggestions and provides opinion in related topics. NAEC provides opinion about the

- development of strategy related to adult education,
- principles of subsidizing adult education
- legislation related to adult education
- roles process and professional requirements of the accreditation.

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Based on collected experiences NAEC evaluates the effect of the adult education activities on the employment in general. NAEC has to provide specific interest toward employment opportunities of different disadvantaged groups.

NAEC has 21 members, and they get their position based on the invitation of the Minister of the Min. of Employment Policy. NAEC members are the following

they are selected from the representatives of the Min. of Agriculture, Ministry of Economy, Ministry of Informatics and Telecommunication, Ministry of National Cultural Heritage, Ministry of Education, Ministry of Finances, Ministry of the Equal Opportunities.

- there is a representative of the civil sector
- there are two well known experts of adult education
- three representatives of national employees organizations
- three representatives of national employer's organizations.
- one representative of the Chamber of Commerce
- one representative of the self-interest organizations of the adult educational institutions
- one well known expert from formal secondary level education
- one well known expert from formal high level education.

This system ensures that in the strategy making process different expertise, opinions and different interests are represented.

Based on the 2001 year CI Act the Minister of the Min. of Employment Policy and Labour sets up a new organization called National Adult Educational Institute. NAEI has the following tasks:

- professional, methodological development of adult educational activity
- performing the development of adult education
- performing and continuously developing the professional documentation related to adult education
- harmonizing different research and professional services on adult education existing in Hungary
- enforcement of the professional ties and relations between adult education, public education, formal education
- development of the cooperation with international adult educational organizations and the organizations of the EU.

NAEI is in charge of the organizational tasks of the project application opportunities for using the adult educational portion of the Labour Market Fund.

It is evident from their representation in the National Adult Educational Committee as the highest body in decision-making, that social partners have an

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active role in determining strategies and directions of adult education. On lower levels they are active in the vocational education as well. The National Interest Conciliatory Committee has a Vocational Educational Committee. So in principle the tripartite system works on different levels. Since all the participants in the adult education see the determining role of the state, they give away major responsibility to the state as well and do not intend to share it. It means that the Chamber of Commerce is too weak and other self-interest organizations of employers have even less expertise to actively participate. If there are important meetings they send teachers or retired teachers as replacements of themselves to represent them. They are insecure about determining new directions and see the old structure as at least something which more or less works. They are represented in qualification committees as well, with little effect.

## 6. FINANCING OF CVTS

CVTS has no specific ways of financing; it is financed the same way as the whole adult educational system.

Financing the adult education is a key issue in extending the LLL, improving the quality and increasing participants. It would be very important to improve the human and infrastructural background of adult education. Based on the fact that adult education is in the interest of the whole society, state responsibilities in this field are natural.

The 2001 year CI Act regulates the framework of the financing of adult education, while other roles are specified by other Acts. The already mentioned 2001 year LI Act regulates the participation of companies in financing vocational education and the 1991 year IV Act regulates the supporting of widening employment and the provisioning of the unemployed.

Types of the supporting system

- a) State financed system, which relate to the formal and non-formal adult education
- b) Employers financed system which has two directions
  - employers finance the education of their own employees
  - paying the 1,5% of the wages to the Vocational Educational Fund they indirectly – via state distribution – finance other parts of adult education, together with formal vocational education
- c) Self-contribution – totally or partly – of adult education participants.

Targets of the state supported adult education are:

- a) Adults participating in the system as a citizen – there is a normative financing for them, via the institutions

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- b) Specifically disadvantaged groups – unemployed, disabled, those who are endangered by unemployment and inactive people - that are unable to finance their own participation in adult education. State support goes mostly to the institutions providing VET and CVT to these target groups. These are for example the Labour Market Educational Centres, and the for-profit and non-profit organizations supported under contract with Employment Offices which first of all finance courses included in the National Educational Specification
  - c) NGO-s, participating in adult education, based on specific winning projects that are supported from EU (for example Phare) and Hungarian state sources. These NGO-s in most cases focus on one of the disadvantaged groups, or recently labour market reintegration of inactive women.

The barrier to the wider involvement of employed, self-employed people and the entrepreneurs into the adult education is their lack of free time, and the costs of these courses. Our experiences related to education of entrepreneurs and self-employed show that even to charge them one tenth of the real costs results in very little interest toward the course. On the other hand, free courses provided by NGO-s attract wide interest but decrease the reputation of the training. A direct correlation exists between the educational level of the adult education participant and his or her willingness to cover the costs. Large companies are willing to cover the high costs of courses, conferences for their management, partly because the PR and networking opportunities of these events is an extra benefit.

A realistic solution to increase the participation of the employed part of the labour market in LLL is to divide the costs between the state and the participants. A new personal income tax benefit was introduced in 2003 for those who participate in adult education. 30% of the fee of adult education – maximum 60.000 HUF (about 220 Euro) – spent in the tax year can be subtracted from the total personal income tax of the participant of adult education, or if her or his personal income tax is less, it can be used by a direct family member as well.

As it was shown above, main decisions about the allocation of state funding, monitoring and evaluation is lead by the National Adult Educational Committee.

Accession of Hungary to the European Union has resulted in new financial sources to adult education. Hungary has prepared a National Development Plan which sets the framework for the utilization of Structural Funds assistance. NDP has identified the objectives and priorities to be supported from Structural Funds in the period 2004-2006. The strategy is implemented through operational programmes setting out the strategy of given sector iden-

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tifying the development priorities and measures to be taken. Out of the developed five operational programmes Human Resources Development Programme (HRD OP) which will use the highest share of the Structural Funds support. HRD OP includes interventions in the areas of employment, education and training within the framework of the European Employment Strategy and Joint Assessment of Employment Policy. One of the objectives of the HRD OP is to raise the level of employment to sustain economic growth. This can be achieved by improving the employability of the labour force, helping unemployed and the inactive, particularly women to return to the labour market. The improvement of the competitiveness of workforce can be achieved by increasing vocational knowledge and skills, while adaptability can be improved by ensuring opportunity for life-long learning. The links between education and the economy need to be made stronger and opportunities provided for all to obtain competitive knowledge and skills.

The four priorities of the Programme are the following:

- Promotion of active labour market policies
- Fight against social exclusion by entry to the labour market
- Promoting life long learning policies
- Improving the infrastructure of education, social services and health care system.

It is clear from the above written that never before CVTS had such wide opportunities in Hungary, including having access to financial resources, if the actors of the sector are able to utilize this chance. The most important criteria for them to get the funding is the ability to set up cooperating consortia among involved institutions, and to have clear vision and understanding about how to achieve the specific objectives of the HRD OP.



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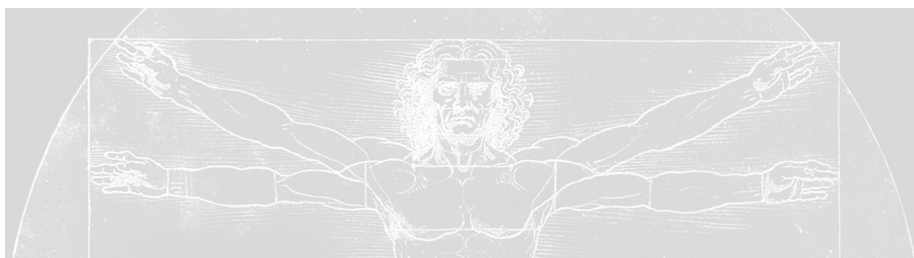




# *NATIONAL REPORT*

*English version*

## *CZECH REPUBLIC*



*Analysis of the National situation in the vocational and continuing  
vocational education in the Czech Republic*

Miroslav Kostka - Vojtěch Šrámek - Dušan Martinek

May 2004



## Volume 2 - DOCUMENTATION

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## 1. GENERAL INFORMATION ABOUT THE COUNTRY - CZECH REPUBLIC

### *Relative size of the school population*

Number of children and the potential student's population belong to the key factors of forming demand for education, for modelling financial demands of education and future human resources needs. Relative size of school age population is in a certain level depending on the demographic evolution of population. Due to the fact that number of born children is decreasing since 1990, the population years for nursery/infant schools (3 – 5 years) are weakening as well as for primary schools (6 – 14 years). From 2004 further on would this development affect also the typical secondary school population (15-18 years).

The cohort corresponding with pre-school education creates in the country average 2, 6 % of population. Cohorts corresponding with typical age population of primary school create one tens of inhabitants (10, 6%). Number of children aged 15-18 years, e.g. typical secondary school age population, amounts 5,2 % and population aged 19-21 years (corresponding with typical age for education at higher vocational schools) creates 4,2 % of population.

From the regional perspective we can generally say, that in economically strong regions is the population 3-21 years represented less than in regions which are economically weaker. This reality is influenced by several factors – for example the decision of parents to have just one child not to worsen relatively good economical situation of the family. Other reason could be also the postponing maternity by women due to the career building which is in conformity with today's trends when maternity is moved even over the age of 30. Migration of active population towards work into economically strong regions is also one of the reasons, which results into relatively lower share of young people less than 21 years in these regions.

### *Share of school-leavers: basic schools, secondary schools and higher vocational schools in the national-wide scale*

This indicator shows the share of people that complete given degree of education, eventually type and kind of school, in respective age population. It is clear that with increasing value of indicator also increases the share of people with respective qualification.

In average 93,9 % of the population form leaves the basic school after the 9. class. But older school-leavers are included in this number that had to repeat the 9. class and those who started basic school one year later; in the total number we would not find school-leavers of special basic schools, schools

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for mentally handicapped children and remedial schools. In total numbers (in thousands) it has been in 2002 for maternity/nursery schools 278,9; for basic schools 994,1; for secondary schools 551,5 (G - 142,1, SOŠ - 213,4, SOU - 196,0); for higher vocational schools - 27,6 and universities/colleges - 248,8.

Share of secondary schools-leavers amounts 82,3 % as regards the respective population of 19 year old persons, but there are huge differences between the individual types of schools. At schools with school leaving exam (GCE examination) successfully graduate ca 1,5 times more students than at school without this certificate. This is mainly influenced by the higher number of grammar school graduates; school-leavers from secondary vocational schools are in fact equal to the school-leavers of SOU's.

From the labour market point of view are the graduates with GCE exam more successful and they have moreover the opportunity to enter the tertiary education. The interest in schools with school leaving exam (GCE examination) is at present time rising and we can expect the same trend also for the future. Secondary school school-leavers we can divide into 6 sub-groups: grammar school graduates, conservatoires, secondary vocational school subjects, secondary vocational schools subjects with final examination, study and vocational subjects at SOUs.

Due to the fact that sphere of education did not carry out any fundamental reform of vocational education since 1989, principles of which has been designed already 8 years ago in Phare Programme, due to the fact that hot-headed liberalization of the School Act did give the conditions for start-up of uncontrolled number of educational subjects of study together with state and private schools and due to the fact that until last years the representatives of this area did not get into consideration natural demands of the labour market a high rate of graduates' unemployment – especially of secondary school leavers – but also of vocational schools, although there is a great demand for some qualifications on the labour market even if the unemployment rate is high. First wave of school-leavers unemployment caused by this reason came already at the beginning of nineties. Even though the increased unemployment rate of young people is a general feature also in the developed market economies we have to say that arrival of this phenomenon in the Czech Republic has been very striking, especially due to two reasons; firstly – graduates, especially secondary school ones are not being prepared for the entrance on the labour market. They miss some of the key competences as for example computer literacy, basics from marketing, communication skills, practical knowledge and use of foreign languages, how to present oneself on the labour market, etc. The Labour Code includes provisions protecting graduates, these provisions were paradoxically counter-productive – employers prefer not to employ fresh graduates. Schools are starting in last years to solve this problem and much better situation exists at the higher vocational schools, which pay appropriate attention to the practical preparation of their students. Second



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serious reason of graduates' unemployment is non-respecting labour market requirements, when hot-headed start of schools and other study subjects vomited school-leavers qualification of whose were not demanded on the labour market. The number of secondary schools competed directly in getting children after the basic school (in some districts 2 – 3 places existed per one pupil leaving basic school). Way of financing causes up today excessive requirement on the state budget and great number of seats at the secondary schools caused decrease in the secondary education quality. This mistake in legislation is hard to rectify and takes a lot of time to do so. School-leavers unemployment caused by the second mentioned reason is in fact structural unemployment which has long-term impacts and solution of which is very costly. Employment services for these graduates – job seekers started to implement long-term re-qualifying courses, where these people got key competences that increase their chance on the labour market; for example grammar school graduates that do not continue at the university/college are in fact unemployable.

## **2. INITIAL SITUATION IN THE CZECH REPUBLIC**

Current state of continuing vocational training in the Czech Republic could be characterised by basic data on adult education and training in educational facilities leading to certain degree of education, further about employees' education and about re-qualifying education of job seekers.

Adult studies in schools is in our conditions carried out especially in vocational secondary and higher schools and at universities and colleges, while in primary schools and in Gymnasiums/grammar schools it is exceptional. Three features are typical at least for these studies. Firstly, curricula here are used that are derived from the initial education of young people. This helps on one side to reach certain certificated degree of education; on the other side this does not take enough into consideration other professional and life experiences of students. Secondly, long, several years lasting programmes are prevailing in these studies. These programmes usually meet the educational standards requirements, but on the other side they do not easily react on the development of educational needs. Thirdly, it is characteristic for adult studies at schools that mostly public school provide this education. Here is the main actor the state, competences of which are decisive. These studies are from great part also financed by the state (in case of vocational secondary and higher schools together with Regional offices). Whereas 40 years ago the number of adult students in vocational secondary schools of all types was ca 22 % from the total number of students educated at these schools, today it is only 6 % (absolutely round 30 000 persons) and in last years this situation does not change. At colleges and universities is this share higher reaching ca 16 % (40 years ago it was 37 %) and it increases very slowly.

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Employee education has radically changed after 1989. At present time short-time education programmes, provided by different subjects, prevail: own educational units of the companies, vocational schools, and educational companies. Main actors of continuing vocational employees' education are employers, because they decide upon its scope, content, providers and financing. At present time ca 40 % of employees participate in continuing vocational training (ca 2 mil. persons) and this share is stagnating. This share is in different sectors and companies of different size very differentiated and it fluctuates in a very wide scale. Continuing professional employees' training could be by its size and by the closest relation to performed work taken as decisive part of continuing vocational training as a whole.

Re-qualifying education of job seekers exists in the Czech Republic in fact since 1991 and it is one of the active employment policy measures. This is organised by the Labour offices in co-operation with other organisations (above all various providers of continuing vocational training and employers). Several weeks up to several months' educational programmes are prevailing. These are financed mostly by the state. Participants' numbers of re-qualifying education are ca 7 % from the total amount of job seekers.

### **3. EDUCATIONAL SYSTEM IN THE CZECH REPUBLIC ON THE SECONDARY VOCATIONAL EDUCATION LEVEL**

#### ***Introduction***

Secondary educational system is a structured but internally co-ordinated system that ensures education and practical vocational for almost the whole population of young people after leaving their compulsory basic school classes and before entering job or university/college. Secondary schools are attended by pupils usually between 15 – 19 years. Starting age is given by the completion of compulsory school education in the basic school. In the school year 2002/03 has been the attendance of the age group 15 – 18 years 90, 5%.

Secondary schools could be divided in following way: grammar schools/gymnasias, secondary vocational schools and secondary vocational facilities (SOU); special secondary schools are established for disabled pupils and pupils with learning problems (these could be above mentioned schools, but also vocational facilities, practical schools, etc.)

Gymnasium/grammar school is secondary school of general education, named in conformity with secondary school tradition. Studies at gymnasium are completed by the school-leaving exam (GCE examination) which being successful means reaching of complete secondary education (ISCED 3A).

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Secondary vocational school in four-years study classes is also completed by the school-leaving exam and students reach complete secondary vocational education (ISCED 3A). A small part is three-years study classes providing secondary vocational education (ISCED 3C). Special type of secondary vocational schools is conservatoire/academy of music (musical, dancing, etc.) completed by leaving certificate providing complete secondary vocational education (ISCED 3A) or higher vocational education (ISCED 5B).

SOU provides vocational training for qualified jobs that is completed by final examination. Students get mainly during three-years or in two-years education secondary vocational education (ISCED 3C); but we can find also four-years study classes SOU completed by the school-leaving exam – means complete secondary vocational education (ISCED 3A).

After reaching secondary vocational education it is possible to continue in further studies in two-year extension lectures by which it is possible to get complete secondary vocational education. (ISCED 3A).

### *Changes after 1989*

Development of secondary education structure presents one of the most important changes which occurred in the Czech school system after 1989. Ratio of student attending schools with GCE examination (opening way to university or higher vocational education) and schools without this GCE, which was 40:60 before 1989 has already in 1997 reversed and stabilised ca on ration 60:40 in favour of GCE schools.

Another new element which appeared after the changes of political situation after 1989 is the establishment of private and church secondary schools; with the start of regions the establishment competences has been transferred from the central state administration bodies (Ministry of Education and Ministry of Agriculture) towards newly established self-government units – regions.

### *Organisation of education*

Education in the secondary school is organised as daily classes or evening courses or distant courses. This one has the same content as the daily classes but usually is one year longer; daily studies and distant courses are evaluated as equivalent.

Organisation of the classes is analogical in all kinds of secondary schools: one lesson of theory has 45', one lesson of vocational practice or vocational training lasts 60'.

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Prerequisite for becoming a student at the secondary school is to complete compulsory basic education (with the exception of studies at longer than four-year grammar schools and at conservatoire) and to fulfil conditions of entrance procedure (entrance examination could be part of it); even in case of non-acceptance it is possible to appeal against this decision of the school headmaster to the respective regional office's department which is responsible for state administration enforcement in the educational system. Legislation allows that the students can change study classes or to change the type of secondary school. Decision upon that is in the competence of the headmaster.

Studies are finished in compliance with applicable legal regulation and according to the type of school give opportunity to continue in further studies.

### ***Content of education***

Ministry of Education has responsibility for creation of fundamental pedagogical documents (educational plans for individual class years, or for the whole 4-year cycle and syllabus for the subjects) for public/state secondary schools; in case of private schools there is an obligation to get their educational documents approved by the Ministry of Education.

Ministry delegates responsibility to create teaching documents to respective bodies and approves final documents. Majority of them is prepared by research institutes (VÚP a NÚOV), and they are discussed by representatives of commission which comprises of university experts, science institutes experts, practice.

At present time two main documents apply approved by the Ministry of Education complementing educational documents for grammar schools and secondary vocational schools (Educational Standard at four-year grammar schools and Secondary Vocational Education Standard). Secondary schools Headmasters have thanks to this document possibility to adapt content of education (number of lessons in the educational plan as well as syllabus of individual subjects) according to the concrete requirements of potential employers and practice.

### ***Individual types of secondary schools***

#### *Gymnasium/grammar school*

Study aim at the grammar school is to prepare pupils above all for studies at university (or they can further prepare themselves at higher vocational school) or for professions requiring wider cultural basis.

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Grammar schools provide in frame of general education 12 programmes (art subjects, natural sciences, mathematics, languages, sport etc.); bi-lingual grammar schools (Czech-English, Czech-German, Czech-French, Czech-Italian, where part of the subject is taught in foreign language and also part of the GCE exam is in foreign language). Programmes are implemented through selective subject in the educational plan; but general orientation prevails.

Grammar schools organise (often in frame of one concrete school) four-year studies for student older than 15 years (after compulsory education of 9 years), six-years studies for 13-years old student that completed 7. class of basic school or eight-year studies for 11-years old student after they have successfully finished 5. class of basic school.

(There are in total 360 grammar schools, 60-80 of which are private and ca 20 church ones; remaining schools are established by the regions, average size of the school is round 300 pupils).

### *Secondary vocational schools*

Schools of this type were established on the Czech territory already in 19. century – a lot of them are having a long tradition. Secondary vocational education they provide was taken as final as assumed direct entrance into job on the secondary qualification level. Education has been oriented on development of abilities to use acquired technical knowledge and skills in practice. Step-by-step the share of general education was increased and theoretical basis of the vocational subjects has been deepened.

Secondary vocational school did have very narrow specialisation flowing out of their historical development; some of them kept it and serve to large regions (5 secondary schools for forestry in the Czech Republic) or they accept pupils from the whole country (the only secondary school for fishery in the Czech Republic). Large majority of schools provides more kinds of education as regards levels and programmes.

Secondary vocational schools provide education in programmes that are mostly 4-years long and finalised by school leaving examination providing complete secondary vocational education. Students are accepted do 1. class that completed compulsory education (15-years old pupils). Small percentage of programmes has shorter studies (2, 3 years), without the school leaving examination providing just secondary vocational education.

Specific type of secondary schools is conservatoires – musical, dramatic, dance. These are six or eight years long (pupils being 13 years old respectively 11 years old), they are finished by school leaving examination and/or certificate and they provide complete secondary vocational education, respectively higher vocational education. Conservatoires ensure in lower classes compulsory education.

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(Secondary vocational school in 2002/03: total 813, out of it 595 public schools, private school 202 and church school 16. Average number of pupils is 244).

### *Secondary vocational facilities (SOU)*

These vocational educational facilities are following from the historical point of view various forms of solely practical education of apprentices with a limited amount of general education. These have been later on replaced by apprentice's schools statute of which did not fulfil criteria of select schools (grammar schools and secondary vocational schools). After World War II has the statute of these schools increased and they equally placed into other secondary schools. They were established by companies and their superior bodies, after 1990 Ministry of Education and since 2001 regions.

SOU educates pupils for vocational activities in respective vocational subjects. Pupils are coming into the first class years after completing compulsory basic education (15-years old). Two-years or much often three-year vocational education provides secondary vocational education; it is finished by final examination, which does not allow entrance to tertiary education. Except of that can SOU educate pupils in "vocational subject for some more demanding workers' jobs and some administrative activities related to production", that are four-years long and finished by the school leaving examination.

SOU organise also further education (daily or distant form), that allows to skilled school leavers with secondary vocational education to get complete secondary vocation education and opens possibility for them to enter higher (tertiary) level of education. About 90% of pupils at further education are being prepared in SOU, remaining 10% in SOU.

Organisation of lessons is mainly in ensuring theoretical and practical teaching by one facility; less frequent are facilities ensuring just theoretical part and centres of practical lessons (usually at companies) dealing only with practical lessons (professional practice).

SOU could be public (established by the regions), these are attended by ca 90% of pupils, private (10% pupils) and church (negligible number). Average size of the school is 324 students of daily studies per school.

## **4. LEGAL REGULATIONS**

*a) List of legal provisions valid in the Section of Education, Youth and Sports related with secondary vocational education*

Act no. 29/1984 Coll., on the system of basic schools, secondary schools and

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higher vocational schools (School's Act), in Acts' version no. 188/1988 Coll., no. 171/1990 Coll., no. 522/1990 Coll., no. 134/1993 Coll., no. 190/1993 Coll., no. 331/1993 Coll., Constitutional Court findings published under no. 49/1994 Coll., Acts no. 256/1994 Coll., no. 138/1995 Coll. (complete version published under no. 258/1996 Coll.), no. 306/1999 Coll., no. 19/2000 Coll., no. 132/2000 Coll. and no. 284/2002 Coll.

School's Act constitutes the complete Czech educational system (with the exception of college/university education), important part of which is created by the secondary vocational education and it entitles state administration bodies to define details by respective decrees.

Czech National Council (CNC) Act no. 564/1990 Coll., on state administration and self-government in education system, in Acts no. 190/1993 Coll., no. 256/1994 Coll., no. 139/1995 Coll., no. 132/2000 Coll., no. 258/2000 Coll., no. 3/2002 Coll. and no. 284/2002 Coll.

This Act regulates competences and obligations of individual management degrees in the state administration and self-government in educational system, principles for accreditation of basic schools, secondary schools and higher vocational schools including pre-school and school facilities and for the Czech School Inspectorate activities.

CNC Act no. 76/1978 Coll., on educational facilities, in Acts' version no. 31/1984 Coll., no. 390/1991 Coll., no. 190/1993 Coll., no. 138/1995 Coll., no. 19/2000 Coll., no. 132/2000 Coll. and no. 284/2002 Coll.

This Act defines which purpose facilities can be established on different management level in educational system and for after-school activities of children and youth. Except children homes and school canteens implements conditions for school farming activities of secondary vocational schools (farms, forests, fishery, horticulture) and conditions for practical education of pupils and free-time vocational activities.

Act no. 306/1999 Coll., on providing subsidies to private schools, pre-school and school facilities, in Acts' version no. 132/2000 Coll., no. 255/2001 Coll., no. 16/2002 Coll. and no. 284/2002 Coll.

This Act regulates conditions, fulfilment of which is necessary for providing subsidies from the state budget to private school or private pre-school of school facility for investing non-investment expenditures related to educational activity.

*b) List of legal provisions in Section of Education, Youth and Sports and in Section of Labour and Social Affairs related with continuing vocational education area*

Act no. 65/1965 Coll., Labour Code, in its current amended version.

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Act no. 2/1991 Coll., on collective bargaining, in its current amended version.

Act no. 1/1991 Coll., on employment, in its current amended version.

Act no. 111/1998 Coll., on universities and on amendments and supplements of other Acts.

Act no. 586/1992 Coll., on income tax, in its current amended version.

## **5. IN WHICH INSTITUTIONS AND HOW ARE THE FORMAL REGULATIONS IMPLEMENTED – ROLE OF INDIVIDUAL ACTORS**

### ***State administration in the educational system is exercised by***

- Headmaster of the school, headmaster of the pre-school or school facility;
- Municipal offices with extended sphere of effect;
- Regional offices;
- Czech School Inspectorate;
- Ministry of Education, Youth and Sports (MŠMT),
- Other central state administration bodies, if special law determines (Ministry of Interior, Ministry of Justice and Ministry of Defence).

### ***Self-government the educational system is exercised by***

- Municipality;
- Region;
- School Councils, if established.

### ***State administration in the regional vocational education***

State administration has been in the school system in 2002 performed by Ministry of Education (MŠMT), by other bodies of state administration, School departments at Regional offices, School departments at District offices, municipal offices, headmasters of schools and Czech School Inspectorate. On 31.12.2002 District offices has been cancelled and their state administration effect has been transferred to Regional offices and Municipal offices with extended sphere of effect.

### ***Ministry of Education, Youth and Sports***

Managing state administration body in the school system remains the Ministry of Education, MŠMT, that manages state administration performance in educational system and at the same time creates condition for implementation of educational aims, manages pre-school facilities, schools and school facilities in education. Ministry prepares and publishes once in four years long-term design of educational system, which is then presented to the Government. At



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the same time it manages and co-ordinates creation of long-term educational projects and development of educational scheme on the regional level, these long-term projects are discussed every two years. It covers also science development policy, research and development at universities and colleges, international co-operation in these areas. Integral part of activities of the Ministry is the issue of children, youth and sports. Ministry is in the sphere of administrative functions given the power by the law to set for example kinds and requirements of reports and other blank forms including their evidence. It files network of all schools, school facilities and pre-school facilities of all founders, etc. Ministry defines rules for financing of this sector. It specifies and allocates in the whole extent means from the state budget for pre-school facilities, schools and school facilities established by the Ministry and registered by churches or religious societies. It allocates financial mean to schools, pre-school and school facilities established by other constituents and controls use of this financial means.

### ***Regional Offices***

Regional offices are totally new element in the sphere of state administration in the educational system since 2001, resp. region in the transferred effect. Head of regional office department responsible for performing state administration in the educational system on the regional level is appointed and recalled by Regional Council with the agreement of the Ministry.

In the administrative sphere regional office includes pre-school and school facilities established by municipalities and centres of practical teaching into the network of schools, pre-school and school facilities. Regional office takes over measures based on the findings and results of Czech School Inspectorate, decides on validation of reports issued by foreign schools, decides about the pupil's obligation to attend school, about exemptions from obligatory school attendance, etc.

The region in the transferred operation allocates financial means for wages and other wage compensations, etc. to schools and pre-school and school facilities established by the region or municipalities, further on financial means for teaching aid, textbooks etc. if these are provided to pupils free of charge. Regional office furthermore ensures school, pre-school and school facilities established by the churches or religious societies from the financial point of view and makes financial settlement. It allocates financial subsidy to private schools, pre-school and school facilities under conditions and in volume determined by the Ministry. In school and pre-school and school facilities that it establishes and that are not legal entity it plays the employer's role.

### ***Municipal offices with extended sphere of effect***

Municipal offices with extended sphere of effect have in fact function of inter-link between individual schools in the respective area and School depart-

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ment of respective regional office in the financial area and in the sphere of collecting data. Municipal office with extended sphere of effect would work out and present to the regional office economical analysis, prepare background information for clearing financial means of the state budget, ensure background information for accountancy balancing and accountancy and financial evidence and collect and work out data from documentation and evidence for schools and school facilities established in their sphere of operation.

### ***Headmasters of educational institutions***

Headmasters create the lowest link of the state administration in the school system. Headmaster is in the study sphere responsible for realization of study plans and programmes and for the level of education. At the same time they are responsible for effectiveness in using financial resources. They create conditions for establishment and functioning of the School Council, being this established, and for work of the Czech School Inspectorate. As headmaster of an institution which is legal entity they are entitled to act as chief of the organisation in the sphere of managing financial means and in the sphere of industrial relations, they are responsible for working out and publication annual report of school or school facility.

### ***Czech School Inspectorate***

Czech School Inspectorate is a state administration sectoral body with the task to control, monitor and evaluate the course and results of the educational process, material and personal conditions, to check grievances regarding activities of schools and its headmasters. In school of all constitutes this inspectorate controls effectiveness of costs and state financial means and observation of legislative provisions. Czech School Inspectorate is managed by Central School Inspector who is appointed by the Minister of Education. Czech School Inspectorate executes inspection through 15 inspectorates that are led by the Chief School Inspectors. Each inspection results into inspection survey.

## **6. HOW IS THE SYSTEM FINANCED AND WHO CONTROLS AND MANAGES THE COSTS**

All investments - and education is not different – brings together not only need of financial means but also human resourced need. It is therefore necessary to map the amount of financial means that are given to the educational process. In optimal case these are all financial resources – public resources (all expenditures of public budgets), private resources (expenditures of pupils, educational institutions, sponsors,). Unfortunately not all these data are available at the moment (in last years data were available on expenditures into edu-

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cational system from the budget chapters 333- MŠMT and 700-municipalities, DSO and Regional offices; in 2001 and 2002 also from the chapter 380-District offices, but there is no information and data available on for example expenditures from other public and private resources). Some events connected with the educational system financing:

In 2001 Czech Republic implemented public administration reform due to which the financial flows in the educational system has changed. Double transition occurred, firstly schools and school facilities constituted by School Departments to the District Offices and than transfer of almost all public schools school facilities to the regions. This occurred in all of the regions (with the exception of Prague) in three steps (all schools in Prague has been de-limited to the capitol Prague 1.1.2001). Financing of school has been transferred firstly to the District Offices and than to the regions – partly to their transferred activity, partly to their independent field of activities. Ministry of Education kept establishing role at 72 schools and school facilities, especially at special schools, educational and diagnostics facilities. Together with these changes also changes has been made in the way allocation of financial resources being made through budget measures a transfers from the Ministry of Education (MŠMT). In October 2001 the transfer of agriculture vocational education has been completed from the Ministry of Agriculture to the regions.

In 2002 the II.phase of public administration reform is running, which has been completed by cancellation of Education Departments on 31.12.2002 and by moving their competences to transferred effect of regions and municipalities with extended effect.

As regards financing resources, situation in 2001 and 2002 differed very much from the previous years. Part of expenditures that were previously coming from the Ministry of Education budget moved for transition period (since the beginning of 2001 till the cancellation of School Departments 31.12.2002) into expenditures of budget chapter 380-District offices and chapter 398-General cash administration, then all the operational expenditures of schools and school facilities established by the regions has been transferred to the regional budgets.

Financing of public universities in 2002 has been realised especially through subsidies from the state budget based on the Ministry of Education decision and concluded subsidy agreements and annexes.

Financing of continuing vocational education is different in its three main parts. Studies in schools that should lead to reaching certain degree of education are financed mainly by the state through the Ministry of Education budg-

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et. Data about expenditures on this kind of continuing vocational education are not available but we can estimate that they reach 2 – 3 % of public expenditures on secondary schools, higher schools and universities. Sources of financing continuing vocational education of employees are on the other hand mainly private, as this training/education is mostly paid by the employers. Their expenditures on continuing vocational training of employees reach ca 1,1 % of total labour costs. We can estimate that in absolute numbers it is ca 11 bill. CZK per year. Re-qualifying education of job seekers is mainly financed by the state through the Ministry of Labour and Social Affairs budget. Expenditures on this type of education reach ca 350 mil.CZK a year. Typical characteristic continuing vocational training financing in the Czech Republic is the non-existence of financial (and also non-financial) incentives for employers as well as for employees.

If we compare continuing vocational training financing in the Czech Republic and in the European Union we can see, that this education is in our country as well as in the EU countries financed from 3 main sources: by the employers, by the state and by individuals. Difficult estimates show us that proportion of these 3 sources in the EU is as follows -72 : 18 : 10; whereas in the Czech Republic 88 : 11 : 1. Expenditures for re-qualifying education of job seekers in the EU countries vary from 0, 10 % GNP to 1, and 07 %; in the Czech Republic is this share 0, 01. As regards continuing vocational training financing mechanisms, the main difference between the EU and the Czech Republic is a weak participation of social partners in allocating financial resources for continuing vocational education. The allocation of state financial resources by the state bodies and allocation of private sources by private subjects in the Czech Republic is dominant. Role of regions and municipalities in financing mechanisms is in the Czech Republic also weak.

Remarkable difference we can see in using several kinds of financial stimulus or the measures framed by legal norms focused on the development of continuing vocational training in the EU countries and non-existence of such analogical measures in our country. These are for example obligatory employers' and employees' payments for continuing vocational education, tax relieves for employers, employees and individuals, different forms of financial state contributions for participants of continuing vocational training, etc. Introduction of at least some of these incentives has been already proposed earlier, but incentives have not been introduced yet.

We can see in the Czech Republic continuing decrease in employment compared with 1997 and unemployment rate is in majority of candidate countries higher than in EU-15. Size of long-term unemployment represents especially striking problem in the Czech Republic, this unemployment is an expression of structural changes and lack of flexibility of the labour market.

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Increase of the expenditures is a necessary condition, not the sufficient one for the increase of production effectiveness. Emphasis should be put on the effectiveness increase of its exploiting via improved co-operation and co-ordination between the public sector and private sector in the scientific and technological and structural re-organising of educational systems especially emphasising their extension on the whole professional career through lifelong learning.

## 7. FINANCING AND QUALITY

Financing of continuing vocational education/training is in the Czech Republic characterised by symptomatic non-existence of encouragement for higher expenditures into this sphere of education.

Today's legislation on income taxation of legal entity allows to include into tax deductible costs also costs on social and working conditions on among others education and re-qualifying of employees, that is provided by other subjects. This regulation could be extended in the sense that for the future tax deductible would be not just expenditures into education and re-qualifying provided by other subjects, but any subjects. According to the statistical research on continuing vocational training and education of employees there is round one half of companies in the Czech Republic that ensure their training courses by its own. Today's legal regulation allows in case of income tax of physical person to use deductible item (amounting 11 400 CZK) from the tax base for a period in which the taxpayer prepares him/herself for his/her future profession by studies or given training. In principle this applies to initial, not continuing education/training. To spread this possibility on continuing vocational training could motivate and stimulate individuals to higher participation in continuing vocational training.

Another option of incentives for continuing vocational training and education development payments for further professional education and training that are used in several countries. These are usually anchored in legislation and generated means are divided according to a specific key and used for education. Payments are calculated as percentage from gross wages and the percentage could differ according to specific criteria (for example according to the size of the company, according to the sector, etc.). Generated means could be administered also on the sectoral or regional level. Decision on using already existing obligatory payments on the state employment policy from employers and employees could contribute to introducing this mechanism.

It could be possible to introduce financial incentives also in the sphere of re-qualification education that would stimulate participation in this education. Incentives should be based on clearer differentiation between unemploy-

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ment benefit and re-qualifying benefit so that this would favour persons that participate in the re-qualifying education and on the other hand it should disadvantage persons that are not participating in this education. Also introducing a principle, that job seekers entering into re-qualifying courses after expiration of the unemployment benefit period would get again financial support would be very helpful.

## **8. PLANS IN CONTINUING VOCATIONAL EDUCATION**

A whole range of until now not solved problems coming out of the fact that the offer of educational programmes is compared with the demand and not with the development needs of the Czech Republic is at present time manifested in the accessibility of continuing vocational training. Although continuing vocational training is provided by different subjects and there is a clear tendency to integrate education of certain groups via nation-wide subjects (in frame of individual sectors), we can find groups of people that have difficult access to the educational programmes and to the wider enforcement on the labour market. These are for example employees with a threat of losing job, school-leavers with qualification which is hard to utilize or without experience, women before coming back to work after maternity leave, persons with low qualification or without qualification, asylum seekers, disabled persons etc. Compared with the EU countries we lack in the Czech Republic adult educational centres network, that would provide initial or continuing qualification to adults with some experience and which would be supported from the state and public budgets.

AS regards certification of institutions providing continuing vocational training, we need transparency and compatibility of quality standards of these institutions, which is needed not just from the Czech Republic conditions point of view, but also for its functioning within the European Union. Several ways has been developed of certifying institutions providing continuing vocational training and adapted for Czech conditions in the international framework. Certification in frame of ISO 9000 allows to the educational institutions to get screen by the certification body accredited at the Czech Institute for Accreditation and to get certificate following standard norm ISO 9000 (CSN IOS 9001/2000) for designing, running courses, lector's activity, etc. Certificate IES (International Education Society) is for institutions, that wish to point up quality of its educational projects on the market. The basic stones of certification are classification criteria. These are provided to institutions and to individual educational programmes as well. ESTQM internal audit method follows the level and quality by self-analysis of the educational company. Certificate Q FOR is based on getting information on client's satisfaction, expressed through 10 aspects evaluating educational activity. Q – register (registered quality) is a certification system which is being prepared for

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small and medium size companies which is introduced by the Economical Chamber of Czech Republic -CSN ISO 9001/2001 is adapted to the conditions of small and medium size companies. Branch certification of adult education institutions is a new system that was created in co-operation of the National Educational Fond team together with the Association of Adult Education Institutions of the Czech Republic and the Bank Institute – University.

## **9. PROCEDURES TOWARDS ESTABLISHING CONTINUING VOCATIONAL EDUCATIONAL SYSTEM**

We intimate for several years already, that the continuing vocational education system does not exist in the Czech Republic, although some partial elements of the system are existing and developing. Educational offer in the sphere of continuing vocational education is unrestrained based on market principle, but in fact without any quality guarantee and without motivation mechanisms. Basic elements of this system which would motivate to further education citizens as well as employers must be created by the state. It is well known that the basic elements are legislative framework, ways of financing - clear effective division of competences is needed to create these elements and quality guarantee and certification system based on national qualification system are needed for functioning of the system.

Fundamental measures on the governmental level are to be taken to start effective and functioning system. Governmental Council for the Human Resources Development should present proposals of these measures and changes in the Human Resources Development Programme Implementation Strategy for the Czech Republic that was last year adopted by the Government. This programme should contain measures and recommendations on the national level drafted from the effectiveness point of view without any sectoral barriers and based on cooperation of decisive actors. The proposal of Implementation Programme has been after initial clarifying situation and discussions and identifying key problems and barriers in the Council after agreement of the Vice-Premier Mr. Mareš and Minister of Labour and Social Affairs (MPSV) given to the National Educational Fond, as this Fond together with MPSV implements for several years various practical measures to support continuing professional education. National Educational Fond ensures the technical support to MPSV in case of Phare Programme, Operational Programme Human Resources Development and JPD for Prague and directly for establishing the continuing vocational education system.

MPSV works on a number of various elements of the system which are oriented on support in choice of a job, motivation for continuing education and

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training and informing job seekers, employers and employees. Our intention is to have these instruments and tools compatible and to be step-by-step integrated into the starting system. In frame of the MPSV research task „ Modern society” the 7. Component has been worked out: “Education, research and development as key factors of economy and society development”, which is divided into 3 parts:

- 1) Proposal of the content and creation of continuing vocational education and training system
- 2) Technological development, research and development including qualification requirements in the entrepreneurial sphere
- 3) Development of the system and methodology for qualifications needs on the labour market prognosis including proposals for science and research.

All these parts include description of current situation in our country but also the main trends in surrounding world. Concrete proposals and solutions in human resources development sphere that could be used for creation of the Human Resources Development Programme Implementation Strategy for the Czech Republic not only on the national level, but also on the regional level, come out of this description. These proposals cover following areas:

- Creation of multi-functional centres of continuing vocational education and training in the regions;
- continuing vocational education information system improvement;
- continuing vocational education advisory system improvement;
- Introduction of financial incentives for continuing vocational education development;
- Proposals of legislative adjustments;
- Quality system solution, e.g. certification of institutions and lectors and accreditation Of educational programmes;
- Support system for introducing new human resources development methods in the regions;
- support system for introducing new human resources development methods in the organisations;
- support to providers of continuing professional education and training;
- improvement in innovation policy;
- further development in qualification needs prognosis.

The most important measure from this package is that one which includes more elements of the system - creation of multi-functional centres of continuing vocational education and training, which is at the same time subject of a project adopted in Phare 2003 Programme and it is also a substantial part of measure 3.3. of Operational Human Resources Development Programme. Here I would like to remind you, that in frame of 3.3 measure – (continuing



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vocational education development) OPRLZ we are going to co-operate with VÚSC, that would have main share in professional training courses creation according to the concrete needs of the regions.

As regards the information support of the continuing vocational education system - a continuing vocational education activities database exists together with its providers DAT. Employment Services Administration at the Ministry of Labour and Social Affairs guarantees this. This database works on a principle of ongoing, voluntary and free-of-charge providing information by the educational institutions. *Integrated system of standard* contains description of working activities with the requirements on type and level of education including health requirements. This system allows checking ones qualifications for concrete job. Information and Advisory Centres operate in frame of Employment Services Administration at each Labour Office. These centres provide advisory and information services oriented on choice of a job using also information on re-qualifying and other education and training courses. Network of centres focused on balance diagnostics that use modern advisory methods aimed at various disadvantaged groups on the labour market.

## **10. ČMKOS ROLE IN THE LIFELONG LEARNING INCLUDING CONTINUING VOCATIONAL TRAINING**

Trade unions have searched to find its own way after the November Events 1989 – as well as own educational models that would be linked to the educational system of the Czech Republic. Czech-Moravian Institute of the Trade Unions (ČMIO) has been established already in 1990 – it transformed itself from the pre-November ROH Central School. This institute should have become after eliminating ideological focus and after creating new educational programmes responsible body of lifelong learning not just for trade union members, but also for the public. But time has shown that expectations from this step could not have been fulfilled through this form. ČMKOS did have the first good chance to evaluate the development of education and lifelong learning in the Czech Republic at its I. ČMKOS Congress in April 1994. Congress has adopted resolution called “Equal Access to Education”. Our motivation has been our fear from decreasing role of state as guarantee of the Czech educational system. Despite some proclamatory focus of the document launching the fundamental changes and initiatives within the ČMKOS structure has been real success. ČMKOS educational system has been adopted already in September 1994, which is successfully implemented. II. ČMKOS Congress in May 1998 evaluated this development as positive and imposed further improvement of given system, especially in link with the professional a trade union training/education. III. ČMKOS Congress in May 2002 gave education the priority and in its Programme document created chapter titled

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“Education and modern society”. ČMKOS is aware of the fact that that Europe has progressed to the knowledge era, together to the changed perception of life and work. The sphere of professional and trade union training has been supplemented by the area of lifelong learning and by supporting research and development.

III. ČMKOS Congress in May 2002 has adopted programme in which attention is paid to the lifelong learning sphere and it focused on 3 following priorities:

- a) Preparation and motivation of trade union members towards lifelong learning process, towards of their knowledge and competences, towards the development of society of democracy and justice;
- b) Initiating and creating conditions for lifelong learning sphere as a tool for reaching economical prosperity and social justice;
- c) To influence via activities in the sphere of human resources development and via ČMKOS representatives and via individual trade unions strategic changes in development of competitiveness of companies, the increased level in public administration, modernisation a financing of educational system and human resources management.

We have created three main pillars of our own activities to ensure implementation of above mentioned ČMKOS programme, based on fundamentals of trade unions in our country and in the world, where our main mission is to defend interests and rights of employees, to develop their human potential and to care about the employment policy.

### ***1. pillar: Trade union educational system***

The system is divided into six following parts – from the basic, super-structured, higher, specialised, and international up to correspondence forms of education.

ČMKOS educational system is also closely interlinked with other educational and research structures in the Czech Republic. Educational department has in frame of higher forms of education agreements on cooperation concluded with UK Praha, department of andragogics; University J.A. Komenského (VŠ JAK) Praha and University of Agriculture in Brno. Further on we co-operate with NÚOV at MŠMT; Institute of Information in Education; Institute of Medial Communication at VŠ JAK a Research Institute at Ministry of Labour and Social Affairs (MPSV). At the same time

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it is a member of Association of Institutes of Adult Education (AIVD), where it has its representation in the Executive Committee.

## ***2. pillar: Social dialogue***

This pillar is the most important one for us. It gives us opportunity to create conditions for the lifelong learning area in the frame of agreements between the Government, employers and trade unions. At the same time we can divide this pillar into next 3 parts:

### **a) Council of the Economical and Social Accord (RHSD) and respective working teams**

RHSD is a top body based on the tripartite representation of all actors – Government, employers and trade unions. According to its rules this is a body which discusses comments and initiates ideas and proposals of involved parties. RHSD chairperson is the Prime-Minister, being represented by the Minister of Labour and Social Affairs. Background papers and positions are prepared by 8 working teams. One of these teams is also working team for education and human resources development, whose chairperson is always I. Deputy minister of Ministry of Education. This team's work is based on the given plan of activities, which is agreed and it copy the legislative programme of the Government. Positions of this team are presented to the RHSD and at the same time to the respective ministers. The most important issues, which have been solved for the moment, are the spheres of educational system financing, Law on Education, Law on Pedagogical Employees and long-term educational plans of MŠMT and of individual regions.

### **b) Legislative procedures of the Czech Government and Czech Parliament**

Legislative procedures are the second part of the pillar which comes out of the Governmental legislative rules, where the CMKOS is to be consulted in frame of the external consultation procedure. This means, that Government cannot discuss any piece of legislation without the respective position/comments from the trade union side. Trade union are here playing very important role especially in labour legislation creation (Labour Code), Law on Employment and already mentioned laws commented by MŠMT.

### **c) Collective bargaining on the sectoral level (branch collective agreements) and on the company level (company collective agreements)**

Last part of this pillar is the process of collective bargaining on the sectoral level as well as on the individual company and institution level. This process is legislatively anchored in the legal system of the Czech Republic

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and for the employees' side these are only trade unions. ČMKOS prepares annual analysis of concluded collective agreements. We can say with a certain level of satisfaction that during last two years we can find in these agreements positive examples that have impact on presence in lifelong learning. As an example I would like to quote "obligation of education for managerial staff" or "obligation to provide time-off for education of employees".

### ***3. pillar: Human resources development***

ČMKOS has initiated already 1998 establishing of a body, that would co-ordinate sphere of education with the sphere of employment. Later on the term "human resources" started to be used. In the same time ČMKOS participated in the preparation of a document, which has been created under direction and co-ordination of the National Educational Fond, titled "Human Resources Development Strategy". And here I would like to repeat that ČMKOS has been the motor that presented this document for discussion to the Tripartite Body (RHSD). On the basis of this discussion the process creating „Governmental Council for the Human Resources Development" has been launched with direct management of Mr. Mareš, Czech Government Vice-Premier. At present time this Council works and solves how to carry out the strategy.

ČMKOS see after analysing background papers following fundamental problems in lifelong learning area including continuing vocational training.

#### **I. Problems of competences**

The fundamental problem we can find in the fact that respective legislation/law on lifelong learning/education that would clearly define these competences, has not been adopted. We have been witnessing disputes between individual departments, especially between the Ministry of Education and Ministry of Labour and Social Affairs and Governmental Office for Human Resources Development – and no output in this direction. But I am at present timer convinced, that via the mentioned council we could succeed to prepare at least proposal of this law till the end of 2004.

#### **II. Problems of employers' and employees' motivation**

Basis of this problem we can see in the fact that there are no incentives and mechanisms that would motivate them to develop and participate in the lifelong learning. ČMKOS as well as the employers are criticising for a long time the passive attitude of the State that was not able to prepare

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acceptable document. At the beginning of this year the working group at the Governmental Council for the Human Resources Development has been created, that should deal exactly with this sphere. ČMKOS has presented to this group following proposals:

- a) To ensure by legislative measures paid time for education in frame of lifelong learning amounting 40 hours a year. Costs should be deductible from the taxes.
- b) To create fund for education via percentage delivery from the paid wages. Costs should be deductible from taxes.
- c) To include social partners (especially employers) into the initial education outputs evaluation.
- d) To include social partners (especially employers) into EU programmes from which activities focused on the strategy "Learning Company - Learning Society" could be financed.

### ***III. Problem of lifelong learning financing***

Basis of the problem could be found in the fact that there is no agreement on how and which amount should who participate. I think and also the experience confirms that all the stakeholders - state, employers, and employees - must participate in this process. Solution of this problem should be included in the Law on Lifelong Learning or eventually in the proposal to establish fund for education, which we can find in EU countries and especially in Scandinavian Countries.

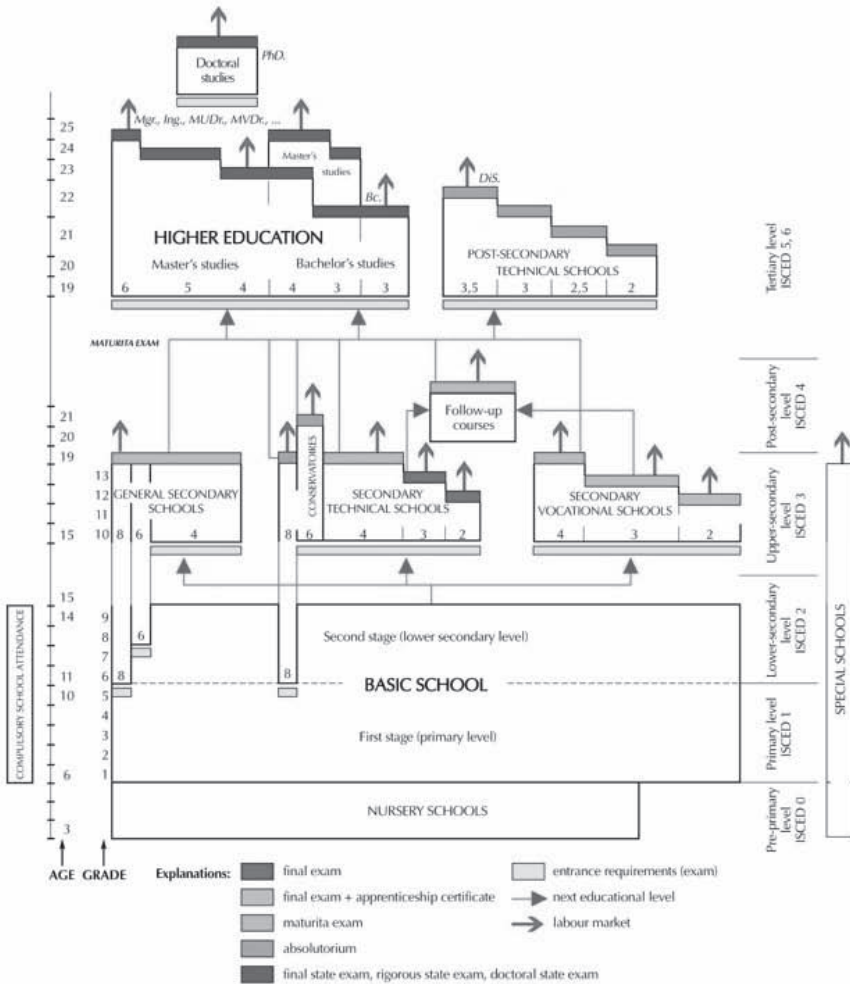
### ***IV. Mechanisms to ensure quality, accreditation and certification of lifelong learning***

We can see the main problems here again in the non-existence of mechanisms for this sphere. Monitoring and teaching do not exist. International co-operation is rare and if existing, it is not co-ordinated. Here also we can see initiatives to solve the problem. I would like to mention AIVD which attempts to certificate institutions and lectors of lifelong education. We should thank AIVD for that, but ČMKOS proposes that the Ministry of Education (MŠMT) should become responsible for solving this problem in co-operation with other relevant partners

### ***V. Recognition of non-formal and informal education***

This problem should be also solved in the legislation/the respective Law on Lifelong learning. ČMKOS attempts to reach the recognition of non-formal education, especially as regards the influence of the educational system that I mentioned at the beginning of my presentation.

# Education System of the Czech Republic



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# CATALOGO GENERALE

## Rapporto 3







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## PREMESSA

Il progetto Leonardo da Vinci – GO.C.E.T. dal titolo “Il ruolo delle parti sociali e delle autorità pubbliche nella gestione del sistema formativo” (The relevance of social partners and public authorities in managing VET systems) si è proposto i seguenti obiettivi:

- migliorare la qualità della formazione professionale continua attraverso l'individuazione di modalità di valutazione delle competenze acquisite all'esterno del sistema formativo formale, consentendo il riconoscimento e la validazione di competenze che contribuiscano ad aumentare l'adattabilità ai mutamenti organizzativi e tecnologici;
- individuare buone prassi generalizzabili nella formazione continua, che si riferiscano espressamente all'implementazione di un sistema per l'acquisizione, la valorizzazione e il trasferimento dei contenuti dell'apprendimento non formale e informale;
- promuovere il dialogo sociale, inteso come strumento addizionale e necessario per aumentare l'investimento sociale in risorse umane, combattendo i rischi dell'esclusione sociale e l'affermazione di una società della conoscenza.

Il progetto ha visto la partecipazione di: Francia, Germania, Gran Bretagna, Italia, Repubblica Ceca, Ungheria; ha inoltre preso parte al lavoro, quale partner silente, la Svizzera.

Le attività sono state articolate in cinque fasi e precisamente:

- *prima fase*: impostazione e condivisione del lavoro
- *seconda fase*: analisi dei casi nazionali
- *terza fase*: comparazione delle esperienze
- *quarta fase*: predisposizione prodotti
- *quinta fase*: diffusione dei risultati.

La *prima fase* del progetto ha consentito l'elaborazione e la definizione degli strumenti atti a individuare i caratteri generali delle esperienze di validazione e certificazione degli apprendimenti non formali e informali nell'ambito della formazione continua<sup>1</sup>; a stabilire la metodologia di analisi e la scelta dei casi specifici da analizzare; a condividere un glossario; a definire un quadro di ricerca comparativo e nazionale; a predisporre il sito internet del progetto.

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<sup>1</sup> La definizione di *formazione continua* adottata nell'ambito della ricerca è quella presente nei documenti europei, che usano tale espressione per tutti i tipi di formazione successivi rispetto a quella iniziale. Tale ampia definizione è risultata opportuna anche per tenere conto dei molteplici usi presenti nelle realtà nazionali dei partner.

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La *seconda fase* è stata dedicata all'analisi di tre casi nazionali da parte di ciascun partner, dopo la definizione di una metodologia di ricerca di riferimento condivisa. Il lavoro di indagine si è concentrato sull'analisi dei percorsi di validazione e certificazione delle competenze da parte di istituzioni e parti sociali e dei processi di apprendimento sui luoghi di lavoro in tre ambiti professionali definiti nella loro accezione più ampia: *servizi di cura* (“*social care*”), *tecnologie dell'informazione* (“*information technologies*”) e *servizi turistico-alberghieri* (“*hospitality*”).

La *terza fase* è stata orientata alla comparazione delle esperienze realizzate e dei risultati conseguiti attraverso la ricerca empirica, ponendo particolare attenzione al ruolo delle istituzioni e delle parti sociali nel riconoscimento e nella validazione dell'apprendimento non formale e informale. Si è proceduto inoltre all'individuazione delle caratteristiche peculiari emerse dall'analisi empirica, al fine di predisporre e formulare ipotesi in materia di buone pratiche. Ciascun partner si è occupato infine di condividere i risultati della ricerca con le istituzioni e le parti sociali a livello nazionale.

La *quarta fase* si è concentrata sulla predisposizione dei prodotti finali del progetto attraverso la revisione dei casi di studio, la costruzione del catalogo generale sugli studi di caso e del catalogo delle best practices individuate. Si è inoltre elaborato un glossario strutturato in una parte riferibile alle cosiddette “definizioni legate ai sistemi” e una parte più strettamente terminologica. Infine è stata prodotta una “guida ai decisori” con indicazioni rivolte agli stakeholder sulle strategie di acquisizione e di validazione delle competenze acquisite anche in contesto non formale. La quarta e la quinta fase coincidono dal punto di vista temporale.

La *quinta fase* è relativa alla diffusione dei risultati della ricerca in ciascun paese aderente al progetto.

Il lavoro svolto nelle diverse fasi è stato accompagnato da:

- la realizzazione di un sito nel quale sono stati via via collocati i diversi prodotti, stabilendo una connessione permanente tra i partner. Il sito, visitabile all'indirizzo [www.leonardo-gocet.info](http://www.leonardo-gocet.info), costituisce attualmente una miniera preziosa di materiali per chiunque voglia accedere a informazioni relative al progetto, visionare i prodotti realizzati, conoscere i partner aderenti al progetto, accedere a diversi siti attraverso i link disponibili.
- la progettazione e l'applicazione di un piano di qualità fondato su verifiche periodiche dello sviluppo del lavoro. Ciò ha consentito di monitorare costantemente lo stato di avanzamento del progetto e al contempo di evidenziare i punti di forza e di debolezza nei diversi momenti di questo, rendendo possibile intervenire tempestivamente per affrontare difficoltà o problematiche, oppure per assecondare proposte e suggerimenti da parte dei partner relativamente alle modalità di lavoro, alle attività svolte, ai prodotti realizzati e alla qualità dello scambio comunicativo tra i diversi soggetti.

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Gli incontri tra i partner, nel corso del progetto, hanno avuto luogo a:

- Roma (I), il 22-23 marzo 2004
- Praga (CS), il 27-28 maggio 2004
- Jena (D), il 21-22 ottobre 2004
- Birmingham (UK), il 4-5 marzo 2005
- Roma (I), il 28-29 aprile 2005

Il lavoro svolto nelle diverse fasi ha dato luogo a cinque rapporti relativi alle diverse attività e prodotti previsti dal progetto iniziale e precisamente:

- **Rapporto 1:** analisi dei sistemi nazionali di educazione e formazione continua in ciascun paese aderente al progetto, relativamente ad aspetti quali le caratteristiche del sistema della formazione professionale continua, il ruolo delle istituzioni e delle parti sociali, il sistema di finanziamento della formazione continua e le attività di monitoraggio e valutazione delle attività formative.
- **Rapporto 2:** ricostruzione delle definizioni legate ai sistemi in ciascun paese partner del progetto relativamente alle caratteristiche del sistema della formazione professionale continua, al ruolo delle istituzioni e delle parti sociali, al sistema di finanziamento, al monitoraggio e alla valutazione delle attività formative. Definizione dei principali termini connessi alla formazione professionale continua nell'accezione terminologica di ogni paese coinvolto in G.O.C.E.T.
- **Rapporto 3:** analisi di tre casi nazionali per ciascun paese partner del progetto relativamente all'apprendimento sui luoghi di lavoro e al ruolo delle istituzioni e delle parti sociali nel riconoscimento delle competenze acquisite in via non formale e informale. I settori professionali scelti per analizzare il "workplace learning" sono stati: *social care* per Inghilterra e Francia, *information technology* per Germania e Svizzera e settore turistico alberghiero (*hospitality*) per Italia e Ungheria. Quest'ultimo paese ha svolto un ulteriore caso di studio relativamente alla formazione permanente per i disabili. La Repubblica Ceca ha invece scelto di concentrare lo studio dei casi sul ruolo delle parti sociali e delle istituzioni nel riconoscimento delle competenze in tre regioni differenti.
- **Rapporto 4:** costruzione di un catalogo delle buone pratiche attraverso l'individuazione delle caratteristiche peculiari emerse dall'analisi empirica dei casi nazionali e relativa formulazione di ipotesi di buone prassi, secondo la definizione di "buona pratica" data in via preliminare. A partire da una lettura complessiva dei risultati conseguiti attraverso l'analisi sono state poi desunte ipotesi generali.
- **Rapporto 5:** definizione di una guida per i decisori. Questo è costruito a partire dall'analisi dei sistemi nazionali e dei casi di studio empirici e mira

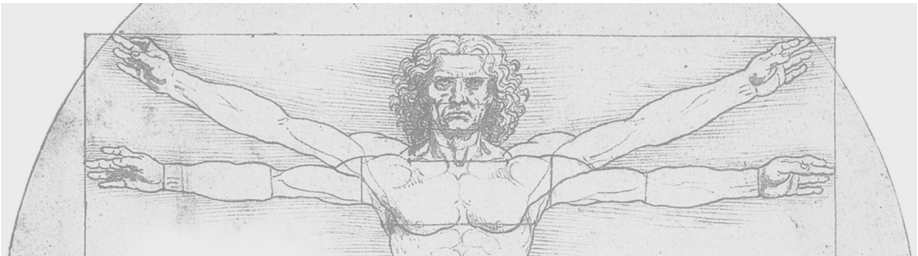
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a elaborare indicazioni e raccomandazioni in materia di apprendimento sui luoghi di lavoro e riconoscimento e validazione delle competenze.

In questo **terzo** rapporto ciascun partner del progetto ha affrontato tre casi di studio, due di questi relativi all'apprendimento sui luoghi di lavoro e uno relativo al ruolo delle istituzioni e delle parti sociali nel riconoscimento delle competenze acquisite in via non formale e informale. I settori professionali scelti per analizzare il workplace learning sono stati: *social care* per Inghilterra e Francia, *information technology* per Germania e Svizzera e *turistico-alberghiero (hospitality)* per Italia e Ungheria. Quest'ultimo paese ha svolto un ulteriore caso di studio nel settore del social care. La Repubblica Ceca ha invece scelto di concentrare tutti i casi di studio sul ruolo delle parti sociali e delle istituzioni in tre regioni differenti.

# GENERAL CATALOGUE

## Report 3





## INTRODUCTION

The Leonardo da Vinci project – GO.C.E.T. called “The relevance of the social partners and public authorities in managing VET systems” has set the following objectives:

- To improve the quality of continuous vocational training by identifying means to assess the skills acquired outside the formal training system, recognizing and validating skills that contribute to increasing the adaptability to organizational and technological changes;
- To identify good practices in continuous training, explicitly referring to the implementation of a system for acquiring, enhancing and transferring the contents of non-formal and informal learning;
- To promote social dialogue as an additional instrument necessary to increase social investments in human resources, fight the risk of social exclusion and favour a knowledge-based society.

This project saw the participation of: France, Germany, Great Britain, Italy, the Czech Republic and Hungary. Switzerland participated in the project as silent partner.

Activities have been grouped into five phases:

- *First phase*: work planning and division
- *Second phase*: analysis of national cases
- *Third phase*: comparison of experiences
- *Fourth phase*: preparation of outputs
- *Fifth phase*: dissemination of results

The *first phase* of the project focussed on the planning and definition of instruments able to identify the general outline of the practices of validation and certification of non-formal and informal learning in the framework of continuous education<sup>1</sup>. It also helped establish a method for the analysis and the choice of the specific cases; it focussed on sharing a glossary, defining a national and a comparative research framework and preparing a website of the project.

The *second phase* was devoted to the analysis of three national cases by each partner, after defining a common research methodology. This type of research focussed on the analysis of the procedures for the validation and certification of skills by institutions and social partners and of the learning processes on the workplace in three occupational sectors as defined in their widest meaning: *social care, information technologies and hospitality*.

The *third phase* compared the experiences and the results derived from empirical research, paying particular attention to the role of institutions and social partners in acknowledging and validating non-formal and informal learning. During this phase the peculiar features of this empirical analysis were

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identified in order to prepare and formulate hypotheses of good practices. Each partner then shared the results of this research work with their national institutions and social partners.

The *fourth phase* focussed on the preparation of the final outputs of the project through the review of the case studies, the preparation of a general catalogue on case studies and a catalogue of good practices. A glossary was then drawn up. It is divided into two parts, one dedicated to the so-called “system-related definitions” and one which is more terminological in nature. Finally a “guide for decision-makers” was prepared, including indications for all stakeholders on the strategies to obtain and validate also informally learnt skills. The fourth and fifth phase took place simultaneously.

The *fifth phase* is related to the dissemination of the results of this research work in each participating country.

The work carried out during each phase was complemented by the following:

- Accomplishment of a website where the project outputs have been gradually entered, creating a permanent connection between the partners. The website, [www.leonardo-gocet.info](http://www.leonardo-gocet.info), is a precious source of material for those willing to have information on the project, examine the outputs, know the partners of the project and have access to several links.
- Drawing up and application of a quality plan based on periodical progress assessments. This made it possible to continuously monitor the progress of the project and at the same time highlight the strengths and the weak points at different stages, thereby allowing for timely interventions to face problems and difficulties or to implement proposals and suggestions put forward by partners in relation to working methods, activities, outputs and the quality of exchanges between different partners.

The meetings between partners during the project were organized in:

- Rome (I), March 22-23, 2004
- Prague (CS), May 27-28, 2004
- Jena (D), October 21-22, 2004
- Birmingham (UK), March 4-5, 2005
- Rome (I), April 28-29, 2005

The work carried out during the different stages led to the drawing up of five reports related to the different activities and expected outputs, in particular:

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<sup>1</sup> The definition of *continuous education* adopted within the research is the same used in European documents, which use this expression for all kinds of education following that initial. This broad definition has been chosen in order to satisfy the various meanings of the terms adopted in each national context of the partnership.



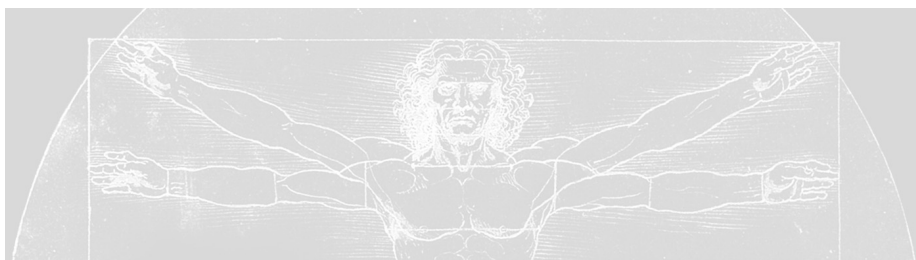
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- **Report 1:** analysis of the national systems of continuing educational and training systems in each country participating in the project, with special emphasis on the features of the system of continuing vocational training, the role of institutions and social partners, the funding of continuing education and monitoring and assessment of training and education.
  - **Report 2:** definition of the terms used in each participating country in relation to the characteristics of the system of continuing vocational training, the role of the institutions and social partners, the funding system, the monitoring and assessment of educational and training activities. Definition of the main terms related to continuing vocational training in each country involved in G.O.C.E.T.
  - **Report 3:** analysis of three national cases in each country participating in this project in relation to on-the-job-learning and the role of institutions and social partners in acknowledging and validating skills obtained in non-formal and informal way. The sectors chosen to analyse workplace learning were: *social care* in Great Britain and France, *information technology* in Germany and Switzerland and *touristic-hotel sector (hospitality)* in Italy and Hungary. This latter country carried out a further case study on permanent training for disabled people. The Czech Republic chose to focus its case study on the role of social partners and institutions in acknowledging skills in three different regions.
  - **Report 4:** preparation of a catalogue of good practices after identifying the main features derived from the empirical analysis of the national cases and relating to the formulation of hypotheses of good practices according to the definition hereof previously decided upon. Starting from a thorough analysis of the results thus obtained some general hypotheses were formulated.
  - **Report 5:** drawing up of a guide for decision-makers. The guide is based on the analysis of the national systems and of the empirical case studies and is meant to provide indications and recommendations in the area of on-the-job learning and recognition and validation of skills.

In the **third** report each Partner of the project has carried out three case studies, two of them related to the workplace learning and the third one related to the role of the institutions and of the social parties in the acknowledgment of the competences achieved in non-formal and informal way. The professional sectors chosen to analyse the workplace learning are: *social care* for the United Kingdom and France, *information technology* for Germany and Switzerland and *tourist-hotel sector (hospitality)* for Italy and Hungary. This last Country has carried out a further case study in the field of social care. Czech Republic has chosen to concentrate all the case studies on the role of the social parties and of the institutions in three different regions.



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## *NOTA METODOLOGICA*





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## NOTA METODOLOGICA

*Documento di lavoro – basato su una proposta di Helen Rainbird, University College Birmingham – adottato come linea guida dai Paesi partner.*

### ***Introduzione***

La ricerca internazionale comparata richiede lo sviluppo di metodologie in grado di fronteggiare le reali necessità dei diversi partner del progetto ed è sufficientemente flessibile da consentire dei livelli di analisi appropriati per ognuno dei paesi coinvolti. Per esempio, le questioni che si incentrano solo sul sistema formale potrebbero essere appropriate nei Paesi dove i sistemi di formazione sono altamente istituzionalizzati, mentre non lo sono dove il sistema di formazione è moderatamente istituzionalizzato. Un confronto significativo deve combinare l'analisi del sistema formale a livelli differenti con le sue implicazioni pratiche.

Nel progetto Leonardo i partner devono affrontare due elementi di analisi separati. Il primo di questi è il ruolo delle autorità locali e delle parti sociali nella formazione. Il secondo è relativo ai modelli particolari di intervento nella formazione che le autorità locali e gli altri attori potrebbero trovare utili nel promuovere la loro comprensione degli utilizzi della formazione professionale continua. A causa di questo duplice elemento, i partner decidono di considerare la possibilità di selezionare tre studi di caso sulle seguenti basi.

### ***1. Uno studio di caso su “Il ruolo delle autorità locali e delle parti sociali nella promozione della formazione”***

questo studio potrebbe essere incentrato sulle autorità locali e le parti sociali come attori del sistema di formazione a livello locale. L'analisi conterrà le iniziative dirette alla promozione dello sviluppo professionale e delle competenze organizzative da un lato, o allo sviluppo delle capacità dei lavoratori all'interno delle organizzazioni dall'altro. L'elemento principale di questi casi di studio sarebbe costituito dagli attori a livello locale.

Tutti i paesi partner dovrebbero realizzare un studio di caso in questo settore.

La Repubblica Ceca realizzerà tutti e tre i casi in questo settore.

### ***2. Due studi di caso su “L'apprendimento sul luogo di lavoro”***

Qui lo scopo dell'analisi è il tema dell'apprendimento sul luogo di lavoro – con o senza la partecipazione delle istituzioni – che possa o meno coinvolgere le autorità locali o le parti sociali in qualità di attori, ma che si verifichi all'interno dell'area nella quale esse sono fisicamente situate. In questo senso

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possono avere degli interessi in tale settore, anche se esse, attualmente, non ne hanno la competenza istituzionale.

I settori sono selezionati nell'ambito dell'attività economica esistente in ciascuna delle località. Essi sono:

**a. Settore turistico-alberghiero (hospitality)**

Questo è un settore esistente in ognuna delle località anche se la natura del mercato può variare, per esempio, turismo in opposizione alle conferenze d'affari. Quali sono i meccanismi istituzionali per il supporto dell'organizzazione delle competenze e quale lo sviluppo delle capacità dei lavoratori? Come sono promossi e valutati? Come si affrontano le necessità delle piccole e medie imprese dove l'organizzazione può essere troppo limitata per avere un reparto di formazione interno e un settore di gestione delle risorse umane?

Saranno realizzati due studi di caso sia in Italia che in Ungheria.

**b. Social Care**

Anche questo settore è presente in ognuno dei Paesi partner, sebbene si possano presentare delle variazioni di contributo nell'apporto dato al servizio da parte delle istituzioni pubbliche, private o dalle organizzazioni volontarie. Come è gestito e valorizzato lo sviluppo della qualità e delle capacità attraverso gli interventi di formazione? Qual'è il ruolo delle istituzioni locali nel commissionare i servizi, nel monitorare la qualità e nel sostenere la formazione e lo sviluppo?

Saranno realizzati due studi di caso sia nel Regno Unito che in Francia.

**c. Information Technology**

Anche questo settore è presente in ognuno dei Paesi partner, sebbene ci possano essere delle variazioni nel numero dei lavoratori e nelle dimensioni delle aziende. Gli studi di caso devono analizzare diversi aspetti dell'apprendimento sul luogo di lavoro e della formazione continua. Come è gestito e valorizzato lo sviluppo delle capacità e della qualità attraverso l'esperienza e l'apprendimento sul luogo di lavoro da una parte e attraverso interventi di formazione dall'altra? Qual'è il ruolo dei lavoratori più esperti nell'affiancare i nuovi arrivati? Quali sono le differenze nell'acquisizione e nello sviluppo delle competenze tra i lavoratori in rapporto alla loro età?

Saranno realizzati due studi di caso sia in Germania che in Svizzera.

**3. Sommario**

Questi studi di caso, confrontati, dovrebbero fornire una gamma di materiali di analisi che potrebbero evidenziare:

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- I ruoli variabili delle autorità locali e delle parti sociali nel sistema di formazione. Questo è l'obiettivo degli studi di caso su "Il ruolo delle autorità locali e delle parti sociali nel promuovere la formazione".
  - I diversi modi in cui l'apprendimento può essere:
    - valorizzato
    - identificato
    - riconosciuto
    - valutato
    - certificato.

Questo è l'obiettivo degli studi di caso sull'apprendimento nei luoghi di lavoro. Naturalmente è possibile che alcuni di questi processi, come ad esempio la certificazione, possano non aver luogo.

#### ***4. Azioni***

Ognuno dei Paesi partner stilerà un documento che includa:

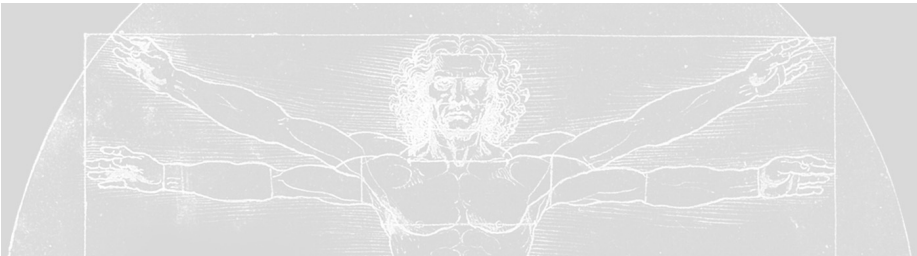
1. un breve rapporto relativo ai singoli studi di casi (3 – 4 pagine per caso).
2. una breve nota illustrativa dei risultati complessivi (2 – 4 pagine).





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*METHODOLOGICAL NOTE*





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## METHODOLOGICAL NOTE

*Working paper - based on a proposal made by Prof. Helen Rainbird, The University College of Birmingham – adopted as a guideline by the Partners.*

### ***Introduction***

Comparative international research needs to develop methods which can meet the substantive needs of the different partners in the project and is flexible enough to allow levels of analysis which are appropriate to each country to be included. For example, where training systems are highly institutionalised, questions which focus only on the formal system might be appropriate, but this is not the case for a weakly institutionalised training system. Meaningful comparison must combine the analysis of the formal system at different levels with its implications for practice.

In this Leonardo project the Partners have to deal with two separate elements of analysis. The first of these concerns the role of the local authorities and the social partners in the training system. The second concerns particular types of training interventions which local authorities and other stakeholders might find useful in promoting their understanding of the uses of continuing vocational training. Because of this dual element, the Partners decide to consider the possibility of selecting three case studies on the following basis.

#### ***1. One case study on “The role of local authorities and the social partners in promoting training”***

This could focus on the local authorities and the social partners as actors in the training system at local level. The analysis will include initiatives aimed at promoting business development and organisational competence, on the one hand, or skill development of workers in organisations. The key focus in these case studies would be on the actors at local level.

All the Partners have to realize a case study on this subject.

The Czech Partner will realize all the three cases.

#### ***2. Two case studies on “Workplace Learning”***

The aim here is to focus on workplace learning - with or without the participation of training institutions - which may or may not involve the local authorities and social partners as actors, but which takes place within the area in which they are physically located. In this respect, they may have an interest in these sectors, even if they do not currently have institutional competence for them.

The sectors are selected among those of economic activity which are found in every locality. They are:

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**a. Touristic - hotel sector (hospitality)**

This is a sector which is found in every location, although the nature of the market may vary, for example, tourism as opposed to business conference trade. What are the institutional mechanisms for supporting training in organisation competences as well as the skill development of workers? How is this promoted and evaluated? How are the needs of small and medium-sized enterprises addressed, where the organisation may be too small to have an internal training and Human Resource Management function? Two case studies per country will be done by the Hungarian and Italian Partners.

**b. Social Care**

This is also found in every location, although there may be variations in the extent to which care is provided by the public, private or voluntary sectors. How is quality and skill development managed and enhanced through training intervention? What is the role of local institutions in commissioning services, in monitoring quality and in supporting training and development? Two case studies per country will be done by the British and French Partners.

**c. Information Technology**

This is also found in every location, although there may be variations in the number of employees and size of the firms. The case studies need to explore different aspects of workplace learning and continuing training. How is quality and skill development managed and enhanced through experience and on-the-job learning, on the one hand, and through training interventions, on the other? What is the role of expert workers in supporting the newcomers? What are the differences in skill acquisition and development among workers, in relation to their age? Two case studies per country will be done by the German and Swiss Partners.

**3. Summary**

These case studies, between them, should provide a range of materials for analysis which could point to:

- The varying roles of local authorities and social partners as actors in the training system. This is the goal of the case studies devoted to “The role of local authorities and the social partners in promoting training”
- The different ways in which learning can be:
  - enhanced
  - identified
  - recognized
  - evaluated
  - certified.

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This is the goal of the cases devoted to workplace learning. Naturally, it is possible that some of these processes, such as certification, may not take place.

**4. Action**

Each partner will write a paper including:

1. A short report of each case study (3 – 4 pages per case).
2. A short note on the general results (2 – 4 pages).



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*STUDI DI CASO*  
*I risultati nei diversi Paesi*

*CASE STUDIES*  
*The outcomes of each Country*

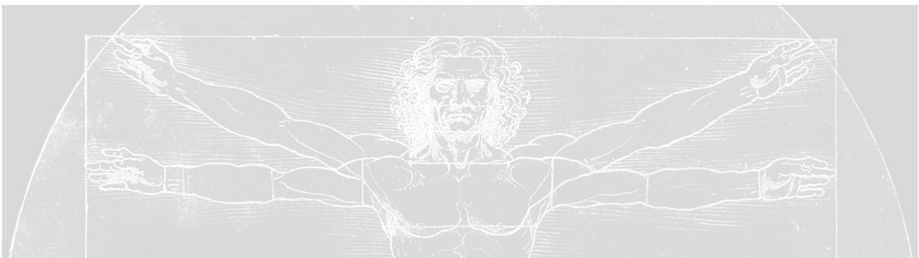






## *STUDI DI CASO*

### *ITALIA*



*Casi di studio settore turistico - alberghiero (hospitality)  
in Trentino e Valle d'Aosta  
Francesca Mandato (I.S.F.)*

*Caso di studio sul ruolo delle parti sociali e  
delle autorità pubbliche nel riconoscimento e validazione delle competenze  
in Emilia Romagna  
Federico Manfreda (P.A. T.)*



## Volume 2 - DOCUMENTAZIONE

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## CASO 1

### STRUTTURA DEL TRENTINO: IPOTESI INTERPRETATIVE

L'albergo è una struttura che va dai 14 dipendenti annuali ai 27-29 occupati durante la stagione. Il target di clientela è prevalentemente business in inverno e famiglie nei periodi di vacanza. La provenienza è soprattutto inglese, tedesca e italiana. La struttura offre servizi per famiglie, quali miniclub, animatori per bambini, baby servizi, piscina e per affari, come sala per riunioni e business corner. Recentemente sono stati realizzati consistenti investimenti per la valorizzazione della struttura; il fatturato e l'occupazione sono in costante crescita. L'organizzazione dell'albergo è molto gerarchica fondata su una precisa struttura piramidale. La filosofia aziendale è fortemente incentrata sulla qualità, sull'accoglienza del cliente e sull'importanza del sorriso.

Le ipotesi interpretative che l'analisi di questo caso ha evidenziato sono:

- L'organizzazione di qualità richiede prescrizioni rigorose sulle caratteristiche del servizio da offrire.
- L'organizzazione del lavoro nelle strutture di eccellenza impone una operatività gerarchicamente ben definita.
- I responsabili di reparto (capo ricevimento, maitre, chef) assicurano il rispetto della filosofia aziendale nella loro area di competenza.
- Le figure centrali in ciascuna area si occupano della formazione dei loro collaboratori.
- Ai responsabili di area è affidato il monitoraggio e il controllo della qualità del servizio.
- Il processo di apprendimento informale sul lavoro nell'organizzazione di qualità avviene per gradi.
- Il processo di apprendimento informale nell'organizzazione di qualità implica il susseguirsi di alcune fasi riconoscibili: affiancamento, problem solving, controllo della qualità.
- Nelle strutture di eccellenza sono coinvolti e integrati a vario grado processi di formazione formale, non formale e informale.
- Il riconoscimento delle competenze acquisite in maniera non formale o informale avviene attraverso un sistema di valorizzazione delle competenze e di responsabilizzazione.
- Un riconoscimento formale delle competenze acquisite può ottenersi attraverso il rilascio delle referenze di lavoro.

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## CASO 2

### STRUTTURA DELLA VALLE D'AOSTA: IPOTESI INTERPRETATIVE

Nella struttura lavorano 10 persone, di cui 7 dipendenti annuali oltre alle tre titolari, e inoltre due massaggiatori esterni e qualche stagionale in estate. La clientela è di due tipi: turistica e d'affari. La provenienza è soprattutto italiana, tedesca, francese. La struttura offre servizi quali centro benessere con possibilità di fare idromassaggio, bagno turco, sauna, due sale massaggi con trattamenti personalizzati e massaggi shiatsu, piscina. Recentemente sono stati realizzati consistenti investimenti per la valorizzazione della struttura; il fatturato e l'occupazione sono in costante crescita. Organizzazione a conduzione familiare, di tipo non rigidamente gerarchico, con poco personale ormai fidelizzato che collabora sotto la supervisione diretta delle titolari.

Le ipotesi interpretative che l'analisi di questo caso ha evidenziato sono:

- L'organizzazione di qualità richiede prescrizioni rigorose sulle caratteristiche del servizio da offrire.
- L'organizzazione del lavoro nelle strutture di eccellenza di dimensioni ridotte si fonda sull'esistenza di gruppi di lavoro non gerarchicamente strutturati al loro interno.
- I membri più esperti del gruppo di lavoro, in stretta collaborazione con la direzione aziendale, assicurano il rispetto della filosofia aziendale nella loro area di competenza.
- All'interno del gruppo si individuano una o più figure di raccordo tra ambiti diversi che costituiscono un punto di riferimento naturale per i membri del gruppo.
- Le figure di raccordo all'interno del gruppo collaborano strettamente con la direzione aziendale al fine di effettuare il monitoraggio e il controllo della qualità del servizio.
- I dipendenti più esperti in collaborazione con le figure di raccordo si occupano della formazione dei nuovi assunti.
- Il processo di apprendimento informale sul lavoro nell'organizzazione di qualità avviene per gradi.
- Il processo di apprendimento informale nell'organizzazione di qualità implica il susseguirsi di alcune fasi riconoscibili: affiancamento, supervisione, controllo della qualità.
- Nella struttura di eccellenza considerata la formazione risulta quasi esclusivamente di tipo non formale e informale.
- Il riconoscimento delle competenze acquisite in maniera non formale o informale avviene attraverso un sistema di valorizzazione delle competenze e di responsabilizzazione.
- Un riconoscimento formale delle competenze acquisite può ottenersi attraverso il rilascio delle referenze di lavoro.

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### *Osservazioni sui due casi*

Tra i due casi analizzati si possono riscontrare alcune significative differenze. Il ruolo della proprietà nella gestione dell'albergo è quasi assente nella prima struttura esaminata, mentre è molto presente nella seconda. Ciò porta nel primo caso ad una gestione formale del potere fortemente gerarchica e dunque ad una conduzione di tipo imprenditoriale, nel secondo, ad un accentramento della gestione nelle mani delle tre titolari, con una conduzione aziendale più familiare e una situazione di lavoro di tipo paritario tra le dipendenti. Nonostante queste differenze di base si possono riscontrare tra i due casi elementi comuni legati alla volontà di sviluppare ed offrire un servizio qualitativamente elevato e dunque, conseguentemente, connessi alla centralità del ruolo del personale e alla trasmissione delle competenze ai lavoratori meno esperti come strumento utile a preservare e garantire la qualità del servizio.

L'esistenza di un obiettivo comune alle due realtà esaminate consente di operare una comparazione tra le ipotesi interpretative di ciascun caso al fine di giungere all'individuazione di elementi che rimangano inalterati in entrambe le realtà considerate e che si configurino come ipotesi interpretative comuni.

Le ipotesi interpretative individuate in riferimento ai due casi sono:

- **L'organizzazione di qualità richiede prescrizioni rigorose sulle caratteristiche del servizio da offrire.** Tali prescrizioni non vincolano le possibilità di esecuzione del lavoro in relazione al carattere e alle modalità personali con cui si intende assolvere ai propri compiti, ma costituiscono delle linee di condotta ineludibili per ciò che attiene alla loro esecuzione e al rispetto della filosofia e della politica aziendale. In particolare, nelle strutture di eccellenza, le norme più importanti sono relative alla valorizzazione del concetto di ospitalità inteso come valore aggiunto del servizio e all'attenzione verso la soddisfazione del cliente. Quest'ultimo riveste dunque un ruolo centrale nella filosofia e politica aziendale e coloro i quali erogano il servizio devono, in un senso dunque prescrittivo, adottare modalità e procedure per l'esecuzione dei loro compiti che siano compatibili con il rispetto della politica aziendale. Nelle strutture alberghiere esaminate la formazione formale e informale è pertanto orientata alla trasmissione delle corrette procedure di erogazione del servizio, nel rispetto degli standard qualitativi previsti dalla direzione dell'azienda, ma anche, e soprattutto, delle modalità con cui si soddisfano le richieste inoltrate da parte della clientela.
- **La filosofia aziendale viene perseguita e trasmessa al personale dai responsabili di reparto nelle organizzazioni gerarchicamente definite e dai membri più esperti del gruppo di lavoro nelle strutture non gerarchicamente definite.** Le figure responsabili di ogni area (ricevimento, sala, cucina), al pari degli elementi più esperti del gruppo di lavoro, condividono

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no la filosofia aziendale, che nelle strutture di eccellenza è orientata all'accoglienza, alla disponibilità verso il cliente e alla qualità del servizio, e si identificano con lo stile proposto dalla gestione aziendale, provvedendo ad un'opera costante di trasmissione dei principi di riferimento, delle modalità di esecuzione del lavoro e delle tecniche e procedure per l'ottimizzazione dei risultati.

- **Il processo di apprendimento informale sul lavoro nelle organizzazioni di qualità avviene per gradi.** Il responsabile di reparto o le figure più esperte seguono il nuovo assunto da vicino, lo affiancano per il periodo necessario alla completa socializzazione delle sue nuove mansioni (in linea generale da quindici giorni a un mese, in base alla complessità del lavoro e all'importanza che la funzione riveste nell'organigramma aziendale). Il processo è graduale in quanto ciascuna mansione deve essere appresa in modo completo e il soggetto deve essere in grado di portarla avanti autonomamente, prima di passare a considerare i casi più complessi. Dopo questo primo periodo si inizia ad attribuire una più ampia autonomia d'azione, soprattutto in determinati momenti, rimanendo comunque sempre pronti ad intervenire qualora se ne avverta l'esigenza. L'obiettivo principale è che lentamente le persone siano in grado di gestire autonomamente la loro sfera operativa, in linea con le responsabilità che a ciascuno sono attribuite.
- **Il monitoraggio della qualità del servizio è uno strumento che favorisce la trasmissione delle competenze.** La qualità è un elemento fondamentale per classificare come "eccellente" una struttura alberghiera e per garantirla è indispensabile effettuare una costante supervisione del lavoro svolto e del servizio fornito ai clienti. Il monitoraggio è lo strumento principale per assicurare la qualità durante l'erogazione del servizio. Esso si configura dunque come un elemento importante del processo di trasmissione delle competenze attraverso l'apprendimento informale, poiché consente di valutare immediatamente la corretta esecuzione del lavoro e la comprensione piena delle procedure e delle tecniche da adottare nel caso in questione da parte dei lavoratori. Il monitoraggio implica che, dinanzi a modalità errate di conduzione del lavoro, si intervenga richiamando il soggetto e procedendo ad una nuova spiegazione o dimostrazione delle procedure corrette da eseguire. Nelle strutture di eccellenza esaminate il monitoraggio è affidato ai responsabili di area nel primo caso, e alle figure di raccordo all'interno del gruppo nel secondo.
- **Il controllo della qualità del servizio consente di sviluppare le competenze dei lavoratori e di colmare eventuali lacune formative.** Per garantire la qualità nelle strutture di eccellenza occorre effettuare una costante ricognizione del lavoro svolto, del servizio fornito ai clienti, dei materiali e delle forniture adoperate giornalmente. Il controllo della qualità consente di



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appurare se il servizio, i materiali e i prodotti impiegati per la sua esecuzione siano adeguati agli standard previsti dalla politica aziendale. Esso costituisce dunque un mezzo utile a completare la formazione del personale, giacché dinanzi a dimenticanze o errori che pregiudicano la qualità del lavoro svolto si procede ad un richiamo del lavoratore responsabile, consentendo così di superare o colmare sue eventuali lacune formative. Nelle strutture di eccellenza esaminate il controllo è affidato ai responsabili di area e alla direzione nel primo caso, alle titolari dell'impresa e alle figure di raccordo all'interno del gruppo nel secondo caso.

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### CASO 3

## REGIONE EMILIA ROMAGNA: UN CASO DI RICONOSCIMENTO DELL'APPRENDIMENTO INFORMALE

Il sistema di formazione della Regione Emilia Romagna presenta le caratteristiche di un “cantiere di lavoro” che evolve in tempo reale in risposta alle innovazioni e alle strategie comunitarie e nazionali di cambiamento in materia di trasparenza, riconoscimento e certificazione e si connota per significativi elementi strutturati a cui riferirsi.

In specifico un elemento particolarmente utile, in relazione all’oggetto della ricerca, è costituito, a partire dal 1997, dalla presenza del “Sistema regionale delle qualifiche e altre certificazioni”, adottato con le “Direttive attuative per la formazione professionale e l’orientamento- Triennio 1997-99”. Tale documento, messo a punto in armonia con l’evoluzione della normativa comunitaria e nazionale in materia di trasparenza, riconoscimento, certificazione delle competenze, ha rappresentato il punto di riferimento per la progettazione, la realizzazione e il controllo della formazione finalizzate allo sviluppo di competenze riconducibili alle qualifiche stesse. Tale Sistema inoltre ha definito le qualifiche che sono comune riferimento per il mondo del lavoro, per il sistema dell’istruzione e della formazione: si tratta di un “linguaggio” comune utile per intendersi tra i diversi soggetti, condiviso dalle parti sociali che si riconoscono nella definizione delle qualifiche e degli standard relativi.

Il “Sistema regionale delle qualifiche...” prevede nello specifico dispositivi di attestazione, di dichiarazione, di certificazione, di registrazione delle acquisizioni, anche attraverso il portfolio, che contengono informazioni omogenee e sono rilasciati secondo procedure e prassi standardizzate.

Nel Sistema sono infatti presenti un set di dispositivi di attestazione che si possono rilasciare in relazione a competenze acquisite al termine o in fase intermedia di un percorso formativo oppure a seguito di esperienze di lavoro o di autoformazione (su richiesta degli interessati ai fini del successivo inserimento in percorsi formativi o di istruzione).

Le tipologie di attestazione rilasciabili di fronte a un percorso formativo e/o di una valutazione delle competenze acquisite in contesti non formali e informali apprendimento presuppongono soggetti e procedure di rilascio definite, hanno finalità e valore d’uso diversi e si distinguono in

- certificazioni
- dichiarazioni
- attestati di frequenza.

In particolare le certificazioni costituiscono documenti ufficiali rilasciati a seguito di una verifica formale alla presenza di una commissione ufficialmente nominata. In sintesi i modelli di certificati presenti sono i seguenti: certifi-

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cato di specializzazione tecnico superiore, diploma di qualificazione superiore, certificato di qualifica professionale, certificato di competenze, attestato all'abilitazione all'esercizio di una professione o mansione specifica. Le certificazioni sono comunque rilasciate dall'Amministrazione regionale o da quelle Provinciali di riferimento.

In parallelo la dichiarazione di competenze costituisce di norma un attestato individuale, rilasciato anche con strumenti, modalità e procedure integrate tra i sistemi, formazione professionale, istruzione, università, lavoro:

- al termine del ciclo formativo nei casi in cui non siano state raggiunte le competenze previste per il rilascio della certificazione ufficiale;
- nelle fasi intermedie del ciclo formativo in caso di uscita anticipata del partecipante purchè siano state raggiunte competenze verificabili e riconoscibili come credito per l'accesso ad altri percorsi formativi.

Come viene specificato più oltre tale attestazione si adatta agevolmente a dichiarare apprendimenti avvenuti anche in contesti e con modalità non strutturate, quali apprendimenti riconducibili direttamente alle esperienze lavorative. In particolare la dichiarazione di competenze è una attestazione non ufficiale, intermedia e parziale (molto impiegata nei percorsi di formazione continua) che sintetizza un percorso/esperienza con la messa in trasparenza delle competenze acquisite.

Il rilascio della dichiarazione è direttamente a cura del soggetto attuatore e avviene a condizione che sia stato definito a priori l'ambito di spendibilità di essa, proprio perché le competenze dichiarate possono costituire credito formativo.

L'attestato di frequenza viene rilasciato dagli organismi di formazione in relazione alla durata corsale effettivamente frequentata da ciascun partecipante.

Tra i dispositivi infine il Portfolio (più oltre specificato in dettaglio) è stato finalizzato alla registrazione con la raccolta dell'insieme della documentazione che registra le capacità che il singolo si autoriconosce, le diverse attestazioni e i titoli posseduti.

Si noti che il Sistema regionale si pone come trasversale alle filiere di competenza del Sistema regionale della FP (dalla formazione iniziale, al nuovo obbligo scolastico/formativo, all'apprendistato, ai tirocini, alla formazione superiore, alla formazione continua e permanente, ai percorsi IFTS, a tutto il sistema integrato) ed ha regole e criteri trasferibili, in grado di far dialogare sistemi diversi con l'obiettivo di facilitare la transizione e l'alternanza tra istruzione, formazione, lavoro.

I dispositivi attestano la qualifica (certificato / diploma di qualifica) oppure le competenze (certificato di competenze, dichiarazione di competenze).

Indipendentemente dalla filiera o dalla tipologia in cui vengono acquisiti, nei diversi dispositivi vengono inserite informazioni relative ai dati anagrafici

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della persona, alla struttura formativa, al percorso formativo nelle sue articolazioni.

In aggiunta sul certificato e diploma di qualifica sono contenute informazioni relative al profilo professionale di riferimento e alle competenze di base, tecnico professionali e trasversali acquisite; sul certificato di competenze sono contenute informazioni relative ai moduli e/o alle aree di contenuto previste dal percorso e alle competenze di base, tecnico professionali e trasversali acquisite; sul certificato di competenze in area integrata sono contenute informazioni relative all'area di integrazione, al livello delle acquisizioni ( per la spendibilità realistica del credito) e alle aree disciplinari trattate.

Di seguito si entra in un maggiore dettaglio in relazione a due dispositivi presenti, in quanto significativi nell'ambito dell'obiettivo della ricerca.

La dichiarazione di competenze è un dispositivo nato in Emilia Romagna nell'ambito delle esperienze di tirocinio; insieme all'attestato di frequenza rientra tra le Attestazioni non ufficiali perché, pur prevedendo modalità di valutazione, il rilascio non richiede una commissione d'esame esterna.

Contiene elementi informativi analoghi a quelli degli altri dispositivi, quali i dati anagrafici della persona, la finalità dell'esperienza cui si riferisce, le attività svolte dalla persona in relazione alle competenze acquisite, le competenze di base, tecnico professionali e trasversali acquisite, le modalità con cui sono state accertate le competenze e la spendibilità ( come può essere utilizzata, in quali contesti, con quale valore di scambio).

Le caratteristiche della dichiarazione di competenze possono essere così sintetizzate:

- è una attestazione intermedia/parziale delle competenze acquisite dalle persone in modo compiuto in se stesso, anche se non completo;
- si adatta agevolmente a dichiarare apprendimenti avvenuti anche in contesti e con modalità non strutturate ( apprendimenti non formali e informali) ;
- consente una valorizzazione delle competenze individualmente possedute.

E' stata impiegata in attività/esperienze formative anche parziali, in sperimentazioni che hanno attestato competenze acquisite con esperienze lavorative ( come i tirocini, il caso delle Terme di Castrocaro), in percorsi che hanno attestato competenze acquisite in esperienze individuali di volontariato (come per es. nel Servizio civile).

Le dichiarazioni di competenza fanno generalmente riferimento a esperienze, progetti e sperimentazioni più o meno complessi, non necessariamente strettamente formativi, nell'ambito dei quali sia stato "concordato" tra i soggetti promotori l'ambito di spendibilità della dichiarazione, in termini di valore d'uso e di credito formativo.

Il Portfolio è l'insieme della documentazione che registra

- le capacità che l'individuo si autoriconosce
- le certificazioni dell'impresa

- 
- le situazioni lavorative vissute nel mercato
  - le competenze riconosciute socialmente dal possesso di un titolo.

E' utilizzabile ai fini del riconoscimento di una situazione descrivibile e di una formazione che si offre ad integrazione e si può definire come la rappresentazione della situazione individuale, in termini di "interfaccia" tra impresa e lavoratore, tra soggetto e sistema di istruzione/formazione. Inoltre si può dire che il dispositivo sviluppa le competenze e il relativo riconoscimento, anche al di là dei titoli posseduti dal singolo e utilizza le competenze quale protocollo di scambio per la condivisione delle varie culture del lavoro. In tal senso si può affermare che esso può costituire lo strumento per leggere le persone per ciò che sono, che hanno fatto, in quale spazio e con quali interlocutori, per fornire, attraverso l'individuo, informazioni relative ad esso, per l'impresa e per i sistemi dell'education veicolando in tal senso una comunicazione impostata secondo criteri di trasparenza. In sintesi si può definire come lo strumento per unificare nella identificazione di competenze il carattere eterogeneo delle esperienze riconducibili al singolo.

Si può inoltre evidenziare che l'utilizzo del portfolio è strettamente personale e che gli elementi contenuti in questo dossier possono essere utilizzati dall'individuo anche singolarmente per costruire:

- una documentazione curricolare nella ricerca di lavoro,
- un repertorio di competenze professionali validate all'interno dei cicli di formazione/istruzione,
- un dispositivo per il riconoscimento di competenze professionali dichiarate, ma non certificate, a condizione che le stesse siano comparabili con standard riconducibili ai profili professionali.

### ***Casi significativi di riconoscimento di apprendimenti non formali avvenuti nel contesto di lavoro presenti a livello regionale***

Progetto Salsubium con il riconoscimento dell'esperienza professionale maturata dal personale delle Terme di Castrocaro come credito formativo sul percorso di qualifica per l'operatore termale.

E' stata avanzata da parte di un Ente di formazione professionale la richiesta di prevedere, in relazione ad un'azione formativa sul "Miglioramento della qualità del servizio negli stabilimenti termali", il riconoscimento come credito formativo dell'esperienza professionale maturata dai lavoratori presso l'azienda Salsubium Terme di Castrocaro.

In primo luogo la Regione ha riconosciuto la possibilità di adottare il modello di dichiarazione di competenze in uso nel sistema di formazione professionale regionale come strumento per documentare l'esperienza professionale posseduta da parte dei singoli lavoratori. Si è peraltro convenuto che tale modello fosse rilasciato congiuntamente dall'azienda e dal centro di formazione professionale.

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In parallelo, anche a seguito di accordo tra azienda e organizzazioni sindacali, si è individuata la qualifica dell'operatore termale, presente nel sistema regionale, come riferimento per i lavoratori da tempo operanti nel settore e come obiettivo finale del percorso formativo nel quale vedere riconosciuta l'esperienza professionale maturata dai lavoratori stessi.

Si è poi proceduto a documentare da parte dell'impresa, in stretta collaborazione con il centro di formazione professionale, l'esperienza professionale posseduta dai singoli attraverso la predisposizione del modello della dichiarazione delle competenze concordato con la Regione.

Tale dichiarazione di competenze, si veda il modello relativo nella documentazione allegata, ha ricostruito, con la collaborazione di impresa e centro di formazione, per ogni lavoratore :

1. Requisiti di ingresso del partecipante riferiti a:
  - titolo di studio
  - altre esperienze formative
  - esperienza professionale
  - inquadramento contrattuale
2. Periodo e durata della prestazione di servizio con riferimento ai reparti di lavoro
3. Competenze minime acquisite durante la permanenza nello stabilimento termale articolate, secondo il modello Isfol, in
  - Competenze di base o di soglia
  - Competenze tecnico professionali
  - Competenze trasversali
4. Modalità concordate di spendibilità della dichiarazione in relazione al percorso formativo previsto e relativa possibilità di attribuire al termine del percorso stesso la qualifica individuata.

Sono state previste forme di coinvolgimento dei singoli lavoratori.

Le varie fasi sono state autorizzate dalla Regione Emilia Romagna e significativo è stato il riconoscimento del credito formativo ai fini della partecipazione al corso che si è riferito alle sole tematiche relative alla qualità del servizio prevedendo comunque per i lavoratori il conseguimento della qualifica superiore di Operatore dei servizi termali.

Il Progetto OPTO, con il riconoscimento degli esiti del bilancio di competenze effettuato da operatori dei servizi di orientamento delle Province ai fini dell'accesso all'esame finale per il rilascio della qualifica di operatore di orientamento. Lo strumento utilizzato nel percorso di bilancio di competenze per ricostruire l'esperienza è stato individuato da parte della Regione nel

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Portfolio, si veda il modello relativo nella documentazione allegata, articolato in tre sezioni :

Prima sezione Autodichiarazioni articolate in:

- il curriculum,
- l'approfondimento sul percorso formativo in relazione a percorsi completati e non completati,
- l'approfondimento sul percorso professionale,
- il descrittivo della competenze acquisite e in specifico di quelle riferite:
  - alle competenze di base ( linguistiche, informatiche, di contesto, di settore)
  - alle competenze tecnico professionali articolate in :1.area professionale dell'orientamento ( area di attività accoglienza e informazione, area di attività consulenza orientativa, area di attività formazione orientativa e sostegno all'inserimento); 2. altre aree professionali
  - alle competenze trasversali ( relazione, diagnosi, fronteggiamento e strategie d'azione)
  - alle risorse psicosociali ( rappresentazioni del lavoro, atteggiamenti, motivazioni, interessi e valori)
- il progetto professionale.

Seconda sezione-Attestazioni, articolate in

- attestazioni di lavoro,
- attestazioni di stage o tirocini,
- attestazioni di percorsi di formazione professionale e istruzione,
- azioni di orientamento/consulenza orientativa/bilancio di competenze,
- attestazioni di esperienze extralavorative

Terza sezione-Titoli legalmente riconosciuti:

- Titoli legali ( diplomi, qualifiche,..).

In pratica la predisposizione del portfolio ( realizzata con il supporto agli operatori da parte di consulenti di bilancio di competenze), ha consentito di evidenziare le competenze presenti e riferibili alla qualifica dell'operatore di orientamento, ai fini della validazione delle stesse per l'ammissione all'esame previsto per la figura professionale.

Il processo di validazione delle competenze professionali è avvenuto a cura della Regione, attraverso il gruppo interservizi sulla certificazione delle competenze e con la collaborazione degli esperti coinvolti nella predisposizione del bilancio e del portfolio.

La validazione è avvenuta con riferimento alla parte di competenze estratta dal portfolio e riferite al profilo dell'orientatore e nello specifico è stato attribuito valore alle seguenti due aree:

- l'esperienza professionale, in sostituzione della valutazione dello stage, suddivisa tra esperienze in ambito formativo e in ambiti di attività atti-

- 
- gui ( gestione risorse umane, selezione) ed esperienze nell'ambito dell'orientamento
  - il descrittivo delle competenze tecnico-professionali per le tre aree dell'accoglienza e informazione, della formazione orientativa e della consulenza orientativa così come previste dal profilo standard di qualifica, in sostituzione del percorso formativo.

In riferimento a tali aree la commissione ha adottato i seguenti criteri di valutazione:

- grado di congruenza tra le esperienze professionali e formative sviluppate sia in ambito formativo (e in ambiti di attività attigue) sia in ambito orientativo e la documentazione di supporto contenuta nel portfolio ( schede autodichiarative e autodescrittive, titoli e certificati) con relativa attribuzione di punteggio
- grado di coerenza tra il descrittivo delle competenze tecnico-professionali formulato nel percorso di bilancio per le tre aree dell'accoglienza e informazione, della formazione orientativa e della consulenza orientativa e il profilo standard previsto dalla qualifica, con relativa attribuzione di punteggio.

Si è quindi proceduto all'analisi e valutazione dei portfolio individuali e alla relativa validazione delle competenze che sono state riconosciute nella fase di certificazione finale come sostitutive di fasi del percorso formativo ( stage e aula): in sostanza un estratto del portfolio è diventato veicolo di credito da riconoscere ai fini del rilascio della qualifica.

### ***Le evoluzioni in corso***

Il “cantiere di lavoro” ha registrato una ulteriore evoluzione attraverso la approvazione avvenuta nel giugno del 2003 della legge regionale 12/2003 in materia di sistema formativo “Norme per l'uguaglianza delle opportunità di accesso al sapere, per ognuno e per tutto l'arco della vita, attraverso il rafforzamento dell'istruzione e della formazione professionale, anche in integrazione tra loro”.

Tale legge tende a dare attuazione al diritto dovere dell'istruzione e della formazione nell'orizzonte dell'art. 117 della Costituzione, in armonia con gli obiettivi proposti dall'Unione Europea, nel rispetto della sussidiarietà istituzionale e garantendo opportunità formative lungo tutto l'arco della vita. Al centro delle politiche è posta la persona, cui vengono garantite proposte formative rispettose delle differenze e qualificate in chiave di culture del lavoro.

In tale provvedimento sono presenti una serie di riferimenti utili relativi alle tematiche oggetto del presente studio di caso.

In particolare di seguito riportiamo alcuni di questi riferimenti richiamando il testo della legge stessa.



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L'articolo 5 (riconoscimenti e certificazioni) al comma 1 recita “Ogni persona ha diritto di ottenere il riconoscimento formale e la certificazione delle competenze acquisite: il riconoscimento può essere utilizzato anche in ottemperanza alle disposizioni comunitarie, per conseguire un diploma, una qualifica professionale o altro titolo riconosciuto. A tal fine la Regione promuove accordi con le componenti del sistema formativo e con le parti sociali per la definizione di procedure per il riconoscimento, la certificazione e l'individuazione degli ambiti di utilizzazione delle diverse competenze, nonché per il riconoscimento delle competenze acquisite nel mondo del lavoro, utilizzabili come crediti per i percorsi formativi”.

L'articolo 4 (riconoscimento e circolazione dei titoli e delle qualifiche professionali a livello nazionale ed europeo) al comma 1 fissa che “La Regione, nelle sedi istituzionali di collaborazione tra Stato, Regioni ed Enti locali, concorre alla definizione di standard essenziali nazionali per la formazione professionale, anche integrata, e persegue il riconoscimento nazionale dei titoli, delle qualifiche professionali e delle certificazioni di competenze, attraverso l'individuazione di equivalenze tra i diversi percorsi formativi e la definizione di certificazioni valide sull'intero territorio nazionale”.

Il comma 2 del medesimo articolo recita “La Regione opera per favorire la libera circolazione delle certificazioni in ambito europeo, impegnandosi ad adottare gli indicatori a tal fine stabiliti dall'Unione Europea”.

Sempre in materia di certificazione l'articolo 32 (standard formativi e certificazioni) prevede al comma 1, lettera d) che “La Giunta regionale, sentita la competente commissione consiliare (...) approva i criteri, le modalità e le procedure per il riconoscimento, la certificazione e la registrazione delle competenze e per l'inserimento delle certificazioni nel repertorio” e al comma 1, lettera f) che “La Giunta regionale, sentita la competente commissione consiliare (..) approva i criteri, le modalità per l'autorizzazione ed il rilascio delle certificazioni di competenze”.

Si noti inoltre che “Titolari del potere di riconoscimento e certificazione sono i soggetti formativi del sistema” (art 5, comma 2).

Il medesimo comma continua prevedendo che “Gli organismi di formazione professionale accreditati trasmettono al sistema informativo regionale le certificazioni rilasciate al fine della costituzione del relativo repertorio”.

Infine l'articolo 6 (Libretto formativo personale) prevede che “Gli studenti all'atto della prima iscrizione ad attività di istruzione o di formazione professionale (..) possono richiedere il rilascio del libretto formativo personale nel quale sono iscritti i titoli, le qualifiche e le certificazioni conseguite. La Giunta regionale (..) definisce con proprio atto le caratteristiche del libretto formativo, nonché le modalità per il rilascio dello stesso a tutti coloro che lo richiedono”. Il terzo comma di tale articolo prevede in modo significativo che “nel libretto possono essere iscritti anche gli attestati di frequenza in esito a percorsi dell'educazione non formale, le competenze ed i crediti formativi comunque acquisiti e documentati, nonché dichiarazioni di autoformazione”.

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E' in corso, a seguito della approvazione della nuova legge regionale in materia di sistema formativo, una fase di ulteriore innovazione e rivisitazione della normativa e dei dispositivi presenti; in particolare con la recente delibera 936/04 si è operata l'attualizzazione del Sistema regionale delle qualifiche, in relazione al quale nel materiale in allegato si trovano illustrate le caratteristiche del sistema stesso, della "qualifica" e del "repertorio delle qualifiche" (elenco e relative descrizioni in standard professionali minimi). Nel documento vengono inoltre illustrate la logica di "sistema" e gli orientamenti del Sistema regionale delle qualifiche e i rapporti tra quest'ultimo e, rispettivamente il "sistema formativo" e il "sistema lavoro".

### ***Elementi di riflessione e interpretazione emergenti dal caso della Regione Emilia Romagna***

Il sistema regionale delle qualifiche e altre certificazioni presente si caratterizza come fortemente strutturato e consolidato e ha visto la partecipazione e il coinvolgimento attivo nelle sue diverse fasi di tutti i soggetti interessati in materia (istituzionali, a livello regionale e provinciale, parti sociali e sistema scolastico e formativo).

Il processo di coinvolgimento si sostanzia attraverso forme di collaborazione istituzionale, di concertazione e di partecipazione sociale che vedono il concorso da protagonisti delle parti sociali. Ciò è avvenuto in termini di definizione di percorso, di individuazione degli strumenti e degli obiettivi, di verifica dei risultati.

Il sistema delle qualifiche ha favorito la presenza di un linguaggio comune e di concetti condivisi messi in trasparenza (proprio attraverso le qualifiche) tra i diversi soggetti che sono la base per poter dialogare tra sistema educativo e sistema del lavoro. In tal senso la qualifica si pone come codice di comunicazione condiviso che permette di misurare e spendere i risultati dei processi di apprendimento nei sistemi dell'istruzione, della formazione e del lavoro.

Si evidenzia infine che nei dispositivi impiegati per poter ricostruire l'apprendimento non formale, per esempio delle esperienze lavorative, si sono impiegati strumenti, come quelli presenti nel portfolio, che prevedono la formalizzazione di un mix di elementi.

In particolare sono in primo luogo presenti elementi di autoricostruzione del percorso da parte del singolo, attraverso le autodichiarazioni che prevedono gli approfondimenti sul percorso formativo e sul percorso professionale svolto e la successiva stesura del descrittivo delle competenze acquisite nei percorsi stessi.

In secondo luogo sono presenti elementi che intendono dare valore alla ricostruzione effettuata, con le attestazioni da parte di terzi a supporto e documentazione di quanto autodichiarato dai singoli, come le attestazioni di lavoro.

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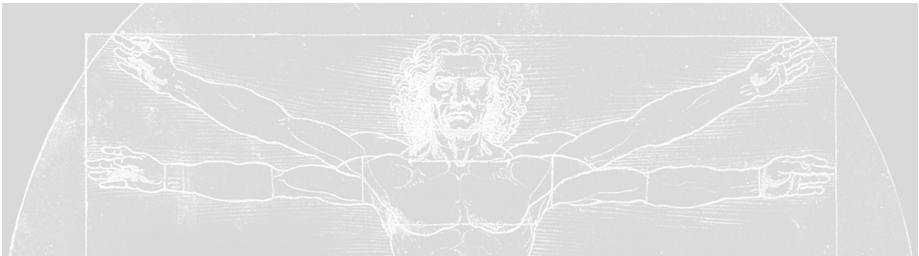
ro e di attività svolte, di stage o tirocini, di percorsi di formazione professionale, di esperienze extralavorative. E' presente anche in tali casi la tendenza a indicare il più possibile le competenze acquisite.

Si tratta di un mix di elementi che sono tra loro complementari e possono costituire un punto di riferimento utile, come dimostrato nei casi significativi sopra riportati , per la validazione degli apprendimenti e la successiva certificazione ( intesa come processo che dà valore legale e istituzionale).



## *CASE STUDIES*

### *ITALY*



*Case studies on touristic - hotel sector (hospitality)  
in Trentino and Valle d'Aosta  
Francesca Mandato (I.S.F.)*

*Case studies on the role of social partners and local authority  
in the recognition and validation of competences  
in Emilia Romagna  
Federico Manfreda (P.A. T.)*



## Volume 2 - DOCUMENTATION

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## CASE 1

### TRENTINO HOTEL : INTERPRETATIVE HYPOTHESIS

The hotel is a structure with 14 annual employees arriving until 27-29 employees during the season. The customers target is business in winter and family in holiday's periods. The origin is mainly English, Germany and Italian. The structure gives services for family, like mini-club, entertainment for children, babysitter, swimming-pool and for business, like meeting room and business corner. Recently it made many investments to develop the structure; turnover and employment are in continuous increasing. The hotel organization is very hierarchical established on a precise pyramidal. The company philosophy is strongly centred on quality, customer welcome and importance of smile.

The interpretative hypothesis that this case's analysis puts in evidence are:

- The quality organization requires strict prescriptions on service's characteristics to offer.
- The labour organization in excellence structure obliges a practise hierarchically well defined.
- Heads of departments (head reception, maitre, chef) assure the respect of company philosophy in their competence's area.
- Central people in every area are interested to their collaborators' vocational training.
- The Heads of departments assure monitoring and quality's control of service.
- The process of informal learning on the job in the quality's organization is gradual.
- The process of informal learning on the job in the quality's organization involves to follow of some recognizable phase: support, problem solving, quality's control.
- In the excellence structure are involved and integrated in various ways process of formal, non formal and informal learning.
- The competences' recognition acquired in non formal and informal way happens through a system of competences valorization and assuming of responsibility.
- A formal recognition of competences acquired can obtain through issue of job references.

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## CASE 2

### VALLE D'AOSTA HOTEL : INTERPRETATIVE HYPOTHESIS

In the structure work 10 people, 7 annual employees and 3 owners and furthermore two outsiders masseurs and some seasonal in the summer. The customers target is business and family. The origin is mainly Italian, Germany and French. The structure gives services like well-being center with possibility of hydro-massage, Turkish bath, sauna, two massage rooms with massage personalized and shiatsu, swimming-pool. Recently it made many investments to develop the structure; turnover and employment are in continuous increasing. Family organization, not strictly hierarchical, with few staff now trusted that work under direct supervision of owners.

- The interpretative hypothesis that this case's analysis puts in evidence are:
- The quality organization requires strict prescriptions on service's characteristics to offer.
- The labour organization in excellence structure of reduced dimension is based on job teams not hierarchically defined in their inside.
- The more skilled members of job team, in strictly collaboration with company's owners, assure the respect of company philosophy in their competence's area.
- Inside the team there are one or more linking figures between different job area that become a natural reference point for all team's members
- Linking figures inside the team work strictly with company' owners in order to carry out monitoring and quality's control of service.
- The more skilled employees in collaboration with linking figures are interested to their collaborators' vocational training.
- The process of informal learning on the job in the quality's organization is gradual.
- The process of informal learning on the job in the quality's organization involves to follow of some recognizable phase: support, supervision, quality's control.
- In the excellence structure analysed vocational training is almost only non formal and informal learning.
- The competences' recognition acquired in non formal and informal way happens through a system of competences valorization and assuming of responsibility.

A formal recognition of competences acquired can obtain through issue of job references.

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### *Observation on cases*

Between two cases analysed it can find some significant differences. The owner's role in the hotel management is almost absent in the first structure, while is very present in the second. That involves a power's formal management in the first case strongly hierarchical and so one direction of business kind, in the second a management's centralization in the hands of three owners, with a company direction more familiar and a job situation of equality kind among employees. In spite of these basis differences it can be found between two cases same elements tied to will of develop and offer a service qualitatively high and so, consequently, tied to centralization of employees role and to competences' transmission in less skilled worker, like an useful instrument to preserve and guarantee service's quality. The existence of common purpose in two reality analysed allows to compare the interpretative hypothesis of each case to arrive to recognition of elements would be unchanged in both reality considered and become common interpretative hypothesis.

The interpretative hypothesis recognized in both cases are:

- **The quality organization requires strict prescriptions on service's characteristics to offer.** These prescriptions don't bind the job practises' possibility like type and personal procedure to do own job, but they are necessary behaviour's lines in reference to the job execution and the respect of philosophy and company politic. Especially, in excellence structures, more important rules are about valorization of hospitality concept in the sense of service added value and attention for customer's satisfaction. This one has a central role in philosophy and company politic and who distributes the service has to, in a prescriptive sense, accept procedures for job's execution compatibles with company politic's respect. In the structures considered the formal and informal training is directed to transmission of correct procedures for service's distribution, in the respect of qualitative standard decided by company directions, but also, and especially, of procedures to give satisfaction for customers' required.
- **The company philosophy is persecuted and transmitted to the staff by heads of departments in the hierarchical organizations and by more skilled members of job team in not hierarchical organizations.** Figures in charge of every area (reception, dinner room, kitchen) like more skilled elements of job team, share company's philosophy, that in the excellent structure is centred on welcome, availability for customer and service's quality, and they identify oneself with suggested style by company direction, providing continuous work of reference's principles transmission, of job's execution procedures and technique to obtain optimum conditions.

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- **The process of informal learning on the job in the quality's organization is gradual.** Heads of departments or more skilled figures follow near new worker, support him for necessary period to complete socialization to his new job (in generally between fifteen and one month, it depends on job difficulties and importance of role in the company organization). The process is gradual because every office it have to be learned in a complete way and the subject has to be able to do by alone, before learning more difficult cases. After this first period it begins to give a bigger action's autonomy, especially in some moments, staying ever ready to take part in, if there would be the need. The purpose is that slowly people are able to manage alone their operative area, in according to each responsibilities.
  - **Monitoring of quality's service is an instrument useful to transmit competences.** Quality is a basic element to classify like "excellent" one structure and to guarantee it, it's indispensable to effect a constant supervision of job done and service given to customers. Monitoring is a main instrument to assure quality during service's distribution. This is an element very important in the transmission's process of competences through informal learning, because it allows to valuate immediately correct execution of job and comprehension complete of procedures and techniques to used in that case by worker. Monitoring involves that, in front of wrong procedures of job leading, it would intervene recalling the subjects and giving another explanation or demonstration of correct procedures to do. In excellent structures analysed monitoring is managed by heads of departments in the first case and linking figures inside the team in the second.
  - **Quality's control allows to develop worker's competences and to overcome possible formative gap.** To guarantee quality in excellent structure it is necessary to carry out a constant recognized of done job, of service given to customer, of materials and supplies used every day. Quality's control allows to know if service, material, and products used are adequate to standards expected by company politic. It is a means useful to complete worker training, because in front of forgetfulness or mistakes, prejudicing job executed quality, the responsible worker is recalled and so it is possible to overcome or to fill its formative gap. In excellent structures analysed the control is managed by heads of departments and direction in the first case and company's owner and linking figures inside the team in the second.

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### CASE 3

## EMILIA ROMAGNA REGION: ONE CASE ON THE INFORMAL LEARNING RECOGNITION

The training system of the Emilia Romagna Region has the features of a “work site”, evolving continuously, in response to EU and national strategies of innovation and change in the areas of transparency, recognition and certification. Its structure is of particular interest. The “Regional Qualification and Certification System”—established in 1997 - is a particularly useful element for the purposes of this study. It is a point of reference for the planning, implementation, and monitoring of training courses designed to develop the skills required for certification in specific fields. The system also defines the most common skills for the working place as well as education and training systems: it is a common “language”, for mutual comprehension among the various actors involved, by the social partners who reciprocally acknowledge each other in the definition of qualifications and related standards.

The System also contains a set of devices to identify skills acquired at the end of, or during, the training program, or as a consequence of job experiences or self-training (aimed at participation in a subsequent training program). These devices are: certificates of attendance, declarations of skill, different types of certification (job, specialization, skill, etc.) that need formal examinations (before an official examining commission).

In particular, the declaration of skill (given by the person in training) is a non-official, intermediate, and partial statement (often used in continuous training programs), which gives a concise overview of the course/experience and describes the acquired skills transparently.

Finally, the various devices include a “Portfolio”, which is used for registration, and brings together all the documentation attesting to the individual’s abilities, statements and professional status.

Significant cases of recognized informal education at a regional level within the job context:

Project Salsubium with the recognition of professional experience completed by the Terme di Castrocaro staff, as formative credits of a qualification course for spa personnel. As a result of a company-trade union agreement, the qualification of “spa operator” was identified as a reference for workers who had been working in the sector for some time. The company then started documenting the professional experience held by individual workers, using the “declaration of skill” form agreed on with the Region. The declaration reconstructed, with the collaboration of the company and the training center, each worker’s degree and other training and professional experiences, periods of work and duties, and different skills acquired on the job. The declaration added credits when the individual attended a training program. The various phases were authorized by the Emilia Romagna Region.

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Project OPTO, with the recognition of Provincial training operators' results regarding additional skills acquired, before taking the final exam to qualify as a training operator. The device chosen by the Region, used to reconstruct the experience, is the "Portfolio", which is divided into three sections:

- Self-declarations (curriculum, further in-depth training and professional experiences, descriptions of acquired skills, in particular those referring to the different areas of training activity, professional projects)
- Statements (regarding jobs, internships, training and education, guidance, and extra-curricular activities)
- Legal certification (diplomas, licenses)

Basically, the Portfolio makes it possible to highlight current skills for qualification of guidance operators. These skills have been validated by a Regional structure and recognized in the phase of final certification as a substitute for training activity (both practice and classroom): Portfolio documents have become a vehicle for recognized credits to obtain qualifying certification.

A further phase of innovation is under way, following the approval of the new regional law governing the training system. It concerns the recent update of the Regional Qualification System, which consists of a list of qualifications (repertoire) related descriptions (minimum professional standards) and their update. Innovations in the certification system are expected soon, in relation to the skill statement devices; in particular, a training booklet will substitute the Portfolio as a formal element of the different courses achieved.

Finally, a survey was made of the aspects that have defined the continuous training system at a regional level, referring to factors of continuity and differences with the national framework presented in the last meeting.

The case took place via interview, going into depth on the following topics:

- the prescriptive regional picture of the situation in matters regarding training system;
- the evolution in this area underway in recent years and the role of the institutional and social actors;
- regional-level skill certification through the regional system of qualifications and other types certification;
- the different devices that are part of the regional system, and their use;
- the certification of non-formal and informal education, in relation to continuous training courses;

- 
- continuous training at a regional level in the programming of the ESE, and continuous training financed by national resources: priorities and areas of intervention, project evaluation criteria.

Elements of consideration and interpretation resulting from the case of Emilia Romagna.

The present regional system of qualification and certification is strongly structured and consolidated. The various phases have seen participation and active contribution of all involved (at the institutional, provincial or regional level, social actors, and the vocational and scholastic guidance system).

The process of involvement takes place through forms of institutional collaboration, concerted action and social participation, with social partners playing a leading role. This has happened when defining training courses, identifying devices and goals and controlling the results.

The system of qualifications has favored the presence of common language and shared concepts, made transparent (by the qualifications themselves). This mutual comprehension between the different subjects is fundamental for any dialogue between the educational and vocational system. In this sense, qualifications are a common communication code, making it possible to measure and act upon the results of the learning processes in the educational, training, and vocational systems.

Finally, we would like to point out that in the devices used to reconstruct non-formal education, for example work experience, methods like those in the Portfolio were used to formalize mixed elements.

First, factors of self-reconstruction expressed by individuals are integrated, through self-declarations, that are expected to include detailed information on the training program, practice training, and the subsequent description of the skills acquired during the programs.

Second, there are elements which meant to enhance the reconstruction of skills, with third party statements supporting and documenting the individual's declaration. For example, statements on jobs and duties, practice training or internships, vocational and scholastic guidance and extra-curricular activities. Again, there is a tendency to list skills acquired as much as possible.

This is a mixture of elements that complement each other and can constitute a useful point of reference for subsequent certification of education (meant as a process that gives legal and institutional value) as seen in the significant cases reported above.

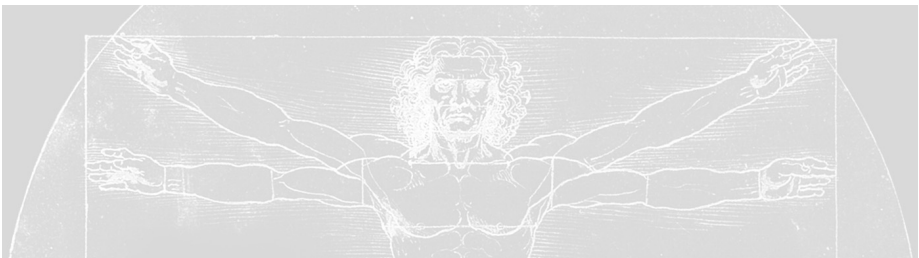






*CASE STUDIES*

*UNITED KINGDOM*



Helen Rainbird, University of Birmingham

October, 2005



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## **1. THE ROLE OF LOCAL AUTHORITIES AND THE SOCIAL PARTNERS IN PROMOTING TRAINING AT THE LOCAL LEVEL**

A number of weaknesses have been identified in the vocational training system in the UK and this broader context frames the relatively weak role of local authorities and the social partners in the training system at local level. The earlier report provided for this Leonardo project outlined this structure, identifying the central role of the state in funding and setting targets for training, through the structure of the Learning and Skills Council and the extremely limited role for the parties to the employment relationship (Rainbird, 2004).

In a review of research on vocational education and training in the UK for the European Union's COST Action A11 Programme, Brown and Keep (2000) identify the following weaknesses:

- Employers and individuals are unwilling to invest in training
- There is a 'non-system' due to the lack of coherence and strategic direction
- There is a tradition of voluntarism, as opposed to statutory requirements, concerning workplace learning
- The role of the social partners is underdeveloped compared to that in other EU member states
- There is a significant emphasis on individual responsibility to pay for training
- The system of National Vocational Qualifications has been used as a (flawed) mechanism for driving change
- There is a top down approach by the government to introducing change which other actors in the system do not always accept.

The principal role of the local authorities in skill development relates to young people's education through their funding of the education system, rather than in the training of younger and older workers in employment. In a study of emerging policy for vocational learning in England, Staa and Wright (2004) analyse the different arenas for policy intervention on vocational training and the role of organisational actors at different levels

### ***1. Education and training for 14-19 year olds***

This concerns young people in compulsory and post-compulsory education and/or training programmes including school/college-based or work-based programmes on a full-time or part-time basis.

For 14-16 year olds of compulsory school age, the funding comes from local authority expenditure on schooling.

Tuition costs and some support costs are provided by the Learning and Skills Councils at local level and a relatively small amount of funding for

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Educational Maintenance Allowances for those in full-time education is met by the local authorities.

## **2. Adult further education**

Funding comes from the Learning and Skills Council, government departments (the Department of Work and Pensions; the Department for Education and Skills), employers and individuals.

Apart from this, training in companies is a question of employer prerogative.

Following the publication of *21<sup>st</sup> Century Skills: Realising Our Skills. Individuals, Employers, Nation* (DfES, DTI, HMT, DWP, 2003) Regional Development Agencies are responsible for drawing up 'Frameworks for Regional Employment and Skills Action'. These plans, known as FRESAs are intended to provide an umbrella plan for skills within their regions. In England, there are nine Regional Development Agencies, which report to the Office of the Deputy Prime Minister and the Department of Trade and Industry. At local level, there are 47 Learning and Skills Councils, the Small Business Service and the Employment Service which have an interest in training and labour market programmes. Although local authorities have an interest in workforce development, their boundaries do not coincide with those of the LSCs.

An example of this approach to planning for economic development is 'Developing Birmingham – an Economic Strategy for the City 2004-2015' (Birmingham Economic Development Partnership, 2004). This consultation document was drawn up by the *Birmingham Economic Development Partnership* which is made up of Birmingham City Council, Birmingham Chamber of Commerce and Industry and Birmingham and Solihull Learning and Skills Council. Its strategic objectives are:

- Ensuring that the City has the appropriate infrastructure to support development and investment.
- Raising attainment and encouraging lifelong learning to create a skilled workforce.
- Fostering business development and diversification.
- Creating sustainable communities.
- Since this plan was published in the spring of 2004, it is still very early to know how it will affect economic strategy within the region, and developments in training, in particular.

This arena of activity comes under the umbrella of the EU's European Employment Strategy which has been in operation since 1997. The UK's

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2003 Employment Action Plan reported on the policy objective to promote the development of human capital and lifelong learning, amongst other items. The Frameworks for Regional Employment and Skills Action (FRESAs) can be considered within this policy arena. Hall (2003) argues that the UK does not have a comprehensive framework for the social partners to deal with the implementation, monitoring and follow-up of the European employment strategy. As a result, the National Action Plan receives little attention in the media or in political debate. Hall argues:

‘It is seen by the government and the social partners largely in terms of meeting the UK’s reporting requirements under the EU employment strategy. In terms of the social partners’ role in the implementation of the Guidelines, it needs to be recognised that the absence of comprehensive social partnership arrangements, together with the UK’s highly decentralised collective bargaining structures and their patchy coverage, make it very difficult for EU and national policy objectives to be translated into coordinated bargaining outcomes.’ (<http://www.eiro.eurofound.eu.int/2003/10/tfeature/uk0310106t.html>).

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## SOCIAL CARE CASE STUDY NO.1: PARTNERSHIP BETWEEN SUFFOLK COUNTY COUNCIL AND UNISON TO PROVIDE A WORK-BASED ROUTE INTO A PROFESSIONAL SOCIAL WORK QUALIFICATION

### *Introduction*

Partnerships have been established between the trade union UNISON and local authorities (as well as other public sector employers) since the mid-1990s. The earliest partnerships were set up with a view to providing development opportunities for low paid employees whose learning needs are often neglected. Local authorities are involved in the partnerships in their role as *employers* of care workers in this sector, not as *representatives* in training institutions. In the case study discussed here, this initial role of the trade union and the employer in providing training opportunities for employees has been extended to a broader partnership with the National Health Service at local level and with private and voluntary sector providers of care services. This could be conceptualised as a '*bottom-up*' partnership', in other words, an example of co-ordination between the local authority, UNISON and a number of employers who provide care services commissioned by the public sector that has been built up at local level.

'Communication Skills' and 'Return to Learn' are two of a number of programmes provided by UNISON for its members. It aims to provide learning opportunities which build self-confidence and study skills. The Workers' Educational Association (WEA) is the principal provider of the courses, which are based on a combination of small study group work, tutor support and home study. Students receive Open College Network credits for their work and this can contribute to access to university level courses. Initially the programmes were provided by UNISON as a service to members. These were later provided in partnership with employers, as it became clear that there was a large latent demand for the courses and an interest by employers in working in partnership with UNISON in providing courses.

In the early UNISON/employer partnerships, 'enthusiastic local actors' – trade unionists, trainers and managers who had a vision of what could be achieved – played a key role in setting up these innovative arrangements (Munro et al., 1997). In Suffolk, partnerships were established with both the National Health Service and with the County Council. These early partnerships have been built on and progression routes established through Open University diploma courses into professional social work qualifications provided through a combination of work-based learning and course work provided by Ruskin College, Oxford. Moreover, other private and voluntary sector employers have been drawn into the partnership as it has developed.

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This is significant not just for the mechanisms which have been set up to support joint work across different organisations providing public services, but also because they are creating a work-based progression route into professional qualifications and work for non-qualified staff. At a time of shortages of professional staff these initiatives not only open up opportunities for career progression for unqualified staff but can also contribute to increasing the supply of qualified workers.<sup>1</sup>

### *Context*

As a result of a number of significant developments in the public services, the training and development of unqualified staff is now being taken very seriously. Changes in the way services are delivered also impact on the way in which organisations work together and the training and qualifications of staff. In order to improve the quality of patient care between the health service and community-based services, Primary Care Trusts have been established involving the provision of integrated services between social services departments in local authorities and the National Health Service (NHS). A separate development has been the Care Standards Act, 2000 which means that from 1<sup>st</sup> April 2002 staff in social care must receive training in national induction standards within six weeks of starting work and foundation standards within six months. By 2005, all care workers must be registered individually and there are targets for competence assessment to occupational standards, so that employers can demonstrate that they have a competent workforce. Workers in childcare must achieve the certification of competence to National Vocational (NVQ) standard level 3 and in residential care to NVQ level 2<sup>2</sup>. These standards apply to all providers of care services: public sector, private and voluntary sector, as well as providers of agency staff. Nevertheless, there are considerable variations in the capacity of employers, particular smaller ones, to provide training and competence assessment. Hence the role of the public sector, together with UNISON, in providing a broader framework within which training and development is provided and in establishing learning progression routes, with the possibility of job progression within the workplace.

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<sup>1</sup> The section that follows draws on field research that was conducted in 2002 on the UNISON/Suffolk partnership and which was published as Rainbird, Holly and Munro, 2002. 'Learning Partnerships in Health and Social Care: An Evaluation of UNISON/Employer Partnerships in Health and Social Care' UNISON, London, 2002.

<sup>2</sup> NVQs are awarded at five different levels, level 1 being the simplest and level 5 the most advanced. Level 3 is equivalent to an apprenticeship and represents an intermediate level qualification, leading to a skilled job.

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*The multi-employer/UNISON partnership in Suffolk*

Mid-Anglia Community Health NHS Trust (the local organisational structure of the National Health Service) was the first UNISON/employer partnership, which was set up by UNISON's Eastern Region officer responsible for the health sector, the secretary of the union branch (the local, workplace structure of the union) and senior managers. The first Return to Learn courses ran in 1996. Since then, three NHS trusts - Allington, East Suffolk and Mid-Anglia - were merged to form a new structure, the Local Health Partnership, in April 1999. Further organisational change has been introduced with the establishment of Primary Care Trusts, involving the provision of integrated services between the health sector and the social care sector.

At Suffolk County Council the UNISON/employer partnership has been running in the Social Services Department since 1997. A local shortage of qualified social workers encouraged the development of the first work-based Diploma in Social Work for non-qualified workers. In 1999 a pilot was developed which involved UNISON at the regional level working with the Social Services Department and Ruskin College. Eighteen students on the pilot studied a work-based diploma in Social Work. The structure of the course involved students working four days a week in their normal jobs as residential workers or unqualified field social workers and attending the Social Services training centre, located in Kerrison in the countryside, one day a week.

The experience was extremely successful and the combining of work and learning allowed students to reflect critically on their current practice. 100 per cent of the students completed the course and have become qualified social workers. This reflects on the level of support they received both from their employer and from UNISON (Darvill, G., 2002).

Whereas Return to Learn programme provides an important first step back into learning, the work-based diploma is more demanding. A bridging course has now been set up for students progressing to this. It aims to build learner confidence, to provide support and guidance, and to make students aware of the commitment involved in pursuing a work-based professional qualification.

Recently, national imperatives for training have been a priority for the Social Services Department, along with the establishment of learning pathways which are mapped at NVQ qualifications. These are aimed at the Department's own staff as well as those in the independent sector, where publicly funded residential care is increasingly provided.

Following on the support provided previously by the Training and Enterprise Council, the Local Learning and Skills Council has provided funding for these programmes, along with the East of England Development



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Agency, the European Social Fund and the Training Organisation for the Personal Social Services. These include resources, including provisions for staff cover, to support the involvement of staff from the private and voluntary sector in R2L and Communications Skills courses alongside County Council staff. Trainers in the County Council have been successful in obtaining resources for training and development from a wide range of sources, although the complexity of these streams and their respective auditing systems is an issue.

Considerable energy has been devoted to facilitating the involvement of staff in the private and voluntary sectors, but has produced a modest take-up compared to that achieved for directly employed staff in the Social Services Department. Trainers believe this will improve as staff in residential homes become subject to statutory standards.

The local authority and the NHS are working to promote joint working across health and social care. Developing a common approach to the training and education of unqualified staff is one mechanism contributing to its achievement. A manager in the County Council's training department is responsible for co-ordinating training across the NHS and Social Services. In addition to the unified arrangements in primary and community care, additional pathways have been developed for NHS employees using the NHS Learning Accounts scheme. In the NHS funding for Return to Learn has been channelled through the NHS Learning Account scheme.<sup>3</sup>

### *Working together with multiple partners on employee development*

The advantage of establishing partnership arrangements with more than one employer partner is the economy of scale which can be established. This means that students can be recruited onto courses from a number of different organisations, where a single employer might find it difficult to recruit sufficient to fill all the places available. It also means that more ambitious initia-

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<sup>3</sup> This is a national scheme in the NHS whereby employees without a professional qualification can access up to £150 for developmental learning, through discussion with their line managers on their personal development plan. They can choose a UNISON/WEA course, such as Return to Learn or Communication Skills. Additional courses are now available through this route. Pathways to the Future is designed to assist learners into learning, by building their learning skills, discussing their location in the NHS, identifying options and pathways for future learning and how to get the best out of discussions with line managers on personal development plans. Improve Your Study Skills is aimed at staff who have already achieved NVQ level 2 or 3 who are comfortable in their key skills, but need to develop their academic skills if they are to progress into professional training (e.g. nurse training). Other courses provided through the Open University are also available.

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tives can be taken. The multi-employer partnership has made it possible to establish a whole framework of progression routes and took less time to achieve than it would have done if it had been based on a single employer.

These economies of scale are important in aiding access to external funding and, in particular, more substantial funding over a longer period. The partnership in Suffolk is underpinned by complex external funding arrangements which may mean that partner organisations and different sections of their workforce qualify for different sources of financial support. This may mean that considerable effort needs to be put into securing resources. Once secured, this may involve meeting targets set by the external agency which may distract from the primary objectives of the partners.

### *Discussion*

This case study demonstrates how development learning related to employees' needs was provided through a partnership between the trade union UNISON and two public sector employers, the Social Services Department of the local authority and the NHS Trust.

The learning programmes provided an opportunity for formal learning which had not previously existed, which contributed to employees' self-confidence and developed their study skills, so that they could progress into other forms of learning and competence assessment. The courses combined small group teaching and home study. They were certified by Open College Network Credits, which are recognised by colleges and universities for access to higher level courses. These are not a requirement but many public sector managers and trainers believe that courses such as those provided through the UNISON/employer partnerships contribute to and build on employees' capacity to undertake NVQ assessment.

At the same time, care workers are required by law to undertake competence assessment to NVQ standards, in order to register. This assessment certifies their ability to conduct a range of tasks at different levels. A criticism of NVQs is that they do not take into account underpinning knowledge and that learning programmes are not required in order for competence to be assessed (e.g. Grugulis, 2003; Senker, 1996; Wolf, 1995).

The students undertaking the Diploma in Social Work through the work-based route were assessed on the basis of professional education requirements by Ruskin College, Oxford. The teaching was conducted in a traditional way in small tutorial groups. The students worked four days a week in their jobs whilst studying the course, but were also provided with a range of placements with different client groups within the same local authority and also more demanding cases within their own departments. There was therefore a strong link between teaching, practice and assessment, which was reinforced by the

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involvement of practice teachers who worked for the same organisation. There was little use of the accreditation of prior learning, except in the area of knowledge of welfare rights (Darvill, 2002).

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## **SOCIAL CARE CASE STUDY NO.2: ESTABLISHING REGIONAL EMPLOYER FORUMS TO SUPPORT TRAINING AND COMPETENCE ASSESSMENT: THE ROLE OF LOCAL AUTHORITIES AND THE TRAINING ORGANISATION FOR THE PERSONAL SOCIAL SERVICES (TOPSS)**

As outlined above, statutory requirements for induction and foundation training were introduced in April 2002 by the Care Standards Act 2000 (published in 2001). By 2005 all care workers must be registered individually and there are targets for NVQ assessment so that employers can demonstrate that they have a competent workforce (see footnote 2 above). These are the principal mechanisms driving investment in training and the assessment of worker competence. In addition, the Act sets environmental standards for room sizes, bathing facilities and single rooms. Many home-owners have been struggling to meet these requirements.

The organisation with responsibility for education and training strategy in this sector is the Training Organisation for the Personal Social Services (TOPSS) and has separate structures in England, Wales, Scotland and Northern Ireland. It is a strategic body which works with the government and other agencies to support training, including activities at regional level through regional forums. The board is made up of representatives of employer networks, trade unions, higher education, trainer networks, service users, carers and professional bodies. Small and medium-sized enterprises are represented through employment networks such as the UK Homecare Association and the National Care Homes Association. There are 20 staff working for TOPSS England, including the Chief Executive. It is in the process of becoming a Sector Skills Council.

The key issues in the sector are to encourage employers, especially small ones, to invest in training. Some resent the new standards and are reluctant to invest in the training of low paid staff because 'they only leave'. TOPSS emphasises that training can contribute to retention, particularly with a workforce which is mobile between sectors (private and public, NHS and local authority, agency work). Moreover, low wages mean that employers are in competition for staff with supermarkets, where work does not involve intimate care and management is more professional. The quality of training provision is also an issue. There are two frameworks for Modern Apprenticeship in the sector (at NVQ levels 2 and 3), but their take-up by new entrants is restricted by the fact that under 18s can not perform intimate care. In Wales, the upper age limit has been increased on MAs to extend the scope for training young entrants under the scheme, although apprentices in England must complete by age 24.

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One of TOPSS's objectives is to support training in the care sector through seeking resources for training from different sources. For example, there is funding available through the Department of Health (DOH) to support education and training, but it is often difficult for small organisations to access this. In 2002 TOPSS England received £15 million from the DOH to support training in small organisations through its structure of regional forums and some local authorities have been instrumental in supporting this initiative. As local authorities increasingly become commissioners rather than direct providers of care services, this role in providing training support may become of increasing significance. There are therefore a range of sources of support available to home-owners: regional TOPSS officers, employer networks, colleges, local authorities, the National Care Standards Commission and training providers. TOPSS has played a role in sign-posting this information, by putting information on its webpage and publishing 'frequently asked questions' sheets.

Meeting the Care Standards requirements is a significant issue for employers in social care, alongside more general issues problems of staff recruitment and retention in a period of labour shortages. As a consequence, local labour market conditions and any changes in them, can have an enormous impact on individual care homes. In some localities, the introduction of the National Minimum Wage (NMW) in 1998 resulted in increased labour costs for employers. Although the NMW on its own has not been a major driver in training, along with other developments in standards, it is contributing to the introduction of more effective HRM practices as owner-managers have needed to examine how they manage labour. This may encourage managers to seek external sources of funding for training to offset increased staff costs. Although this support is available, the range of initiatives and agencies – the Department of Health, Learning and Skills Councils, local government training support - means it may not be very accessible to small businesses. There are fewer pressures to review and adapt staffing practices where recruitment is not a problem. TOPSS produced a pamphlet with the Department of Trade and Industry on 'Management Best Practice' (Department of Trade and Industry, 1999) which encouraged small and medium companies to adapt to the NMW by improving their management practices.

### *Social care in Northamptonshire*

The ability of care services to meet the new statutory requirements will ultimately affect their ability to continue to operate. Although the organisations in this sector are businesses, the environment they operate in is not a market in the same sense as in other parts of the private sector. Their major customers are local authority social services departments which pay a fixed

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rate per week per resident. These rates have not increased in line with costs, at a time when there has been pressure on wages, requirements to train and assess competence and to upgrade the quality of the physical environment.

Another characteristic specific to this sector is that these organisations are in competition for skills which are used not just by other independent businesses of the same size. The skills are in demand in local authority homes, in the NHS and in the voluntary and agency sectors. The organisation's ability to recruit and retain staff is therefore influenced by national pay and conditions of service in the public sector although this is mitigated, to some extent, by the fact that labour is often recruited from the immediate local area. On the positive side, this may mean that it is possible to recruit staff who have had the benefit of training in relatively well-resourced public sector organisations who are willing to work for the pay and conditions on offer. This may also mean that they expect training and development opportunities to be part of the employment package. Equally, the convenience of working close to home and the fact that long-term relationships are built up with staff and clients may encourage staff from seeking alternative employment.

A further distinctive characteristic of the sector is that the homes are providing a public service even if they are businesses and need to make a profit for their owners. Amongst owner/managers there may be a strong sense of vocation, often derived from a background in nursing, although this is not the case everywhere. The Care Standards regulations are reinforcing the ethos of care in the sector, along with the increasing professionalisation of the workforce. This marks a significant shift for some private homes which were set up in the 1980s and were seen by their owners as an investment in an unregulated sector.

*The role of the local authority, Northamptonshire County Council, in supporting training in social care*

Small organisations are not well-placed to provide training and competence assessment for their workforce because they do not have the economies of scale to support a dedicated Human Resources manager or trainer. Therefore it is useful to examine the sources of support they draw on and the extent to which they engage in cooperative arrangements with other employers within their sector. The UK is particularly weak in the development of intermediate institutions based on principles of social partnership and employer cooperation around questions of skills supply and development. It is therefore useful to examine the sources of expertise these small organisations use and the relative role of the local authority, as the commissioner of care services, in this.

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In Northamptonshire, a significant development has been the county council's decision to fund a training and development officer, plus part-time administrative support, for the independent and voluntary sector in social care and health to help local organisations meet the statutory requirements. This officer had identified the need to collect accurate workforce data on training; to plan training programmes and obtain funding for them; and to work towards the General Social Care Council's targets for individual registration of care workers by 2005. The responsibilities of the training and development officer involve supporting training in induction standards, foundation standards, the attainment of NVQ level 2 by care workers and level 3 if they work with children. It also involves training for registered managers to NVQ level 4 (see footnote 2). In order to do this, a sub-regional group of employers had been created to work together to develop the plans, share resources and make joint bids for resources with a view to supporting small and medium-sized organisations in the social care sector. He also arranges bi-monthly meetings, workshops and seminars: produced guides and newsletters; and serves as the primary conduit for information about training in the sector. As an example of this integrated approach he was trying to develop, he cited an instance where he had facilitated a link between two care homes which allowed the organisations to share training and to jointly employ a full-time member of staff to help meet standards.

One of the problems associated with training and competence assessment in this sector was the large number of sources of funding, which make it difficult for small organisations to access them. These funds are allocated to Business Services, Learning Support, the Employment Service, the Benefits Agency and are distributed across the county. The sub-regional group of employers has established links with national initiatives. This included the Training Organisation for the Personal Social Services, which has responsibility for workforce development in the sector and channels funding to regional employer networks; the National Health Service Workforce Confederations which have responsibilities for workforce data collection in the independent and voluntary care sectors as well as the NHS; and accessing funds through the Local Learning and Skills Council and matched funding from the European Social Fund.

### *Commentary*

The case study demonstrates how the local authority has played a coordinating role, along with the sectoral training body, TOPSS, in supporting the access of small private and voluntary sector employers to training and competence assessment. Some of this is driven by statutory requirements for workers to attain induction and foundation standards through training in their first

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few months of employment, and to attain NVQ qualifications leading to registration. Smaller organisations do not have access to the resources to support this on an individual basis and so the creation of collaborative arrangements has been particularly significant. Since the funding which supports these developments comes from a range of different sources, the role of the local authority and TOPSS is important in acting as a unifying channel for these different resources. The standards are national standards which are assessed by trained assessors and certified through the creation of a portfolio of evidence. In addition, these small organisations may have access to information through membership of employers' associations and, in the case of the voluntary sector, charitable organisations, such as Age Concern. The trade unions do not have a formal role in these developments at local level, unless the local authority as an employer has a partnership with UNISON and the learning opportunities are extended to the private sector. Since workers in small care homes are often non-unionised, they may not have access to alternative sources of information about union-provided courses.

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■ IRES

*CASE STUDIES*

*FRANCE*



*Case Studies on Social care sector.  
The Role of the Local Authorities and the Social Partners in  
Promoting Training in France*

Catherine Vincent

Novembre 2004



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## INTRODUCTION

This report is presenting three case studies conducted with reference to the framework agreed on at the “Leonardo Project” meeting in Prague. The first case study, which is common to all partners, focus on the role of public authorities and the social partners in managing training at the local level. In France, the vocational training system is highly institutionalised and, since twenty years, most particularly since the 1993 law on decentralisation of training, local authorities at regional level (*Conseil régional*) play a leader role in managing and promoting training. In this case, we intend to analyse the intervention of the regional authorities in training policies and their links with social partners, as well in formal than in non formal learning.

The aim of the two following case studies is to focus on workplace learning - with or without the participation of training institutions – in a particular sector selected during the Leonardo project meeting in Prague: the social care sector. The first one is dedicated to the intervention of the sector-level social partners in enhancing, managing, evaluating and recognising continuous training. In this case, the local authorities are not involved as actors. However, regarding the influence of the sector-level social actors in establishing orientations and practices for formal and informal learning in France, it would be useful to consider the continuous vocational training policy at the sector-level. Finally, the second social care case study is focusing on a particular type of training interventions, the certification of vocational experience (VAE – *validation des acquis de l'expérience*) which local authorities and the sector-level social partners put into practice.

According to the central issue of the “Leonardo Project”, the last case study concentrate on the involvement of the local authorities and the social partners in the process of the recognition of informal learning and competencies. In this approach, learning can take place both within processes of work and outside the professional environment. The certification of these two parts of informal learning is the strategy adopted by France to implement the European concept of lifelong learning. How to certify informally acquired competencies will be analysed in more details in the two social care studies.

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## CASE STUDY N° 1

### *The role of the local authorities and the social partners in promoting training*

The decentralisation of training is a long term trend in France which has strengthened the role of local authorities in the regional training policy. The march 2004 law on local responsibilities has completed these evolutions: now, the regional authorities are responsible for “defining and implementing the policy intervention on vocational and educational training for young people, unemployed and adults who want to improve their skills”. Nevertheless, as shown in the earlier report provided for the Leonardo project, training for workers in employment is still in charge of social partners at sector-level and an employers prerogative for in-house-training (under the control of work councils through training plans in large companies).

The successive national evaluations (Comité de coordination, 2000) outlines that, after twenty-five years of decentralisation of public policies, the regional authorities play now a central role in promoting lifelong learning to create a skilled workforce. At the same time they allow the adaptation of training supply to the needs of population and enterprises, they also develop local initiatives which linked training project and local economic development.

#### *1) The regional training and employment action*

We can identify the following roles for regional authorities in skill development:

- jointly with the regional structures of the Ministry of Education (*Rectorats*), they manage young people’s vocational education through their funding to the Education system. They also establish the offer of education by laying down the regional school map which makes out the list of educational establishments of the region;
- they have a broader responsibility for funding and managing the apprenticeship system;
- jointly with the unemployment insurance system and the training boards, they fund and co-ordinate interventions on young and adults further training.

To achieve their objectives on training policy, the regional authorities exercise control over the four main channels of training:

- school-based programs in the vocational and technical education system;
- apprenticeship programs;

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- sandwich course programs (*contrats d'alternance*) for young people and unemployed adults;
  - continuous training programs for adults who want to improve their skills.

Since 2002, they also play an important role in promoting certification of vocational experience (*validation des acquis de l'expérience – VAE*). A network specialised on aid and advice about VAE was created in each French region (*Cellules régional interservices – CRI*). The regional authorities take now a great part in encouraging VAE in relation to skill development for unskilled workers in a lot of sectors such as social care.

To produce coherence and strategic direction in the regional training policy, the regional authorities set targets for training in regional plan for vocational training development (*Plan régional de développement de la formation professionnelle – PRDFP*) and co-ordinate the interventions of the others local training actors: public administrations (decentralised structures of the Ministry of Labour, public employment services...), public or private training bodies. It is also necessary to build partnerships at local level with the sector-level representations of employers and trade unions (*branches professionnelles*) and the Chambers of commerce or industry.

Because of the complexity of the French vocational training system and our tradition of administrative centralisation, the regional authorities find difficulties to enforce their legitimacy to the numerous local training actors. The successive national evaluations (Comité de coordination, 2000) identify four main weaknesses:

- contradictions between the two goals of the regional policy intervention: the first one is to improve skills through training programs (long term target), the second one is to provide employment for young and unemployed people (short term target);
- the efficiency of the network specialised on advice, information and orientation for unskilled young people which used to be a state prerogative;
- in several region, the lack of relations between the regional authorities and the social partners;
- the lack of recognised consultancy services to provide regional expertise on the evolution of employment and training needs.

## 2) *Local partnership arrangements between regional authorities and social partners*

To implement their plans of action on training, the regional authorities need to co-operate with social partners and have carried on partnership arrangements with the organisational actors who represent trade-unions and

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employers at local level. These arrangements allow the social partners to deal with the implementation, monitoring and follow-up of the regional training policy.

Since the beginning of the 90', various types of partnership have been built with the actors of industrial relations in the field of training. Three forms of social partnership arrangements can be pointed out.

1) dialogue between public actors and social partners organised by the regional authorities

Several statutory bodies or committees hold consultations in the field of employment and training at regional level. The COREF (*Comité régional de l'emploi et de la formation professionnelle*) which is composed of unions and employers' associations representatives and delegate of the public administrations is mainly a scene where partners can exchange informations instead of a tool for drawing up training programs.

The CESR (*Conseil économique et social régional*) is a four-party council (unions, employers' associations, personalities from the civil society and regional elected members) and can create *ad hoc* working committees which often play a central role in providing expertise and prospective knowledge on employment and training needs.

2) dialogue between the regional authorities and multi-sector bodies

As an output of regional collective bargaining on employment and training, social partners have set up regional multi-sector joint committees (COPIRE – *Commission paritaire inter-régionale de l'emploi*) and multi-sector jointly-run training board (OPCAREG, AGEFOS-PME...). The involvement of the social partners in those bodies varies along with the region. When the social partners take an active part in the COPIRE, they work out training programs financed by OPCAREG or regional structures of the AGEFOS-PME.

3) partnerships between the regional authorities and sector-level organisation

These kind of partnership arrangements are the most easy to set up. Traditionally, the involvement of the social partners in the French system of vocational training go through sector-level organisations which are the most important level both for implementation and funding of training policy.

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Until the 90', trade unions and employers' associations were not well organised at regional level. Nowadays, on the employer-side, the MEDEF has reinforced its regional structures both on sector (UPR – *Union professionnelle régionale*) and multi-sector level. On the contrary, trade unions have met with obstacles and unwillingness to give structure to their regional branches. For them, the region is neither a scene of action, neither a relevant level for collective bargaining. Only one union, the CFDT, has developed itself at regional level, rather the multi-sector structure than the sector one.

Nevertheless, during the last period, the regional authorities used to conclude agreements on skill improvement and training development (*Convention d'objectifs*) with the industrial relations representatives at sector level: UPR and jointly-run training boards.

A number of weaknesses have been stressed on the French vocational training management. Casella (1999) and Vincent (2002) frame the relatively weak role of the social partners at local level. Because of the weakness of the social partners at regional level, which remain also centralised organisations, the regional authorities conduct partnerships mainly in practice with national sectoral bodies. These practices have two perverse effects:

- the regional authorities sustain training programs in sectors where the social partners are the strongest which are not necessarily those with a high level of job creation (construction, metal industry...);
- transferable (means cross-sector) skills or competencies are not taking into account in sectoral training programs.

To palliate those effects, the regional authorities try to implement partnership with new social actors as COPIRE or Chambers of industry.

### *3) New ways for regional regulation of training policy*

Several regions encourage the local training actors to build up partnerships and common projects. The aim of these projects seems to respond to training needs shared by several economic sectors (transferable skills, adaptation to new technologies...), to develop shared competencies, to share solidarity between sector with different seasonal activities...

Vincent (2000, 2001) analyses three examples of these new forms of regulation:

- in Haute-Normandie, the regional authorities conclude agreements with the COPIRE (led in this region by the MEDEF and the CFDT). The goal of these successive actions were to reintegrate unskilled or long term unemployed workers;

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- in Pays-de-la-Loire the regional authorities built up with the Chambers of industry training programs dedicated to transferable skills in the tertiary sector, particularly for unskilled young workers;
  - round Angoulême, a city where new industries of cartoons and video games is spreading, the social partners have signed a local collective agreement called “pôle image”. With the logistic and financial support of the regional authorities of Poitou-Charente, the agreement set up training pathways for workers.

As we shall see in greater details in the third case study on social care sector, since 2004, the law allocate to the regional authorities the organisation and the management of the network specialised on aid and advice about VAE and the assistance to the VAE candidates. The goal of certification is to make informal learning results visible. The process of certification means a written evaluation by an outside party of the experience of the candidate. In this connections, the problems are how to measure and define criteria for the VAE. The other aspect of the process of certification is the one of the accompaniment of the candidate in his pathways of VAE. The purpose of the accompaniment is both to evaluate the broader competencies acquired by the candidate at the workplace and also to refer these competencies to professional requirements and training pathways.

As far as the regional authorities are concerned, they look at the second aspect. As a recent report of the HCEEE (2004) emphasises, the accompaniment of people in the required procedures to obtain VAE appears as a deciding factor in the success of the certification. It must however be recognised that, for the moment, the involvement of the regional authorities in the process of VAE is very unequal. According to the HCEEE, even in the involved regions, the problem stay to increase co-ordination between the regional network and the public intermediaries in the labour market (ANPE, Assedic...).



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## CASE STUDY N°2

### *The social care sector: challenges of professionalisation for a sectoral joint body*

The social care sector is a very heterogeneous sector because it concerns residential and domiciliary care for elderly, children or disabled people; it groups private and public structures; workers can be professionals with high level diplomas or unskilled workers.

Regarding the objectives of the Leonardo project, it seems relevant for France to focus on domiciliary non medical care, what is called in France the home-help sector (*l'aide à domicile*). Actually, staff who assumes responsibility for medical care (nurses, nursing auxiliary, paramedical staff...) are highly qualified. As a matter of fact, 90% of those who practice social care are unskilled. This first case study on the home-help sector is focusing on training policy at sectoral level. As we shown in the first case study, despite of the new role of regional authorities, professional employers' associations and sectoral trade-union federations, through their joint-managed sectoral training body, are still the main actors in managing vocational training and vocational certifications.

The organisation of a sector facing major challenges and constraints is a recent target for public policy. The professionalisation of workers and the quality of services are on the bargaining agenda in this sector. The home-help social partners has, over the past few years, been "professionalising" its workers and seeking to bring together all the existing collective agreements into a single text. They also try to give coherence and transparency to their training programs.

#### *1) The home-help sector*

Bodies providing home-help services in France developed in the wake of the Second World War, initially to serve families and later the elderly. These bodies were non-profit associations and organisations. Associations, mutual societies and local authority personal social services departments still make up the majority of these bodies, though since 1996 private companies have also been authorised to provide home-help services. Organisations either provide services using their own resources an staff, or act as go-between, putting home-helpers in touch with employers and managing helpers for third-party employers. The home-help industry now employs approximately 150 000 workers. 80 000 work directly at the home of their clients as social auxiliary,

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mostly are part-timers women. For historical reasons, they are covered by four different collective agreements.

Making staff more professional and improving the quality of service have been at the centre of changes in the home-help sector over the past few years. A standardisation process resulted in the French standards association (*Association française de normalisation – AFNOR*) publishing a home-help service standard in September 2000. Legislation adopted in January 2002 overhauling social and medical social action defines a status for home-helpers and requires them to be trained. In response to these changes, and also to the new demands of clients, it was necessary to attempt to raise the profile of jobs in home-help sector. The industry faces difficulties in recruiting and retaining staff, while demand is high and a third of home-helpers are aged 50 or over.

## *2) New classification and professionalisation on the bargaining agenda*

Viewing the existing system of co-ordinating the representation of home-help employers as having reached its limits, the two largest employers' organisations, UNASSAD (10 000 schemes with 70 000 workers) and ADMR (3 000 local associations with 52 000 workers), proposed the creation of an official employers' federation to be known as USB-Domicile. The aim was to give operators in the home-help sector greater representation towards the government and to encourage the promotion of a single industry-wide collective agreement. However, three of the other four main organisations<sup>1</sup> declined to join the new body because of the proposed vote-weighting rules. Unlike the previous process for co-ordinating employer representation in the sector, vote-weighting in the new federation is calculated according to the respecting size of the member organisations.

The establishment of the USB-Domicile in 2004 marks a new milestone in the organisation of the sector and a new dynamic for collective bargaining. At the same time, a collective agreement signed by all the home-help sector federations of trade unions aims to establish vocational progression routes and job progression within the workplace. Through household tasks, the home-helpers help their clients to maintain their physical and intellectual self-sufficiency. The social partners have classified more than twelve jobs in vocational channels. The agreement aims to make jobs more prestigious and easy to identify and to provide social guarantees to workers. The agreement set in place:

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<sup>1</sup> ADESSA, 224 member associations with 25 600 workers  
- FNAID, 100 associations with 7 500 workers  
- UNACSS, 200 member associations with 2 600 workers

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- a new classification system with 3 separate job categories and a clarification of tasks and duties;
  - an opportunity for professional advancement through the acquisition of new skills within a framework of a training scheme or certification of vocational experience (VAE);
  - a significant increase in wages averaging 24% over 3 years, half of which was to be paid in the first year. The increase should enable State social auxiliary diploma holders to reach a pay scale comparable with that of nursing auxiliaries.

After the agreement was signed in March 2002, the government hesitated in endorsing and extending it to the whole sector. After various changing of tack, the agreement has, since July 2003, only covered the members of the signatory organisations and has failed to put an end to the coexistence of the sector's four different collective agreements. The main difficulty in sector-wide implementation of the agreement stems from the increases in charges for home-help that this would require. They are many different funding bodies (the Social security insurance funds and the "departmental" authorities) and their local bodies have independent decision-making authority. Only the National Old-age Insurance Fund for Wage-Earners (*Caisse nationale d'assurance vieillesse des travailleurs salariés – CNAVTS*) opted to endorse the increase in fees required by the agreement. This decision was binding on regional funds. In 2003, many home-help services found themselves in the red.

Even without taking into account increase in wages, the professionalisation of the staff leads mechanically to the increases in charges. Nevertheless, the social partners of the sector want to promote professionalisation through their sectoral training policy and VAE.

### *3) A training policy based on certification of experience*

As we have yet notice, almost 90% of the home-helpers are unskilled women who return to work or young with scholar problems. Besides 80% of home-help sector workers are part-timers. The main obstacle of professionalisation in this sector comes from the twofold content of home-help jobs: one part of the job consists in housework tasks that people think everybody (every women!) can do it; the other part of the job consists in supporting persons in their dairy-life which requires competencies and experience.

Taking into account this assessment, the home-help sector trade unions have claimed for processes of recognition of vocational experience. As a result of their actions, a system of reference for jobs requirements (*référentiel d'emploi*) was entered in the National Repertory of vocational certification (*Répertoire national de la certification professionnelle*) (see table 1), first for the implementation of the VAE. In march 2002, a State Social Auxiliary Diploma

(*Diplôme d'Etat d'auxiliaire de vie sociale* – DEAVS) was created to replace the Home-help Aptitude Certificate (*Certificat d'aptitude à la fonction d'aide à domicile* – CAFAD), created in 1989. The DEAVS is, as the CAFAD, a level V diploma (*CAP*) you can achieve through VAE. The only condition is to justify of 3000 hours of work as home-help workers in the last 3 years. For two reasons, this diploma is going to be a tool for new careers in home-help jobs: firstly, it is shared by all the home-help sector; secondly, it offers a wide range of inter-links between qualifications.

**Table 1 - Vocational training in the home-help sector**

Jobs	Title of the training	Level	Qualification	Training time	Kind of pathways (FI/FPC/VAE)*
Home-helpers	DEAVS	Level V	Diploma	1 060 h	
	Social auxiliary		Title delivered by a Ministry	70 to 840 h	FPC, VAE
	BEP sanitary and social careers		diploma	2 years with a period in enterprise	FI
Social and family-life technicians	Diploma TISF	Level IV	diploma	18 to 24 mounths (sandwich course)	FI, FPC (VAE in process)
Sector managers	Training			160 h	FPC
Advisers in economic, social and family matters	BTS in eco., soc. and fam.	Level III	diploma	480 h course 360 h in enterprise	FI, FPC
Social workers	State dipoma of social workers	Level III	diploma	3 years	FI

\* FI = formation initiale = school-based vocational education and apprenticeship for young people

FPC = formation professionnelle continue = Continuing vocational training

VAE = validation des acquis de l'expérience = certification of vocational experience

The joint training body of the sector (*Organisme paritaire collecteur agréé – OPCA*), Uniformation, also acts to improve the professionalisation of the staff mainly through partnerships with local authorities (see case study 3). The training programs focus on VAE: in 2003, 5000 candidates have prepared the DEAVS through VAE and 3000 achieved it.

### *Conclusion*

The main difficulty in the improvement of professionalisation in the home-help sector stems from the increases in charges for home help that this would requires. There are many funding bodies: the national old-age insurance fund for wage earners, the family allowances funds and local authorities (at district level).

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## CASE STUDY N°3

### *Local authorities and certification of vocational experience in the social sector*

For twenty years, the regional authorities have enjoyed over-increasing jurisdiction and means in the area of vocational training. Since 2004, the law allocates to them the organisation and the management of networks specialised on aids and advice about VAE and the assistance to the VAE candidates. Most of the French regional authorities support institutional partnerships between the various protagonists in vocational training. Such experiments have been taken place in the social care sector.

#### *1) Context*

Since 2002, the principle of certification of vocational experience is legally established. The principle is that every person in employment has the right to have his or her work experience validated and counted towards any vocational diploma or certificate. It should be borne in mind that in France, continuing training mainly benefits the best qualified workers, while 26% of employees still have a level of initial training below that of the certificate of vocational aptitude (Certificat d'aptitude professionnelle, CAP). A manager in a company with more than 500 employees is 10 times more likely to be given training than an unskilled worker in a small or medium-sized enterprise.

One of the first targets of certification of vocational experience and knowledge is to fight against disparities in access to training at company level. Three categories of workers are particularly disadvantaged: the relatively unskilled, women and employees of SMEs. Most of the home-helpers belong simultaneously to the three categories. In this sector, combined work/training schemes take account of and integrate the desire for greater professionalisation, while at the same time promoting the integration of young people into the workforce. These schemes are developed and upgraded by the social partners of the social care sector.

Under the new law, all experience of work must be taken into account. The employers' associations and, more recently, the trade unions have long been advocating the recognition of skills by means of validating vocational experience. In many sectors, as we see in the social care sector, social partners set up occupational reference scales for each band of occupations. Elements common to several of them will enable employee mobility between jobs. The VAE is the right tool for building new mobility because it implements new links between formal and informal qualification accreditation.

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The main difficulty with the VAE process is that it is an individual step. That is the reason why accompaniment of potential candidates is so important. Through partnerships with social partners, the regional authorities try to palliate the low level of take-up by employees.

## *2) Experiments at grassroots level*

In Champagne-Ardenne, all the regional protagonists of vocational training have concluded a regional agreement for promoting training in the social care sector. This agreement is signed for three years (2003-2005). The target of the agreement is to upgrade competencies and qualifications of homehelpers in the region. Five types of actions were selected in 2003: accompaniment to VAE, achievement of the DEAVS through VAE and achievement of DEAVS, sectors managers qualification, social and family-life technicians diploma through continuing vocational training.

In 2003, 124 employees from 8 enterprises have followed 3 930 hours of training for a total cost of 117 535 Euros. The programs were financed with the supports of the European social funds (50%), the regional authority (12%), the ministry of Labour (8%), the enterprises (15%) and the joint sectoral training body Unifformation (15%).

The training programs planned in 2003 were not totally realised because of the lack of candidates. This result emphasised the importance of the accompaniment to VAE for unskilled workers. It also point out the weakness of the social care trade unions within enterprises and their difficulties to promote VAE at the workplace.

Nevertheless, a more successful experiment can be describe. It has been taken place in Rhône-Alpes. The difference with the previous one is the level of implementation of training programs. The project was also financed by the regional authority and the social partners of the social care sector but it was taking over from local structures. The local structures of the Association for adults vocational training (*Association pour la formation professionnelle des adultes* – AFPA) in Chambéry and Annecy set up a partnership with the employers' association ADMR and the Croix-Rouge. The target of the action is the achievement of the life assistant certificate (*assistante de vie*) which is a diploma deliver by the social partners of the sector (cf. annexe 1).



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## Répertoire National de la certification professionnelle

### Résumé descriptif de la certification

#### Intitulé

TP : Titre professionnel assistant (e) de vie

#### Autorité responsable de la certification

Ministère chargé de l'emploi (DGEFP)  
Modalités d'élaboration des références :  
CPC transport, commerce et services

#### Qualité du signataire de la certification

Directeur départemental du travail, de  
l'emploi et de la formation professionnelle

#### Niveau et/ou domaine d'activité

V (Nomenclature de 1969)  
3217 - Organismes d'aide à domicile ou de maintien à domicile

#### Code NSF :

330s Spécialités plurivalentes des services aux personnes (production)  
330t Spécialités plurivalentes des services aux personnes (réalisation du service)

#### Résumé du référentiel d'emploi ou éléments de compétence acquis

L'assistant (e) de vie apporte une aide professionnalisée, dans le cadre de vie privé des personnes (logement individuel, foyer-logement, chambre privée dans un foyer résidence) :

- pour accomplir avec la personne qui n'est pas en capacité d'assurer seule les actes essentiels de la vie quotidienne pour des raisons diverses ( âge, accident, handicap, maladie...) de façon momentanée ou permanente, dans un processus évolutif ou régressif ;
- pour relayer les parents dans la garde active des enfants.

Le service d'aide est fonction des besoins de la personne et de son environnement.

Cet emploi est constitué le plus souvent de contrats à temps partiels, auprès d'employeurs multiples.

Cet emploi nécessite des déplacements. Dans certaines zones rurales, ces déplacements peuvent prendre un temps important et la possession d'un véhicule est alors nécessaire.

Les horaires sont variables, décalés, y compris le travail de nuit, de fin de semaine.

#### Capacités attestées et descriptif des composantes de la certification :

##### 1. ASSISTER LES PERSONNES DANS LA REALISATION DES ACTES DE LEUR VIE QUOTIDIENNE

Prendre contact avec la personne et débiter l'intervention d'aide dans la réalisation des actes de leur vie quotidienne.

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Faire face aux situations d'urgence avec les personnes à leur domicile.  
Contribuer au maintien de l'autonomie physique et intellectuelle des personnes.  
Aider les personnes à s'alimenter.  
Aider les personnes à assurer leur hygiène corporelle.  
Aider les personnes à se déplacer, aider les personnes alitées.  
Aider les personnes dans leurs démarches administratives et leur vie sociale.  
Rendre compte et établir les liens nécessaires lors de l'aide aux personnes dans la réalisation des actes de leur vie quotidienne.

## 2. ASSURER LA GARDE ACTIVE DES ENFANTS ET DES BEBES A LEUR DOMICILE

Prendre contact avec les parents et débiter l'intervention de garde des enfants à leur domicile.  
Assurer la sécurité physique et morale de l'enfant lors de la garde à domicile.  
Contribuer aux apprentissages de base des enfants lors de la garde à domicile.  
Faire manger les enfants et les bébés lors de la garde à domicile.  
Assurer la toilette, le change, l'habillement des enfants et des bébés lors de la garde à domicile.  
Assurer les levers et les couchers des enfants et des bébés lors de la garde à domicile.  
Veiller à l'occupation des enfants lors de leur garde à leur domicile.  
Rendre compte aux parents et conclure l'intervention de garde d'enfant à leur domicile.

## 3. ASSISTER LES PERSONNES DANS LA REALISATION DE LEURS TACHES DOMESTIQUES

Débiter et organiser l'intervention d'aide aux personnes dans la réalisation de leurs tâches domestiques.  
Aider les personnes à préparer leur repas.  
Aider les personnes à faire leurs courses.  
Aider les personnes à entretenir leur logement.  
Aider les personnes à entretenir leur linge.  
Vérifier son travail et rendre compte lors de l'aide aux personnes dans la réalisation de leurs tâches domestiques.

### **Secteurs d'activité ou types d'emplois accessibles par le détenteur de ce diplôme, ce titre ou ce certificat**

Cet emploi s'exerce dans le cadre d'associations d'aide à domicile tant en mandataire qu'en prestataire, dans le cadre d'entreprises de services à la personne, en emploi direct.  
Cet emploi peut également s'exercer au sein d'institutions spécialisées (pavillons de vie pour les malades atteints de la maladie d'Alzheimer ,par exemple). Le secteur des assurances tend à développer des emplois d'assistance à domicile.

#### Types d'emplois accessibles :

Aide à domicile.  
Auxiliaire de vie.  
Dame de compagnie.  
Garde à domicile.  
Garde d'enfants.

Codes des fiches ROME les plus proches : 11112 11113  
(en cours de validation par l'ANPE)

#### Réglementation d'activités :

Néant

#### Modalités d'accès à cette certification

##### Descriptif des composantes de la certification :

Le titre professionnel est composé de trois certificats de compétences professionnelles ( CCP) qui correspondent aux activités précédemment énumérées.

Le titre professionnel est accessible par capitalisation de certificats de compétences professionnelles ( CCP) ou suite à un parcours de formation et conformément aux dispositions prévues dans l'arrêté du 25 novembre 2002 relatif aux conditions de délivrance du titre professionnel du ministère chargé de l'emploi.

Validité des composantes acquises : 3 ans

Conditions d'inscription à la certification	Oui	Non	Indiquer la composition des jurys
Après un parcours de formation initiale		X	
En contrat d'apprentissage		X	
Après un parcours de formation continue	X		Le jury du titre est désigné par la DDTEFP. Il est composé de professionnels du secteur d'activité concerné par le titre. (Art 6 du décret N° 2002-1029 du 2 août 2002)
En contrat de qualification	X		Le jury du titre est désigné par la DDTEFP. Il est composé de professionnels du secteur d'activité concerné par le titre. (Art 6 du décret N° 2002-1029 du 2 août 2002)
Par candidature libre		X	
Par expérience	X		Le jury du titre est désigné par la DDTEFP. Il est composé de professionnels du secteur d'activité concerné par le titre. (Art 6 du décret N° 2002-1029 du 2 août 2002)

#### Liens avec d'autres certifications

#### Accords européens ou internationaux

<u>Autres certifications :</u> Diplôme d'état d'auxiliaire de vie sociale (DAVS). Les possesseurs du titre ou des trois certificats de compétences professionnelles (CCP) se voient reconnaître quatre modules du diplôme d'état d'auxiliaire de vie sociale (DAVS).	
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#### Base légale

##### Référence du décret général :

Décret 2002-1029 du 02 août 2002 relatif au titre professionnel délivré par le ministre chargé de l'emploi (JO du 06 août 2002).

##### Référence arrêté création (ou date 1er arrêté enregistrement) :

Arrêté du 22/07/2003 paru au JO du 01/08/2003

##### Référence du décret et/ou arrêté VAE :

Arrêté du 25 novembre 2002 relatif aux conditions de délivrance du titre professionnel du ministère chargé de l'emploi.

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## FRANCE NOTE ON THE SOCIAL CARE CASE STUDY N°1 CHALLENGES FOR PROFESSIONALISATION FOR A SECTORAL JOINT BODY

The social care sector is a very heterogeneous sector because it concerns residential and domiciliary care for elderly, children or disabled people; it groups private and public structure; workers can be professionals with high level diplomas or unskilled workers.

Regarding the objectives of the Leonardo project, it seems relevant for France to focus on domiciliary non medical care. As a matter of fact, 90% of those who practice social care are unskilled. The professionalisation of workers is at stake in this sector.

Bodies providing home-help services in France developed in the wake of the Second World War, initially to serve families and later the elderly. These bodies were non-profit associations and organisations. Associations, mutual societies and local authority personal social services departments still make up the majority of these bodies, though since 1996 private companies have also been authorised to provide home-help services. The home-help industry now employs approximately 150 000 workers. 80 000 work directly at the home of clients as social auxiliary, mostly are part-timers women.

Making staff more professional and improving the quality of service have been at the centre of changes in the home-help sector over the past few years. A standardisation process resulted in the French standards association (Association française de normalisation – AFNOR) publishing a home-help service standard in January 2002 overhauling social and medical social action defines a status for home-helpers and requires them to be trained. In response to these changes, and also to the new demands of the clients, it was necessary to attempt to raise the profile of jobs in home-help sector. The industry face difficulty in recruiting and retaining staff, while demand is high.

The creation of a home-help employers federation was the response for facing major challenges and constraints. The establishment of the USB-Domicile in 2004 marks a new milestone in the organisation of the sector. At the same time, a collective agreement signed by all the home-help sector federations of trade unions aims to make jobs more prestigious and easy to identify, provide social guarantees to workers. The agreement set in place:

- a new classification system with 3 separate job categories and a clarification of tasks and duties;
- an opportunity for professional advancement through the acquisition of new skills within a framework of a training scheme or certification of vocational experience (VAE);

- 
- a significant increase in wages averaging 24% over 3 years.

The joint training body of the sector (Organisme paritaire collecteur agréé – OPCA), Uniformation, also acts to improve the professionalisation of the staff. The home-help auxiliary were added in the national repertory of vocational certification (Répertoire national de la certification professionnelle). In march 2002, a State social auxiliary diploma (Diplôme d’Etat d’auxiliaire de vie social – DEAVS) was created. All these qualifications can be obtain through VAE.

### *Commentary*

The main difficulty in the improvement of professionalisation in the home-help sector stems from the increases in charges for home help that this would requires. There are many funding bodies: the national old-age insurance fund for wage earners, the family allowances funds and local authorities (at district level).

## **FRANCE NOTE ON THE CASE STUDY THE ROLE OF THE LOCAL AUTHORITIES AND THE SOCIAL PARTNERS IN PROMOTING TRAINING**

In France, at all levels, the vocational training system is highly institutionalised, and also at regional and local level. Since twenty years, and most particularly since the 1993 law on decentralisation of training, local authorities at regional level play a leader role in managing and promoting training. The regional authority (Conseil régional) is responsible for “define and implement the policy intervention on vocational and educational training for young, unemployed and adults who want to improve their skills.”

The roles of regional authorities in skill development is related to:

- jointly with the regional structures of the Ministry of Education (Rectorats), young people vocational education through funding and laying down the regional school map;
- funding and managing the apprenticeship system;
- co-ordinating interventions on young and adults further training.

Since 2002, they also play an important role in encouraging lifelong learning through promoting certification of vocational experience (validation des

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acquis de l'expérience – VAE). A network specialised on aid and advice about VAE were created in each French region (Cellules régional interservices – CRI). The regional authorities take now a great part in encouraging VAE in relation to skill development for unskilled workers in a lot of sectors such as social care.

Nevertheless, as shown in the earlier report provided for this Leonardo project, training for workers in employment is still in charge of social partners at sectoral level or in large companies (in-house training).

To achieve their objectives on training policy, the regional authorities set targets for training and funding and co-ordinate the intervention of the others local training actors: public administrations (decentralised structures of the Ministry of Labour, public employment services...), public or private training bodies and build partnerships with the sectoral representations of employers and trade unions (branches professionnelles) and the chambers of commerce or industry.

### *Commentary*

Because of the complexity of the French vocational training system and the tradition of administrative centralisation, the regional authorities find difficulties to give coherence and strategic direction to public policy on training at local level. They also have problems to enforce their legitimacy to the numerous local training actors.

Because of the weakness of the social partners at regional level, the regional authorities conduct partnership mainly with national sectoral bodies (Convention d'objectif - CO, Engagement de développement de la formation – EDDF). These practices have two perverse effects:

- the regional authorities sustain training programs in sectors where the social partners are the strongest which are not necessarily those with a high level of job creation;
- transverse (means cross-sectoral) jobs or competencies are not taking into account in sectoral training programs.

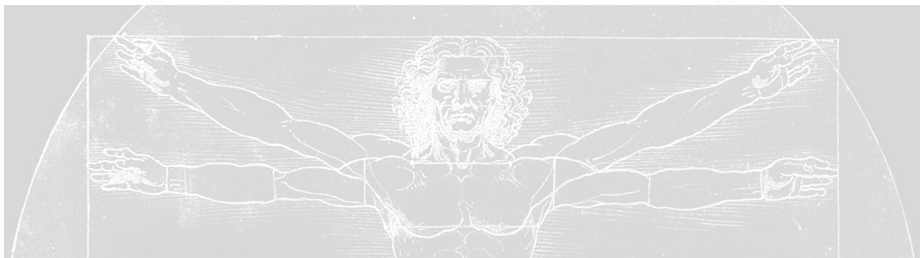
To palliate those effects, the regional authorities try to implement partnership with new social actors as COPIRE which are regional inter-sectoral joint committees (lead by trade unions and employers representatives) or Chambers of industry.



Friedrich-Schiller-Universität Jena  
Jenaer Arbeiten zur  
Wirtschaftspädagogik

# *CASE STUDIES*

## *GERMANY*



*Case studies on work-based learning in Germany*

Armin Jäger - Holger Reinisch - Nadine Völkert





## Volume 2 - DOCUMENTATION

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## 1. INTRODUCTION: PROBLEM AND INTENTION OF THE SURVEY

Our team does research in the field of “Informal Learning in the Process of work in context of further job training” at the department of Business Education at Friedrich-Schiller-University Jena and is the German partner in the Leonardo da Vinci project called “The Relevance of the Social Partners and Public Authorities in managing VET Systems“ (in the following report called “Leonardo Project”). With this report we present our results according to the steps for the survey that we had agreed on at the conference of the project in Prague.

In our first report<sup>1</sup> we described the institutional structure, the legal guidelines and the economic dimension of continuing vocational education & training (CVET) in Germany. With this report, giving local examples and examples of special sectors, we intend to show the developments in the area of determining, evaluating and accepting (certifying) informally acquired competencies in Germany, here especially acquired within the process of work in commercial businesses. According to the central question asked in the “Leonardo-Project”, we concentrate on the participants, namely on the role of the social partners involved in the process of developing and implementing model projects which shall make informal learning and its resulting competencies “visible”<sup>2</sup>. Under the term social partners we subsume the unions, which are active on a nationwide level and are organized according to economic branches, and employers’ associations on the one hand and managers and works committees, which act locally in single companies, on the other hand. The social partners’ activities aim at different levels of designing and controlling CVET, e.g. influencing the guidelines of education policies, developing and regulating training courses, developing, designing, implementing and evaluating educational programs, sponsoring and financing model projects.

In order to develop the specific questions for our survey, we started out with doing literature research considering two complexes of questions:

1. In which relationship do the German discussion about informal learning in the process of work and the discussion in the European neighboring countries and in the organs of the European Union stand? We report about the results of this research in chapter 2.
1. Which activities and strategies relevant to our topic do the social partners pursue in Germany? We report about the results of this research in chapter 3.

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<sup>1</sup> Cp. Jäger, A./Reinisch, H./Volkert, N.: The Continuing Vocational Training System in Germany. Jena 2004 [Jenaer Arbeiten zur Wirtschaftspädagogik, Reihe A, Heft 29].

<sup>2</sup> Bjørnåvold, J.: Lernen sichtbar machen. Ermittlung, Bewertung und Anerkennung nicht formal erworbener Kompetenzen in Europa. Luxemburg 2001 [CEDEFOP].

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On this basis we developed the design and the instruments of our survey (see chapter 4).

Besides the mentioned complex study of relevant literature, 10 relevant parties were interviewed for the survey. We present our research results in this report in the following three case studies:

- **Case Study 1:** “The social partners’ role in certifying informally acquired competencies in the work process – the project “make it” in the chemical industry” (see chapter 5).
- **Case Study 2:** “The continuing vocational education and training system in the IT-sector in Germany – a Nationwide Analysis ” (see 6.2).
- **Case Study 3:** “The continuing vocational education and training system in the IT-sector in Thuringia – a Regional Analysis” (see 6.3).

While case study 1 is dedicated to an example of a cooperation project between works committees, management, the responsible union and the responsible employers’ association on the level of a single company of the chemical industry, the following two case studies concentrate on CVET in the sector of information technology and business. In case study 2, the social partners’ influence on the development of a new form of continuing on-the-job training for this branch of industry is examined. Case study 3 concentrates on activities that put this new competence development concept into practice and on the problems that occur with it in the regional surrounding field.

Finally, we summarize our results briefly and point out possible transfer potentials in the European context, considering our Swiss partners’ experiences (see chapter 7).

## **2. INFORMAL LEARNING – DEFINITION AND DELIMITATION**

Due to the deep structural change in economy, organization of work and technology, the half-life of acquired knowledge decreases continually.<sup>3</sup> Within this context, life-long learning and the connected requirements for everybody’s attitude towards education in order to get over the structural change have become much more important. These changed requirements in attitude towards education find an expression in the terms “society of knowledge” and “life-long learning”. For a few years now, this increase in importance has led to a discussion about a wider understanding and about a changed culture of learning, which puts learning in informal contexts more strongly into the focus of educational, scientific and economic discussions. These discussions do not only take place on a national level. The topic of informal learning has

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<sup>3</sup> Cp. Bretschneider, M./ Preißer, R.: Sichtbarmachung und Anerkennung von informellem Lernen im Rahmen der individuellen Erstellung von Weiterbildungspässen. DIE, online-Texte, Nr. 1272003 ([www.die-bonn.de/esprid/documente/doc-2003/bretschneider03\\_02.pdf](http://www.die-bonn.de/esprid/documente/doc-2003/bretschneider03_02.pdf)).

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been on the agenda of the European educational policy for some years. The European Union has published a book with a collection of documents about general and professional education titled “Lehren und Lernen auf dem Weg zur kognitiven Gesellschaft” (Teaching and Learning on their way to a cognitive society)<sup>4</sup>. In this book, steps of action for general and professional education are derived, in order to be able to follow global and international trends of development. Therefore, the acquisition of competencies in institutions, in companies or within an informal setting is an important prerequisite both for the development of one’s personality and for designing the future. Informal learning and its acceptance is especially brought in connection with vocational learning and is precisely accentuated in further publications of the European Union.<sup>5</sup> Strategies to pursue “Life-long learning” were described in the “Memorandum über das Lebenslange Lernen” (Memorandum about Life-long Learning) by the European council of Lissabon in 2000. Regarding informal learning, a significant improvement of the methods of evaluating learners’ participation and success is requested. Also in the following documents of the European Union, the need for identifying, evaluating and accepting this new form of learning is emphasised several times, in order to keep the interest in learning and to support it. For the first time basic requirements within the context of informal learning were outlined in the “Gemeinsame Grundsätze für die Validierung des nicht-formalen und des informellen Lernens” (Common basic rules for the validation of non-formal and informal learning), published in March 2004. These requirements must be met in the first place, in order to develop a climate of trust, fairness and credibility. However, specific methodological and institutional solutions were not presented in order to respect national peculiarities.

Besides the European initiatives, national initiatives like the “Bündnis für Arbeit” (Alliance for Work), the “Forum Bildung” (Forum Education) and the “Bund-Länder-Kommission für Bildungsplanung und Forschungsförderung” (Committee of Federal and Regional Governments for Educational Planning and Research Support) contributed to the acceleration of the German discussions about designing life-long learning and informal learning, and especially its documentation.<sup>6</sup>

One result of these complex national and international discussions of several years is a great variety of terms, which is characterised by the different

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<sup>4</sup> <http://europa.eu.int/comm/education/doc/official/keydoc/lb-de.pdf>.

<sup>5</sup> Cp. Bretschneider, M.: Non-formales und informelles Lernen im Spiegel bildungspolitischer Dokumente der europäischen Union. DIE, online-Texte, ([www.die-bonn.de/esprid/documente/doc2004/bretschneider04\\_01.pdf](http://www.die-bonn.de/esprid/documente/doc2004/bretschneider04_01.pdf)).

<sup>6</sup> Cp. Deutsches Institut für Erwachsenenbildung (DIE), Deutsches Institut für Internationale Pädagogische Forschung (DIPF): Kurzfassung der Machbarkeitsstudie des BLK-Verbundprojektes „Weiterbildungspass mit Zertifizierung informellen Lernens“, Bonn 2004, S. 4. ([www.die-bonn.de/esprid/documente/doc-2004/die04\\_01.pdf](http://www.die-bonn.de/esprid/documente/doc-2004/die04_01.pdf)).

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educational backgrounds, the different theoretical approaches and the peculiarities in the different countries. Therefore, a definition shall be found here which makes understanding informal learning in delimitation to other forms of learning easier.

In literature *formal learning*, which principally takes place under the guidelines and directions of institutional offers, and non-formal and informal learning are distinguished. In contrast to formal learning processes, *non-formal learning* refers to institutional ways of learning outside the traditional education system and usually does not lead to a nationally accepted certificates.

Although it is relatively unclear, the term of *informal learning* is used relatively often. At the moment this happens mainly when talking about “self-control and one’s own responsibility” within the education system. In the context described here, informal learning is on the one hand learning “en passant”, which happens incidentally, and on the other hand conscious self-controlled or self-organised learning away from institutional organisations. Therefore, informal learning can be described as a more or less conscious learning by oneself, which develops in direct relationship with life and experiences outside the formal education system.<sup>7</sup> The process of learning is closely connected with the person and his/her previous experiences in learning and in life. The process of learning does not underlie any curricular guidelines. The learning situation is subject to problematic situations in real-life processes, so that learning can take place both within processes of work and also outside the professional environment, i.e. in the social environment. Generally speaking, several forms of informal learning can be classified.<sup>8</sup>

In contrast to formal learning processes, “informal experience learning” refers to the direct processing of primary experiences to knowledge that is relevant for acting and solving problems. If the acquisition of competencies happens unconsciously and incidentally, we speak of “implicit learning”. A person can learn unconsciously at work, in the family, through conversations with friends or co-workers. Since the learning process itself is not perceived, the results often remain hidden. Besides informal learning as everyday learning, informal learning at work is considered very important in our society of knowledge. It can be seen as a set of components consisting of learning from experience, implicit learning, self-controlled conscious learning and everyday learning at work and within work processes.

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<sup>7</sup> Cp. Frank, I.: Erfassung und Anerkennung informell erworbener Kompetenzen – Entwicklung und Perspektiven in Deutschland und in ausgewählten europäischen Ländern. In: Wittwer, Kirchhoff (Hrsg.): Informelles Lernen und Weiterbildung. Neue Wege zur Kompetenzentwicklung. 2003, S. 177.

<sup>8</sup> A detailed description of various forms of informal learning can be found in Dohmen, G.: Das informelle Lernen. Die internationale Erschließung einer bisher vernachlässigten Grundform menschlichen Lernens für das lebenslange Lernen aller. Bonn 2001, S. 27ff.

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Learning in the process of work is a form of CVET, which recently has been moved into the foreground of the discussion about informal learning. The goal of all learning processes initiated by companies is an increase in productivity. One way to achieve it is to learn directly in the process of work and production. This has the advantage of considering the employees' individual learning needs within the process of continuing training.

If learning is an integrated part of work, it can be called work-integrated learning.<sup>9</sup> On the one hand individual and group-related measures can be distinguished as well as supported (by persons or media) and not supported learning processes. Learning in work-related settings can be called intentional learning, which "... is connected with informal and experience-related learning processes in different ways."<sup>10</sup> The increase in learning happens implicitly while working, the content of learning and the exercise being identical with real tasks at work. The actual learning process can therefore happen in a self-controlled and conscious or unconscious way. In the first case, purposive reading of specialised magazines, internet research or conversations with superiors or co-workers can contribute to the development of competencies substantially. The learner usually does not perceive learning "en passant" consciously as an actual process of learning. Exemplarily, this happens through cumulative work experiences or in "incidental" conversations.

After locating this form of learning in the company and its necessity and meaning for the human being and the organisation, a next step is to make learning results visible and to certify them. Certification means a written evaluation by an outside party, which is usually based on an external test and orientated towards output and specific knowledge and skills. Referring to the acceptance of informally acquired competencies it is often spoken of the process of validation.<sup>11</sup> It is distinguished from the term of certification by following a broader orientation towards everyday life. The process of acceptance is most important when validating competencies, in which it is insignificant where the competencies were acquired.

Especially these unconsciously acquired competencies are usually not identified, documented or even evaluated. The acceptance of informally acquired

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<sup>9</sup> Cp. Grünewald, U. et al.: Formen arbeitsintegrierten Lernens. Möglichkeiten und Grenzen der Erfassbarkeit informeller Formen der betrieblichen Weiterbildung. Berlin 1998, S. 33.

<sup>10</sup> Dehnbostel, P.: Ziele und Inhalte dezentraler Bildungskonzepte. In: Dehnbostel, P. (Hrsg.): Lernen für die Zukunft durch verstärktes Lernen am Arbeitsplatz: dezentrale Aus- und Weiterbildungskonzepte in der Praxis. Berlin 1992, S. 24.

<sup>11</sup> A delimitation of ideas underlying different procedures to recognise competencies can be found in Käßplinger, B.: Anerkennung von Kompetenzen: Definitionen, Kontexte und Praxiserfahrungen in Europa DIE, online-Texte, ([www.die-bonn.de/esprid/documente/doc-2002/kaeplinger02\\_01.pdf](http://www.die-bonn.de/esprid/documente/doc-2002/kaeplinger02_01.pdf)).

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competencies is not only made more difficult by their wide variety and complexity, but also by the fact, that they often remain unconscious and have to be reconstructed in difficult procedures. The problem of individually different evaluation measures and criteria makes the problem of acceptance additionally difficult.

Within a company the consideration of informally acquired competencies plays an important role both in hiring employees, in developing human resources and in evaluating employees' work. The development of appropriate instruments already reaches its limits when defining appropriate evaluation criteria and according problems in measuring them.

However, there are a few qualitative and quantitative experiences from pilot projects in Germany dealing with recording informally acquired competencies. Previous analysis had the result that the procedures recording competencies lies in a field of tension between voluntaries and social demands. Moreover, methodological problems exist in securing objectivity, reliability and validity in identifying and evaluating general competencies and in using appropriate models for record and evaluation.

Learning in the process of work and informally acquired competencies as a result of the learning process shall be analyzed in more detail in the following case studies, in which the participants, the process of learning and the certification / validation are in the focus of attention.

### **3. THE SOCIAL PARTNERS' AND PUBLIC AUTHORITIES' ROLE IN CONTINUING VOCATIONAL TRAINING**

Vocational training is an issue of public interest in Germany. In the sense of a social resource, the development and support of professional competencies / qualifications cannot and must not be left to single business and economic interests. At the same time this does not justify an exclusively federal direction. The discussion about vocational education should rather move within a public field of policy, in whose design and administration both the suppliers and the demanders of professional qualifications, represented by the social partners, are involved.

In addition to the collective representatives of interests, regional and local authorities with distinct areas of action participate in the dialogue about vocational education. On the one hand this includes institutions in the federal area of control like ministries, regional agencies for work, vocational training centers and authorities supporting the economy. Outside of federal regulation – but also in the context of vocational education – there are the chambers and private educational institutions.

Both groups are suppliers and demanders of professional qualification and can be assigned to according associations of representatives of interests, which act according to the classic pattern of the pluralistic policy of interests. The



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participation of the representatives of interests in the discussion about vocational education takes place as a dialogue between the social partners mainly on three different levels of regulation. First, regulations for vocational education exist on the personal, individual level between the employment parties (employer and employee).<sup>12</sup> Second, on the level of the company's decision-making and negotiation processes the company's parties "works committee" and employer start the social dialogue on the topic of vocational education. The works committee's task is to represent the employees' interests and their rights (e.g. in the area of vocational and continuing training), which are the result of their common belonging to the company, as a representative council of the employees in opposition to the employer.<sup>13</sup> And third, both parties to the wage agreement, the unions and the employers' associations, function in the political field of vocational education. A distinction of these three levels is justified in a distinct execution of public authority by the different involvement in authoritative decision-making processes and in the transfer of legal authorizations for regulation in the area of vocational education.<sup>14</sup> On the one hand this includes the legally stipulated representation of the unions and employers' associations in several federal organizations, for example in the Bundesinstitut für Berufsbildung (BIBB; Federal Institute for Vocational Education) and in the Bundesagentur für Arbeit (Federal Agency for Work). On the other hand the unions participate in the vocational education committees of the chambers and guilds, which are set up as corporations under public law.

The integration of the social partners in such organs has among others the important function for the political field of vocational education to transfer direct responsibility for the organization and regulation of vocational education. For the federal government, the advantages of a transfer of public regulation authority onto organizations of interest, as described above, lie mainly in a relief of difficult tasks such as assessment of demand, finding compromises and consensus.

The social partners' participation in vocational education does not only take place in the form of institutions. They are also integrated in vocational educational processes of decision-making as partners of other attached systems of institutions. This is based on the autonomy regarding wage agreements, i.e. the participation on the level of companies and enterprises and the administration of work. Not only a membership in the BIBB or in the responsible committees of the chambers, but also their role as the parties of the wage agreements, their connection to the work committees and their presence in the councils of the Federal Agency for Work are instruments for both the

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<sup>12</sup> Cp. Scherian, K.M.: *Vertragsparteien im Arbeitsleben*. Berlin 2004, S. 10.

<sup>13</sup> Cp. *ibid.*, S. 63.

<sup>14</sup> Cp. *ibid.*, S. 25.

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unions and employers' associations, in order to achieve the goals in the area of vocational education.

A specific involvement of the social partners is distinguished significantly by a specification of the term "vocational education" with regard to the area of vocational initial and continuing training.

A strong regulation of the initial training in comparison to continuing job training is characteristic for Germany. The social partners centrally participate in the development and design of initial vocational training. Continuing vocational training, which is mainly done in the companies' own responsibility, is a difficult field with many conflicts for the social partners. It describes an important point in the argument between the parties of the wage agreements and on the companies' level between the parties of the company's contracts.

As a consequence of the low formalization and regulation, continuing education is imbedded significantly more in a company's business processes in Germany. Therefore, the importance of the market is much higher in continuing education compared to the three – parties' process of concert (federal government, unions and employers' associations).

According to the distinction of the regulation levels, different instruments result in the sense of contract agreements about continuing education, which differ in their degree of generalization and range of regulations. Therefore, some federal states have their own laws about continuing education. Moreover, there are distinct wage agreements on the levels of different sectors and regions and company agreements on the level of a company's parties.

Continuing education increasingly gains importance, especially continuing vocational training in the sense of a qualitative or non-material issue of negotiation between employer / employers' association and unions. This depends without doubt on the employers, who consider human resources more strongly as an important source to increase productivity. Through this changed orientation towards the capacity for work, continuing education in the company's context gains importance also for the unions. Due to the employers' interest, the employees' representatives see a chance to push through continuing vocational training in a larger extent. Therefore, this development is the basis for an increased shift of political and even general continuing education out of the center of the dialogues between the social partners.<sup>15</sup>

The discussion about continuing vocational training in Germany focused mainly on two problematic areas in the past years: On the one hand the discussion about the job market-related function of continuing education was

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<sup>15</sup> Cp. Schlaffke, P.: *Qualifizierung als Weg aus der Krise? Die Bedeutung der Sozialpartner-Vereinbarungen zum Thema Weiterbildung in Gegenwart und Zukunft.* Aachen 1997, S. 257ff.

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intensified due to the extremely difficult economic situation in Germany. On the other hand the connection between the organization of work and necessary education processes in companies became more and more the focus of attention.

The tendency that internal job markets (especially in large enterprises) become more important evokes expectations that a rather growing part of continuing education means take place at the workplace and within new forms of the organization of work. Thus, it falls into the area of control of the wage agreements and company agreements. In small and medium-sized companies, where internal job markets usually do not exist due to structural reasons, but where informal learning at the workplace becomes more important, also the social partners have to contribute in the future to sensitize both employers and employees for this “new” form of learning.

The issue of the informal acquisition of competencies during the process of work or within the social environment and thus in the area of continuing (vocational) training is to be intensified also in the social dialogue.

The fields of action for the representatives of interests are to be set broadly. The structural change manifests itself on an international, on a national as well as on a regional and local level – in the people’s lives. Therefore, continuing education must be designed on all levels and must be integrated into concepts of technological and economic developments and developments of qualifications. In this sense informally acquired competencies contribute to a meeting of structural change with an increase in professional mobility. Professional mobility in the sense of an individual interest both on the employers’ and employees’ side can only be secured if the informally acquired competencies are made transparent in content and extent and are accepted on a national and international level. In order to be able to take the step of transnational transparency and in order to push through internationally equal categories, mainly national transparency, acceptance and recognition have to be made possible.

The German social partners’ discussion about informally acquired competencies and their certification can only be extended onto a European dimension if based on a national argument.

The German social partners’ and public authorities’ task should lie in sensitizing the participants, i.e. creating transparency and acceptance both on the employees’ side in the sense of their readiness to learn and on the employers’ side in the sense of creating a work environment which supports learning, i.e. on the level of the company but also on the national and transnational job market.

A large field of action for the social partners lies in the process of certification, understood as the recognition of informally acquired competencies in CVET. The representatives of interests and the local authorities have to take an active part both in the development of certification instruments, in the pursuit of legal determination and determination on the level of wage agree-

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ments, and in the actual carrying out of certifications. Thus, capacity is finally created to overcome the structural change and in order to develop common grounds in CVET – both nationally and transnationally.

#### 4. RESEARCH DESIGN

For the German situation, the examination of workplace related learning and the integration of the social partners into this process takes place under consideration of the “framework of case studies”, set up at the Leonardo-meeting in Prague. The first case study shall especially examine the social partners’ role in workplace related learning, while the other two case studies – similarly to our Swiss partners’ research – deal with the question of qualification in the IT-sector. When choosing relevant cases, these stipulations concerning topic and content were considered. We valued presented and evaluated such model projects which have a high innovational degree regarding the design of CVET within the company. The usefulness consists in describing Germany’s development in the following years. How far spread the single forms of learning in companies actually are, can only be determined by surveys like CVTS II.<sup>16</sup> Since there are hardly any publications available for the examples considered here and since the available reports on projects barely deal with the question of integrating the social partners, further data was collected through interviews with project participants besides the analysis of documents.

The interviews were taken based on a questionnaire which was semi-standardized and supported by a guideline. The interviews were completed at interesting points by further inquiries.<sup>17</sup> The goal was not only to understand the principles of the learning process, its recognition and its participants, but also to find out how the specific models are accepted in practice and which problems occur in the participants’ views. Thus, the data is not valid in a scientific sense, reflecting a representative image, but showing the participants’ subjective assessments. In our opinion, indications can especially be found for a practical solution for workplace related continuing education and recognition of the employees’ competencies.

In the first case study the focus of the questions lay on the participants’ general attitude towards continuing education, the realization of workplace related learning within the organization and the participation and formal regulation of questions of certification. In total, three persons were interviewed who represent the institutions relevant for the project. For the two other case

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<sup>16</sup> Cp. Grünewald, U./ Moraal, D./ Schönfeld, G. (Hrsg.): *Betriebliche Weiterbildung in Deutschland und Europa*. Bielefeld 2003.

<sup>17</sup> The original questionnaire is available in German and can be looked at in the authors’ office.

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studies about the qualification of IT-experts, a common questionnaire was developed and structured into these four areas: elements of the continuing education system, work-related phases of learning and reflection, the process of certification and the social partners' cooperation.

The interviews took place after making an appointment with the specific participants at their workplace. Eight of the ten interviews were recorded on tape and transcribed. In two cases a written record exists about the statements.<sup>18</sup> The analysis was done anonymously, i.e. the statements will be presented in this report only with a hint on the specific participants' group. A scientific coding of statements or content-based analysis has been ruled out as not necessary. If useful for illustration, the statements in the text are quoted directly or their gist is given. The structure of the description of the cases is primarily orientated on the areas of content in the interview guide.

## **5. CASE STUDY 1: THE SOCIAL PARTNERS' ROLE IN CERTIFYING INFORMALLY ACQUIRED COMPETENCES IN THE WORK PROCESS – THE PROJECT “MAKE IT” IN THE CHEMICAL INDUSTRY**

### ***5.1. General Description of the Case Study***

#### ***5.1.1. Sources***

The case study refers to the project “Employee orientated Development of Competences in a Team (make it)”, which has been carried out at the B. Braun Melsungen AG since the beginning of 2002. The project is determined to last for 4 years, so that it will be finished by the end of 2005. The following presentation is based on written material about the project and three in-depth interviews which Ms Nadine Volkert took with the following persons:

- A member of the works committee of the B. Braun Melsungen AG
- A member of the management development department of the B. Braun Melsungen AG and
- A member of the Continuing Education Foundation in Wiesbaden.

The interviewees participate in realizing the project. In the following chapters a) the participants, b) further prerequisites of the project and c) the design of the case study are described in more detail.

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<sup>18</sup> Due to limited resources the interviews were not translated. The documents can be looked at in the authors' offices.

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### 5.1.2. B. Braun Melsungen AG

The B. Braun Melsungen AG is a company of the chemical industry with appr. 4.000 employees in the city of Melsungen. A large portion of the employees, especially in the production area, has not completed a vocational training to become a chemical skilled worker. But there are various legal conditions for the chemical industry in Germany mainly due to the concern for environmental protection and workers' safety. These can only be met if the employees have specific qualifications. In addition, there is a permanent change in production technologies, in products and in the competition situation on the market for chemical products. For these reasons, vocational training and especially continuous vocational education traditionally are considered important in the B. Braun Melsungen AG and play a central role for the development of a future orientated company strategy. As a result an independent department "Management development" was established in 2000 and located on a high level of the company's hierarchy. Furthermore, the management of the company, the work committee of B. Braun Melsungen AG and the industry union for mining, chemistry and energy (IGBCE) made an agreement to secure employment and to extend the location Melsungen. Within this agreement the employees grant the company extra working hours outside the regular work time. These hours can especially be used for continuous vocational education. Thus, the employees participate in the paying for the costs of the continuous education. The work committee agreed to this in order to secure jobs at the location Melsungen in the context of permanent promotion of the employees' employability through continuous vocational education. This agreement had already been established a few years before the wage agreement about qualification in the chemical industry came into effect (since January 1<sup>st</sup> 2004); in this sense the B. Braun Melsungen AG set an example in the field of continuous vocational education – together with other large companies in this branch.

### 5.1.3 Continuing Education Foundation - An Initiative of the Chemical Industry<sup>19</sup>

In the chemical industry, the specific union (IGBCE) and the according employers' association (Federal Employers' Association Chemistry [Bundesarbeitgeberverband Chemie] – BAVC) have been working together

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<sup>19</sup> The following information is based on the interview which was taken with a representative of the Continuous Education Foundation and a brochure of this foundation; see: Weiterbildungs-Stiftung – Eine Initiative der Chemie: Weiterbildung – für die Zukunft. Wiesbaden, undated.

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for many years in those areas which are not directly related to salaries and working hours. In 1993 this cooperative basic understanding of industrial relations caused the involved social partners in the chemical industry to found a legally responsible foundation of civil law in order to promote initiatives in the area of continuous vocational education. This foundation was named “Weiterbildungs-Stiftung – Eine Initiative der Chemie (Continuous Education Foundation – An Initiative of the Chemical Industry)”. IGBCE and BAVC have each sponsored half the foundation’s capital and each of them have three members in the foundation’s board and eight members in the advisory council.

The foundation has its seat in Wiesbaden and started to work in 2004. It considers itself to be a service institution for the companies in the chemical industry. Its main tasks are developing concepts and programs for continuous education, designing teaching and learning materials, getting teachers and seminar leaders for the companies, counseling companies and work committees in all questions of continuous education and participating in international surveys and evaluating and publishing their results. The foundation finances its activities on the one hand from profits of its foundation capital and on the other hand it can apply for public financial support.

#### *5.1.4 Further Prerequisites*

Due to constitutional guidelines the Federal Department for Education and Research (Bundesministerium für Bildung und Forschung – BMBF) is among other things responsible for all questions concerning vocational training and continuous vocational education. Because of the conclusion that the meaning of continuous vocational education is constantly increasing, the BMBF created a support program called “Lernkultur Kompetenzentwicklung (Learning Culture: Development of Competences)”. One of its focuses is “Learning in the Process of Work” including various projects in research and development. The program shall be carried out by the “Team for Research in Continuous Vocational Education” in Berlin. This team offers specific projects for bid and evaluates the program. The financial support comes from the Department’s budget and from the European Social Fund.

The “Continuous Education Foundation – An Initiative of the Chemical Industry” bid successfully in one of those public offers working together with the company’s management and the work committee of the B. Braun Melsungen AG and was able to win the Institute for Work Science of the university in Kassel to accompany the project “make it” scientifically. Thus the financing of the project by public support is secure for a duration of four years. The participating company’s and the Continuous Education Foundation’s own contributions should only be marginal.

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### 5.1.5 Design of the Case Study

In the following paragraphs four aspects will be considered based on the named material of data:

- Goals of the project,
- Already taken and planned steps to achieve those goals,
- Meaning of learning in the process of work and of the achieved competences,
- The social partners' role.

In the end we will evaluate the project briefly, especially under the aspect of the chances to implement the project permanently in the B. Braun Melsungen AG after the end of external financing (“continuation”) and under the aspect of the possibility to transfer the goals, methods and results of the project into other companies and branches (“transfer”).

## 5.2. The project “make it” – Results of the survey<sup>20</sup>

### 5.2.1. Goals of the Project

The basic idea of the project “Employee Orientated Development of Competences in a Team – make it” assumes – according to the asked participants’ answers – that the classic educational programs for qualifying employees to master a concrete, often limited task will soon not be sufficient anymore to master the modern, constantly changing tasks. Therefore, continuous vocational education should not be designed only as a reaction to changing qualification demands, but as a process of developing competences of the employees. The goals of the project were worded rather generally because of the unclear term of competence<sup>21</sup>. In total, the participants name three goals:

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<sup>20</sup> The following chapter is based on a qualitative analysis of the content of the interviews. There are transcripts of the interviews in German available.

<sup>21</sup> In the relevant German literature it is common to distinguish between “qualification” and “competence” in a way that the term “qualification” describes the objective demands that a job requires from an employee’s knowledge, skills and attitudes. In contrast to this “competence” refers to the subject and thus to all dispositions that a person has achieved throughout his or her life in cognitive, affective-emotional, psycho-motor and volitional dimensions. Therefore, the German word “competence” cannot be considered the same as the English terms “competence” or “competencies” referring to meaning and dimension of a term. Furthermore, the usual connotation of the term “competence” in Germany does not imply a directly visible and measurable output or outcome of a learning process. Therefore, competences as goals in curricula are not formulated under the aspect of measurability and thus not on the level of performance – in contrast to the English NVOs for example. Under the aspect of measurability and final certification of competences (in the German sense of meaning), big problems occur and there is the impression that competences are formulated only very abstractly (without reference to a concrete situation) and thus vaguely. This is also the case for the use of the term competence within the project “make it”.



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1. In order to secure the economic success of the company, the location Melsungen and the jobs there for the long term, the employability of each employer shall be promoted. For this purpose, concepts for the development of competences shall be designed for all employees at the location Melsungen. Both the demands of the company and the employees' individual interests for development shall be considered. The developed concepts shall be put into the practice of the company.
  2. Since learning on the job becomes more and more important, the existing jobs shall be examined regarding their usefulness for learning at first, in order to develop means to create job conditions that support learning afterwards if necessary.
  3. The results of the project shall be provided and published in a way that other companies, especially small and medium-sized companies, and the social partners can use them for their purposes.

These goals are shared by the participating parties. However, they consider them differently important due to their different interests. While representatives of the Continuous Education Foundation emphasize especially the third goal because they represent the interests of the whole branch, the representatives on the company's level put more emphasis on the first goal. For the company's management securing the company's competitiveness is most important as can be expected, for representatives of the work committee, however, it is securing the employees' employability. Furthermore, the work committee hopes that through the improvement of the employees' competences a raise in the salary levels can be achieved in the medium-term. But the management is strictly against this and sees in the long-term stability of employment enough motivation for the employees to invest in their development of competences.

### *5.2.2 Already Taken and Planned Steps to Achieve the Goals*

During the time when the interviews with the project coordinators were taken (August/September 2004), the activities still focused on the achievement of the first goal. In a first step an instrument to measure the competences, which the employees already had, was designed. They were also asked for competences which they had gained outside of the company. The instrument is a questionnaire with open-ended and yes/no questions, which can be used both for oral interviews and in written interrogations of the employees. These surveys were finished and then grouped together on the level of departments (appr. 50 employees each). By doing so, a current profile of competences was set up for all departments of the company. In a second step interviews were taken with the heads of the departments in order to find out which one of the competence profiles these managers consider necessary for each department for the future (a duration of three to five years). The profile of

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currently existing competences will then – again referring to each department – compared to the requested competence profile in order to ascertain the demand in developing competences. These two steps are done by the scientific participants and assistants in the project. The employees will be informed about the results of step 1 and 2 as long as they are important for their department.

In the third step so called development workshops will take place for each department. Three or four representatives of the employees of each department participate in these workshops. These will be chosen by the co-workers. Furthermore, the according head of the department, the work committee, the department of management development and a coach will be present. A development workshop is presented by the scientific assistants of the project “make it”. In this composition, the interviewed participants believe the employee orientated and team working approach of the project is expressed especially. The goals of these developmental workshops are on the one hand to achieve an agreement between the employees and the company management about the ascertained demand of competence development and on the other hand to plan concrete means to develop these competences. We are going to report about such concrete means in the following paragraph.

For the second goal (examining the existing jobs under the aspect of promoting learning), a questionnaire has been designed by the scientific assistants of the project, which is called “Lernförderlichkeitsinventar” (Inventory of Promoting Learning). This instrument consists of three parts:

Observation sheet: A scientific assistant of the project team collects and evaluates with this sheet the existing requirements and conditions of the concrete jobs according to the criteria variability and complexity of the job task, communication structure, the employees’ independence in the work process, the employees’ participation in planning and designing the work process, peculiarities of the work environment (e.g. noise, working in shifts) and feedback.

Interview manual: Based on it, the employees evaluate the work requirements and conditions existing at their job.

Evaluation sheet: With this sheet a member of the work committee and the head of each department evaluate the work requirements and conditions existing at the jobs.

Based on the data collected with these instruments, it shall be ascertained which chances the jobs offer for learning in the process of work. If deficits in the area of promoting learning are found for some jobs, the according results shall be discussed again in development workshops with the goal to create means which improve the ability of promoting learning in those jobs. So far such development workshops to improve promotion of learning have not been carried out because the project team is still collecting the data.

Therefore, the taken and the planned steps for the goal complex 1 is directed towards the development of the employees’ competences, while those for

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goal complex 2 target at improving jobs and work organization in the sense of promoting learning.

### *5.2.3 The Meaning of Learning in the Process of Work and of the Achieved Competences*

Management development through vocational training and continuous vocational education of the employees played an important role already in the past of the B. Braun Melsungen AG. So far the classic forms of continuous education (besides vocational training) were predominant in the form of seminar trainings, which were carried out by external coaches. Certificates were handed out for the successful participation in such continuous education seminars, which were also recorded in the participants' personal file. The target groups of these seminars were especially such young people who had finished a vocational training (skilled workers and employees), young people aiming at a management position, managers and top managers. This form of continuous education, which belongs to formal learning and takes place outside of the work process, will also be a major part of the continuous vocational education in the company in the future.

One result of the dominance of this form of continuous vocational education in the B. Braun Melsungen AG was the discrimination of women and lowly skilled employees which is known already from literature. Both groups of persons were hardly included in the mentioned activities for continuous education in the company. Due to legal requirements, there were and are work-related measures for lowly skilled employees working in production. These measures (SOP = standards, operations, procedures) aim at learning to handle the immediate work task and are carried out by the company's trainers. However, these measures do not allow for a complex competence development of the employees in the sense we are considering here. Now, within the project "make it", these lowly skilled employees in the production area form a special target group which consists of appr. 50% of the total staff.

For this goal several measures to promote learning in the process of work are planned:

1. Team work was introduced to the area of production in the B. Braun Melsungen AG already a few years ago. Within this setting the employees have the possibility to meet regularly during the time of work and to talk about work experiences. Moreover, there are regular meetings of the teams outside of the time of work which are used to exchange experiences and information and thus serve the employees' continuous education.
1. Former employees who have retired early or participate in models of part-time work for the elderly are asked directly to hand on their experiences and their competences to younger and especially newly hired employees in form of direct mentoring at the work place. This approach shall be extended to coaching.

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3. On the basis of team work in the area of production, models of job rotation are tested to increase the employees' flexibility in one team.

In this context, both the interviewed member of the company management and the representative of the Continuous Education Foundation mentioned as a special challenge that the understanding of the necessity and importance of a new culture of learning and competence development in the company has to be wakened in the leaders of departments and in the employees first. The will to invest spare time in one's own competence development is not very common in many employees; also superiors often do not accept the guideline that parts of the employees' work time are to be used for processes of informal learning. Thus, a special task of the project lies in promoting the acceptance of this central part of the company's philosophy.

Looking at the question of certifying the competences achieved through informal learning on the job, clear differences exist in the evaluations of the representative of the company management and the work committee. While the employees' representatives demand a certification of the competences, the management strictly rejects it. In the work committee's viewpoint the employees' chances at the external job market would grow through the certification on the one hand and on the other hand the certificates could be considered when determining the employees' salaries, so that the salary level throughout the company would rise in the long-term. In contrast to this, the company's management rejects a certification, because first they want to avoid the resulting administrative work and increase in costs and second they reject a connection between achievement of competences and individual salary level. They do not consider it a necessary means of motivation to support the will for learning. Therefore, there is no certification right now and it is not planned for the future either. The instruments of the project "make it" are thus not designed for the individual level of each employee but for the team on the level of each department. Therefore, measuring and evaluating the individually achieved competences is neither a goal of the company's management nor is it planned within the project.

#### *5.2.4 The Social Partners' Role*

The social partners in this project are to be considered the decisive factor of success both on sectional and local level. Without the decision of the IG BCE and the BAVC to cooperate as partners out of a common interest to secure Germany as a location for chemistry in the long-term, the here described project would probably not have been started. The founding of the Continuous Education Foundation ten years ago by both organizations created the basis to plan and apply for such projects and to acquire the needed financial means from the public sources. In this context it is also very important to mention that the IG BCE – in contrast to other German unions – has

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recognized continuous vocational education as a central field of representing interests on sectional and local level already very early and took according measures<sup>22</sup>.

The work committee and the company's management also work closely together on the local level. As emphasized from both sides in the interviews, good longtime experiences in cooperation are the basis for this which has led to a reliable trustworthy relationship. Therefore, both sides support the goals and the already taken measures without hesitation and they also support the promotion of the project in front of employees and superiors. Important in this context are the set-up of all organization units and work teams of the project in parity and thus an equal involvement of the employees' representatives in all decision-making processes. However, the differing positions of the work committee and the company management considering the question of certifying informally achieved competences show that there are limits for a harmonic cooperation. But so far these different opinions have not led to a crucial conflict between the local social partners yet, although the result is a lack of certification.

### ***5.3. Final Evaluation***

The project "make it" is – compared to the "average" situation in German companies – marked by the following, extremely positive conditions:

1. Close cooperation of the sectional social partners in the chemical industry in all questions of continuous vocational education.
2. Long-term trustworthy cooperation of the local social partners of the B. Braun Melsungen AG.
3. Intensive support of the project by the sectional and local social partners
4. Financial support of the project by public financiers so that the participating company does not have to use financial means for employing the scientific assistants of the project and thus only had to invest a very limited contribution.

On this basis, a successful development of the project seems to be very likely in the sense of the two goal complexes 1 and 2 that are especially important for both the local social partners. In this way the company gets a proved and complex instrument for management development, which can also be used in

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<sup>22</sup> The wage agreement on continuous education in chemistry should be remembered here, which came into effect on January 1<sup>st</sup>, 2004. Another IGBCE project shall also be mentioned which has the goal to qualify members of work committees to work as counselors for and presenters of continuous education; cp.: Bormuth, U./ Glaser, J.: Betriebsräte als Weiterbildungsberater. Frühzeitige Qualifizierung von Mitarbeitern zur Sicherung von Beschäftigung, Mainz 2003.

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the future with a relatively small financial budget. Therefore, a “continuation” of the project should take place after the end of public financial support. Still, the company rejects a consideration of the competences achieved in the process of work for the determination of the employees’ salary levels – mainly for economic reasons. We have to reckon that also other companies will reject a certification of informally achieved competences.

The goal complex 3 that is so important for the sectional social partners of the chemical industry, is based on the assumption that the project results – without much more effort – can also be used by other companies of the branch. But we evaluate the chance that this transfer really succeeds rather skeptically. Mainly there are two reasons for this. First, at least one interviewee emphasized that he does not believe that the project could have been carried out either at the B. Braun Melsungen AG or in another company if there had not been the public financial support. This interview partner sees a general discrepancy between the central value of continuous vocational education that is always emphasized by the companies of the branch and their real willingness to support continuous vocational education in the necessary amount by own means. Therefore, transfer projects can only be expected to be established if there is public financial support; but the chances for it are rather low. Second, the already in Germany existing research results about the effects of transfers of model projects show that they are relatively small.<sup>23</sup> Often enough, the results of these projects that were gained with high material and personal effort “peter out” instead of entering the companies’ real world.

## **6. INFORMAL ACHIEVEMENT OF COMPETENCES AND THE SOCIAL PARTNERS’ ROLE IN THE PROCESS OF CERTIFICATION IN THE IT-BRANCH**

### ***6.1. General Description of the Case Studies 2 and 3***

The current change towards a society of knowledge, to whose constitutive elements – besides the dynamic development of knowledge and communication – also belongs a larger importance of life-long learning, bears a high pressure for assimilation and further development for individuals and organiza-

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<sup>23</sup> Cp. Tramm, T./ Reinisch, H.: Innovation in der beruflichen Bildung durch Modellversuchsforschung? In: Zeitschrift für Berufs- und Wirtschaftspädagogik 99 (2003), S. 161 – 174; Nickolaus, R./ Schnurpel, U.: Innovations- und Transfereffekte von Modellversuchen in der beruflichen Bildung. Bonn: BMBF 2001; Pätzold, G.: Verstetigung und Transfer von Modellversuchsergebnissen. In: Reinisch, H., u. a. (Hg.): Didaktik beruflichen Lehrens und Lernens – Reflexionen, Diskurse und Entwicklungen. Opladen: leske + budrich 2002, S. 151 – 166.

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tions; positively expressed also a huge potential for innovation. Worldwide the IT-branch (designers and producers) and also the companies which use IT, whose technological progresses are also responsible to a large extent for the mentioned social changes, are hit by these developments especially.

The here described two case studies under the umbrella of the European Leonardo project have a crucial problem of the IT branch as topic, namely the further qualification of the employees. Because here a job related form of further qualification could be implemented against the otherwise usual German tradition of creating formal degrees for continuous education. Thus, the competences achieved in the work process became generally measurable and are certified. The first case study deals mostly with the process of establishing the according national guidelines, describes the several steps to a certification and explains the social partners' involvement. The statements are based mostly on the institutions and social partners who participated in its formation of which four were interviewed. In the second case study the exact way of function and realization in practice shall be examined using a regional example. Because the general guidelines leave room for realization and have to be further differentiated in order to achieve a meaningful balance between the self-controlled learning in company projects and the accompanying feedback and documentation of the process for certification. The goal should be to reduce the deficits of formal learning in courses by the support of informal learning in real job situations.

## ***6.2. Case Study 2: The Continuing Vocational Education and Training System in the IT-sector in Germany – a Nationwide Analysis***

### *6.2.1. The Starting Point in the IT-Branch*

In the 1990s the German IT-Branch experienced like so many other countries an enormous economic boom which was started by an increasing digitalization of companies' business processes and by a racing further development of according hard- and software systems. In the following, the business fields of IT providers developed and started to differ, e.g. in the area of mobile computer usage, network architecture, e-business systems etc. Remarkable for the branch was a huge amount of start-ups, small companies, employees who came from a different professional background and an only marginal importance of workers' unions in comparison to other branches.

The foundation of a specific IT-orientated organization (BITKOM) and the search for new possibilities in improve employees' vocational training and continuous education can be seen as a sign of an increasing professionalism. In the area of first vocational training, the social partners could develop four new professions for the branch relatively quickly within their usual dialogue. These job models were also intended to offer specializations for IT-using com-

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panies.<sup>24</sup> The fast growing numbers in training participants for these dually taught professions document the huge demand in this field.

But an extremely short half-life of certain elements of the special knowledge are characteristic for this branch. This is especially true for knowledge related to products and methods which grows old very quickly due to short product lifecycles. 50% of the knowledge that a technical assistant in this area will need in three years, is not available yet.<sup>25</sup> Therefore, first vocational training can only lay the basics of knowledge and skills. The employee is expected to learn continuously and has to be competent enough to adapt to quick changes. Only this way, he or she can maintain his or her employability and flexibility on the job market and a career development can be pursued. But people with a different previous professional background could only achieve very limited necessary competences through the manufacturer- and product orientated certified continuous education which does not have any binding standards but was common in the branch until now.<sup>26</sup> Also, the structural problems on the IT-job market have not been solved to a satisfying extent yet:

- 80% of the staff are people with a different professional background without any trained skills in the IT field;
- only 6,000 graduates with an academic degree in IT per year facing an estimated demand of 30,000;
- lack of connecting continuous education for graduates of IT-professions;
- difficulties in integrating unemployed persons with an IT qualification into jobs due to missing standards.<sup>27</sup>

Also the interview partners agree with this. They assume there will be a growing demand in IT-skilled workers in the future again after the stagnation of the past two years. They also confirm that there were limited resources in the past because the ways of training new employees did not function well and people from a different professional background had to be recruited.

In order to solve the mentioned problems, an innovative model of continuing vocational education and training system in the IT sector was started in Germany in 2002. It is a completely new approach of reforming continuous vocational education for Germany:

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<sup>24</sup> Also compare our „preliminary report“ to read about the authorities in the area of vocational training and continuous education in Germany.

<sup>25</sup> Cp. Severing, E.: Komplexe Arbeitstätigkeiten und Lernen am Arbeitsplatz. In: Grap, R./ Bohlander, H. (Hrsg.): Lernkultur Kompetenzentwicklung. Neue Ansätze zum Lernen im Beruf. Aachen 2003.

<sup>26</sup> Cp. Bosch, G.: Neue Lernkulturen und Arbeitnehmerinteressen. In: ABWF (Hrsg.): Kompetenzentwicklung 2000: Lernen im Wandel. Wandel durch Lernen. Münster u.a. 2000, S. 260.

<sup>27</sup> Concerning these problems cp. Ehrke, M./ Hesse, J.: Das neue IT-Weiterbildungssystem – Eine Neuordnung mit hohem Reformanspruch. In: Gewerkschaftliche Bildungspolitik 11/12 -2002, S. 4-8.



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- to overcome the discrepancies between company and vocational continuous education and between formal, certified and informal learning,
  - to connect directed (after BBiG) and not directed continuous education (over certificates),
  - to develop a quality management for continuous education,
  - to design tests as proof for competences and not as selective questions for “lazy knowledge”,
  - to assure transparency between continuous education and academic studies and
  - to guarantee a high level of utilization by connecting it to international standards.<sup>28</sup>

The CVET-system in the sector of information technology and business is a federal legal guideline which defines on three functional levels in total 29 IT-specialists and 6 IT-professionals with distinct job and competence profiles.<sup>29</sup> The top councils of the branch, the Federal Institute for Vocational Education (BIBB) and the social partners contributed to the developing process, led by the Fraunhofer Institute for software –and system technology (FHI-ISST). It is interesting that in contrast to the classic procedures the branch itself started to make efforts to develop this continuous education initiative as we were told by the representative of the BIBB. The fact that not directed formal continuous education courses and undocumented learning of the employees in the company existed next to each other was considered an obstacle for the future development of the branch. All interviewed parties emphasize the constructive and goal-orientated work style of all participants in the process. Although representatives of employers and employees pursue different goals, they were able to reach a compromise that satisfies both sides. This shows that the political-administrative level and the guidelines to balance interests in vocational education indeed work negotiating and are considered a meaningful addition to the market competition by the private businesses.

As main target groups, the interviewees name graduates of IT-training, unemployed persons and the large group of people with a different professional background who are already employed in IT-companies. Especially for the last group, the continuing vocational education and training system in the IT-sector is a chance to gain recognition of the competences they have achieved during the process of work. Because this form of qualification is not bound to specific professional degrees but defines as a prerequisite only a relevant job in which the according competences can be achieved.

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<sup>28</sup> Cp.: Ehrke, M./Hesse, J.: Das neue IT-Weiterbildungssystem – Eine Neuordnung mit hohem Reformanspruch. In: Gewerkschaftliche Bildungspolitik 11/12-2002, S. 6 f.

<sup>29</sup> BMBF (Hrsg.): IT-Weiterbildung mit System. Neue Perspektiven für Fachkräfte und Unternehmen. Berlin 2002.

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In the following paragraph it will be explained how this system works and what the most important advantages and disadvantages are, which were mentioned in the interviews. But there are still many open questions in these beginning stages so that the existing evaluations only have a temporary character.<sup>30</sup> The controversial discussions within the German research for vocational education is also about whether a methodologically supported and complex measurement and certification of the mostly informally and on the job achieved competences of the employees in IT-manufacturing and –using companies is possible with the existing procedures.<sup>31</sup> Furthermore, there are still uncertainties both in implementing the concept and in the acceptance of the guidelines by private educational providers. This means, that despite their value both for companies and individuals the newly created qualification profiles have to prove themselves on the market against the existing various product- and manufacturer related certificates. Moreover, the economic low of the past years has led to a decreasing demand and less employment in the IT-industry. Thus, also the companies' demand for continuous education has decreased due to the surplus of laid-off skilled employees. However, there are no surveys so far which examine whether the individuals' demand for certification of their knowledge has increased within the IT-continuous education system or whether it is seen as proof of qualification on the way into having an independent business as assumed by some interviewees.

### *6.2.2 The Innovations of the Continuing Vocational Education and Training System in the IT-sector*

The main difference and thus the innovative character of the continuing vocational education and training system in the IT-sector is that there is the possibility for further employees' qualification during the work process which is accepted by the social partners and the industry. I.e. there is a shift of the learning process back into the company which deletes the otherwise common problem of transfer of knowledge out of the classroom into one's own actions in the job. The BIBB calls this a change of paradigm which considers the fact that 90% of all knowledge is achieved in informal contexts. In this case there is a broad linking of phases of informal learning and reflection. Another innovation is that there is no curriculum which describes learning contents but which is designed output-oriented (BITKOM) following certain referential

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<sup>30</sup> In this context the evaluation done by the BIBB should be mentioned here, which will be finished in 2006. Unfortunately, there are no interim reports available yet.

<sup>31</sup> For the conception cp.: Grunwald, S.: Zertifizierung arbeitsprozessorientierter Weiterbildung. In: Rohs, M. (Hrsg.) Arbeitsprozessintegriertes Lernen - Neue Ansätze für die berufliche Bildung. Münster u. a.: Waxmann 2002, S. 165.

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processes and states which tasks an employee has to be able to master. The way to this goal can be determined and adapted to the company conditions and projects by each employee himself. The learner is supported by a skilled counselor – but also by his team and social environment – concerning contents and by a learning process companion concerning methods. Especially the second function can be carried out by educational institutions which also offer classes for reflection and coaching covering several companies at the same time. Thus, they are no longer in the role of the knowledge provider but rather support an autodidactic learner. Furthermore, it can be assured that persons who are not so familiar with this form of continuous education or who start again with continuous education after a long break also experience an intensive and flexible support which cannot be provided by the company to this extent. A last important innovation is that a successful certification shall provide a connection between these degrees and academic ones. Thus, the “dead end” of vocational training degrees as seen in other industries is avoided and also high-performance high school graduates without an academic degree are offered good career prospects. In total, a form of continuous education was found which supports the learning potential of jobs in the IT-industry to a large extent and puts the focus on the development of competences which takes place there.

### *6.2.3 The Process of Certification and the Participants*

As already mentioned, it is primarily important for the certification in the continuing vocational education and training system in the IT-sector following a specific specialists' profile to carry out a relevant and complex project in the company. The process of certification follows and is primarily based on the employee's documentation which accompanied the project. The whole project can be designed to last for a maximum of 24 months so that also more complex tasks can be considered. Civil law accredited providers like cert-IT or IHK-cert are responsible for the whole process of certification.

At the beginning of the process, this institution checks whether the participant has a job that matches the specialists' profile and whether he or she plans a project which is suitable both considering content, scope and quality and which contains all important referential processes. In case the certifying institution grants permission the employee can carry out his or her project independently and can use all the described supporting instances. This way it shall be made sure that the employee can write the documentation necessary for the certification, which he or she was not confronted with before, besides working on the actual project. The documentation has to present all different steps of planning, carrying out and controlling the project success professionally, reason them and check them for effectiveness and if necessary add alternative solutions. With these procedures the employee shows that he or she both mas-

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ters and uses the specific techniques of his or her area and that he or she has an overview over his or her domain.

After finishing the project and handing in the documentation the actual certification procedure starts. A skilled employee, who works in the specific area, checks the documentation both under aspects of skill and aspects outside of skill. If the evaluation is positive, the employee is invited to an interview at the certifying institution in which he or she has to present his or her project and then answers questions about unclear issues and further problems of the domain. If also this part is successfully completed, the main examiner recommends the employee for achieving a certificate from the certifying institution. This institution makes the final decision and hands out the certificate for a duration of three years. After that time, a re-certification follows in order to make sure that the employee continued to learn on the job. At this part the interviewees' opinions fall apart about whether this is an advantage or disadvantage of the system, because so far all certificates have been issued with unlimited validation. The used procedures for certification (documentation and interview) are of rather summative nature and include the competences indirectly through the quality in which the project was carried out and presented. Procedures of higher validity are possible but the existing methods seem to be convenient and suitable for the industry.

But in the described case, we have to consider that the desirability of the certification does not only depend on factors from within the system like reliability and professionalism of the certifying institution<sup>32</sup>, but also on externally determined factors like the assumed economic value of the certificate. Here it can very likely lead to a heterogeneous cost and benefit analysis of the participants which in the end results in not participating in the whole procedure. Therefore, a consideration seems to be necessary which focuses on the participants in order to find out what conditions a participation or non-participation in the continuing vocational education and training system in the IT-sector and its testing procedures depends on and to see which evaluations the several groups make. However, an examination of these questions would have gone far beyond the limits of this report and is therefore only done exemplarily within the regional case study (see chapter 6.3).

The social partners are mainly responsible for mentoring the whole system in this flowing certification process. For this purpose, they meet once a year with the specialists' associations of this certain field in order to check where corrections in the profiles or other basic changes of the conditions of certification achievement have to be made. The interviews with the groups also

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<sup>32</sup> For more advantages of certification systems cp.: Grunwald, S./Rohs, M.: *Zertifizierung informell erworbener Kompetenzen im Rahmen des IT-Weiterbildungssystems*. In: Straka, G. A. (Hrsg.): *Zertifizierung non-formell und informell erworbener beruflicher Kompetenzen*. Münster u. a.: Waxmann 2003, S. 209.

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showed that this job is taken seriously and that they wish to contribute in this way to the systems success in the long-term. Concerning the transfer of the guidelines to other industries, the participants are sure that it needs to be checked individually whether a nationwide guideline from the social partners is a suitable means or whether guidelines on the level of associations would be sufficient.<sup>33</sup>

#### *6.2.4 Summarizing Evaluation and European Perspectives of IT-Qualification*

Looking at the newly organized CVET-system in the IT-branch showed that a system has been established which is both structured according to the companies and practical procedures and also flexible enough and thus equipped for the fast development of the IT-industry.<sup>34</sup> Learning is promoted which is typical for the project-oriented work style of the industry and can also be realized by small companies without much financial effort. However, enough spare time for the employee is necessary so that he or she can indeed have a reflection of his or her learning progress while working on the actual project for the client. This is supported on the one hand by a skilled counselor and on the other hand by the learning process companion, who both can be consulted in case of problems and draw the employee's attention to possible lacks. Thus the system is attractive for a wide range of persons like people from a different professional background, graduates with a first vocational training and also academic graduates who want their acquired competences to be formally accepted. Thus, the system also offers new career possibilities. However, we have to mention critically, that there have been no standards established yet regarding accompanying the learner; therefore the individual support of each candidate depends on the efforts of the according educational institution.

Due to the low number of certifications so far (appr. 100) we cannot predict whether the procedure will become the standard model of continuous education in the future years. The representatives of the certifying institution consider mainly the bad economic environment and communication problems as the reasons for the slow start. Many companies do not yet recognize the strategic advantage of this new form of learning or they do not have the according management development plans for their employees. But the support from business associations and unions is unlimited, which both contributed to the establishment of this nationwide guideline of continuous education through their efforts. Also the support of the developmental work by

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<sup>33</sup> An alternative is also shown by our Swiss partners with their examination of a company-specific approach of the Siemens AG in order to record their employees' competences in an analytical scheme consisting of 17 categories.

<sup>34</sup> Cp.: Zedler, R.: Modernisierung der Berufsausbildung und Weiterbildung mit System in der IT-Branche. In: *Wirtschaft und Berufserziehung*, Heft 03, 55. Jg. 2003, S.12.

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the certain federal departments in technical and financial ways was a necessary requirement for the successful implementation of the system. Moreover, through continuous evaluation the BIBB checks, to what extent these new approaches can be transferred to other industries to structure continuous education there. Because the interviewees emphasized that from the created standards they expect positive effects for the further development of the industry and the assurance of the supply of skilled workers.

Besides documenting and controlling the implementation, realization and recognition of the continuing vocational education and training system in the IT-sector in the business world, especially the difficult goals of guaranteeing transparency between continuous education and academic studies and a high degree of utilization through connection to international standards require further research. So far these goals only have the character of being intentional.<sup>35</sup> So there is also still missing an agreement between the Federal Department for Education and the Conference of Ministers of Culture Issues, which is responsible for academic institutions, and the Conference of University Presidents regarding the acceptance of qualifications acquired through continuous vocational education at academic institution.<sup>36</sup>

Also looking at the international context, more work needs to be done in order to achieve the goal issued by the European Union to be able to compare and certify qualifications in IT-jobs with no regard to the country.<sup>37</sup> For this purpose, it is primarily necessary to compare the several continuous education systems in Europe, especially their institutional connection and the already existing certification concepts. For example, the German work process oriented (APO) continuous education system differs from the EUCIP-concept of the parent organization of the European Information Technology Association CEPIS tremendously: "First, there is the procedure of qualifying, which pre-

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<sup>35</sup> Cp. for example: Dokument 5 – Erklärung der Spitzenorganisationen der Sozialpartner, der Bundesministerien für Bildung und Forschung sowie für Wirtschaft und Technologie zur Umsetzung von hochschulischen Leistungspunktesystemen in der beruflichen Weiterbildung am Beispiel der IT-Fortbildungsverordnung. In: Borch, H./Weißmann, H./Bundesinstitut für Berufsbildung (Hrsg.): IT-Weiterbildung hat Niveau(s): das neue IT-Weiterbildungssystem für Facharbeiter und Seiteneinsteiger. Bielefeld 2002, S. 142-144.

<sup>36</sup> Cp.: Rogalla, I./Witt-Scheuer, D. (Hrsg.): IT-Weiterbildung mit System: Das Praxishandbuch. 1. Aufl., Hannover 2004, S. 165 f.

<sup>37</sup> For this purpose, a balanced certification procedure shall be developed under the supervision of the parent organization of the European Information-Technology-Associations CEPIS, which makes modular qualification certificates over several levels possible. In the project EPICS, supported by the EU, requirements for a certification system ignoring country borders have been checked since September 2002; they shall become part of a „European-Professional-Informatics-Certification“-Concept (EUCIP). Cp.: Council of European Professional Informatics Societies (Hrsg.): Qualifikation in IT-Berufen soll bald länderübergreifend vergleichbar sein. [[http://www.cepis-epics.org/info\\_package/public/EPICS\\_PM1\\_d\\_V5\\_030521.pdf](http://www.cepis-epics.org/info_package/public/EPICS_PM1_d_V5_030521.pdf); 21.05.03].

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cedes the acquisition of the certificates, and second, its location. APO shifts continuous education into the company. EUCIP counts on educational institutions with a good reputation. Moreover, EUCIP requires a defined basic knowledge as prerequisite; only those who can prove to have this basic qualification in the first step, can acquire a certificate for special knowledge that is based on the previous.”<sup>38</sup> Therefore, transparency has to be created in a first step regarding other approaches and varieties in the European countries in order to check then whether a recognition and coordination between each other’s divergent degrees and ways of continuous education can be achieved and which possibilities of a best-practice-transfer open up.

### ***6.3 Case Study 3: The Continuing Vocational Education and Training System in the IT-sector in Thuringia – a Regional Analysis***

#### *6.3.1 General Description of the Case Study*

Case study 3 is a specification of case study 2; a regional example of CVET-system in the sector of information technology and business in Thuringia is examined. The focus of attention lies on the new CVET -system in the IT-branch and especially on informal learning in the process of work. Reflections are given in order to certify this new type of learning and the participants’ activities.

The description of the case study is based on the analysis of information material, the visit to a conference on the topic continuing vocational education and training system in the IT-sector in Thuringia and three complex interviews with several experts of continuous vocational education in the IT sector. These are:

- a) A representative of the “*Bildungswerk der Thüringer Wirtschaft e.V. (BWTW)*” responsible for IT-continuous education.

The BWTW’s headquarter is in Erfurt and it also has a branch in Weimar which worked as a development partner of the Fraunhofer Institute for Software and System Technology in developing and realizing the new model of continuing vocational education and training system in the IT-sector for the first time in Thuringia. The model project for Thuringia concentrates on the qualification within different specialists’ profiles.

According to the continuous education agreements, the profiles of an IT Project Coordinator, Network Administrator, Database Developer and IT Trainer are offered. In the sense of being a service provider for education, a profile specific, skilled counseling and consultation and individual sup-

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<sup>38</sup> Council of European Professional Informatics Societies (Hrsg.): CEPIS stellt Zertifizierungskonzept für IT-Fachkräfte zum Vergleich. [[http://www.cepis.org/download/EUCIP\\_PM031001\\_PodiumFFM\\_V4.pdf](http://www.cepis.org/download/EUCIP_PM031001_PodiumFFM_V4.pdf); 07.10.03].

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port on the job shall be offered. Furthermore, this educational institution provides information platforms to announce news and innovations in the area of IT-training and continuous education. The implementation of the CVET-system in the IT-sector, that was innovated on federal level, in the focused region offers – according to the representative’s word – huge advantages both for the companies and the employees.

b) An employee of the “*Bildungsportal Thüringens (BT)*” in Erfurt.

The “Bildungsportal Thüringen” understands itself as a conglomeration of several competences in vocational training and continuous education. In the sense of a crystal core for New Media in vocational training and continuous education it is located in a network of several parties of vocational education, the academic institutions, companies and private users.

The interviewed employee functions as skilled counselor and coach in this continuing vocational education and training system and works therefore in close cooperation with the above mentioned BWTW.

Both institutions see themselves in the obligation to present the concept, provide the necessary conditions and explain the advantages of the system to potential users (companies and private users).

c) And a participant of a continuous education class, who acquired the qualification of being an IT-Project Coordinator in Thuringia. As independent business owner he has already established himself in Thuringia in the IT-industry in the area of digital systems. Within gaining his qualification he was supported by the BWTW and the BT.

The selection of interview partners took place under the premise to generate a complex and objective picture of opinions regarding continuing vocational education and training system in the sector of information technology in the focused region. Therefore, we chose participants who pursue different tasks and goals regarding continuous vocational education in the sense of competence acquirement processes in the IT-sector.

The interviews were taken based on a questionnaire which concentrated mainly on four complexes of questions. The questionnaire is identical with the one used in case study2, but was extended with the regional focus. Moreover, additional questions were answered which occurred during the interview.

The complexes of questions related to the general area of continuing vocational education and training system in the IT-sector in the sense of characterizing groups of demand and target groups, to learning in the process of work, to the process of certification in the CVET-system and to the social partners’ and regional administrative and educational institutions’ role. This concentration on certain points will also be pursued in the following case study analysis examining the demand of skilled workers in Thuringia limited to a regional observation (6.3.2), in order to then focus on the topic of CVET in the IT-sector in the context of certifying informally acquired competences (6.3.3), followed by a chapter about participants (6.3.4).



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### 6.3.2. Regional Observations

The federal state of Thuringia is characterized mainly by a structure of small and medium companies (called KMU) in different industries. Here, the industrial, construction-, trade- and service industry can be distinguished significantly. Regarding the IT-and communications industry we can say that it also gains in importance increasingly. Thuringia has developed into an important location of the IT-industry, which mainly consists of a structure of mini/small and medium companies. But also companies with a nationwide reputation in software development and IT-services have their headquarters in Thuringia as the company Intershop Communications AG in Jena just proves. Also supplying companies have a long tradition in Thuringia for example in the area of the semiconductor industry.

But the increasing importance of the ITC industry is not only based in the field of IT-development, but also on the IT-users' side. The demand in IT-specialists, however, does not depend on the company size or industry.

In the years 2001/2002, the crisis in the ITC-industry was also felt in Thuringia. The worldwide weak economy, the decreasing investments and an increasing saturation of the market in PC-technology led to losses in sales and turnovers and thus decreasing employment.

However, the medium and long term forecast of a change in trends in the ITC-industry allows hope for positive effects in the suppliers' industry, the manufacturers of electronic elements.

In order to be prepared for this positive development it is important to maintain and to support existing human capital in the ITC-industry and to develop future skilled employers for this field. The area of IT-vocational training and continuous education makes a significant contribution to this.

In the field of first vocational training, the interest in the innovated IT-jobs has increased tremendously.<sup>39</sup> Also, the academic studies in information technology has a long tradition in Thuringia, especially at the TU Ilmenau, at the FH Erfurt and Schmalkalden and at the universities in Weimar and Jena.

But in order to be prepared for the quick and dynamic developments in the IT-industry, a fundamental training is without doubt a necessary basis, which has to be strengthened and broadened by good continuous education. In the area of continuous vocational education, the academic institutions again make an important contribution. But in this context a large variety of public and private educational institutions has to be mentioned whose task it is to educate and train people in the sense of lifelong learning.

The demand for skilled employees in Thuringia is considered to be very high especially for IT-specialists. Despite the current stagnation in this area, the industry is sorting itself out and shrinking to an economically best size,

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<sup>39</sup> Cp.: Wirtschaftsministerium Thüringen, Berufsbildungsbericht Thüringen 2003, S. 54.

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according to the representative of the BWTW. This economically difficult situation partly causes that Thuringian companies outsource part of themselves or move towards Eastern Europe in order to further participate in the market. Although all interview partners confirmed a high demand of skilled employees with specific technical knowledge but also with abilities that can be used broadly, the representative of the BWTW believes the demand for continuous education in this area to be small due to the difficult conditions. She sees the reason for this on the one hand in the size of the companies, which is limited in Thuringia as mentioned to small and medium companies (KMU). This company size has the consequence that often only single persons work as IT-Administrators in the companies and have to face and master quick technological changes. Also companies of medium size are aware of the necessity of management development and pursue continuous education mainly on the basis of internal continuous education concepts and structures.

Despite the structural problems the demand for qualification does not change in the IT-industry. The target group that has to be qualified can be described as follows. The interview partners usually call the employees in the IT-sector persons with a different previous professional background without relevant training. Moreover, suitable connecting careers have to be offered to graduates of the new IT-job profiles in order to actually pursue lifelong learning in one's own curriculum vitae. Another approach to cover the demand for skilled workers in the IT-industry is integrating unemployed people. Under the previous structures this was hardly possible because reliable standards for IT-qualification did not exist.

The educational institutions shall make an important contribution in this case. As educational service providers they support the companies and employees as those who request education in the area of management development and grant help in the process of qualification.

### *6.3.3 The Continuing Vocational Education and Training System in the IT-sector and the Certification of Informally Acquired Competences*

As already explained in case study 2, the new model of continuing vocational education and training in the IT-branch is based on the principle of work process oriented continuous education (APO) for the qualification in the profile of an IT-specialist and was also adapted as such in the analyzed example for Thuringia.<sup>40</sup>

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<sup>40</sup> The IT-continuous education for the profile of a specialist is also offered in different form by the IHK Erfurt. The form of work process oriented continuous education is not the focus of interest in the here offered form of qualification. Traditional course structures are considered to a large extent in this system.

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Also for the observed region this new system counts as innovation and is far more than the traditional re-organization of existing professions. The intention was to reform the educational structures, the curricula and learning concepts and the area of quality assurance of continuous education entirely. The representative of the BT considers the general development of standards in the continuous vocational education in the IT-industry and an international orientation as a special innovation. The form of work process orientation and the resulting learning during the process of work supports a strong individualization of continuous education. Both the representative of the BWTW and the participant of the continuous education program saw an advantage in this because one can respond to the demands of the company and serve the individual's type of learning. The idiosyncrasies and personal demands of a participant are most important in the process of qualification. Time- and location-independent work and learning in real project structures define this form of qualification. One of the persons' goals who initiated this new system was also to connect informal learning, learning from experience and formal learning.<sup>41</sup>

The continuous education progress is individually structured by the orientation on referential processes in the sense of prototype work processes in the company's business. Informal learning is considered here explicitly. Informal learning is mainly understood to be self-motivated, self-responsible and self-oriented learning which on the other side does not have an explicit goal of learning as the representative of the BT states. The share of informal learning sequences is estimated to be about 70% but the interview partners also emphasized from practical experience that the participants in this form of continuous education ask for additional formal structures. The interviewed qualified participant confirmed this also. An additional support was especially important to him, first, to cope with the documentary necessities, second for motivation in difficult phases of the qualification, but also as support in technical problems. For this purpose he had a coach and skilled counselor at hand who was sent by the BWTW. In addition, the BWTW offered workshops and seminars for support in the learning processes. The representative of the BWTW mentioned that not all participants have such a learning competence in order to qualify themselves totally self-organized, self-directed and self-responsible in the sense of informal learning.

The assumed danger of learning in isolation when learning the informal way could not be confirmed. The goal of competence in any kind of business activities is also pursued as a sub-goal of social competence. This can be achieved through a good support by the technical experts but also through communication with each other via the new media (newsgroups, mails and internet forums), the representative of the BWTW says.

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<sup>41</sup> Ehrke, Michael, Das neue IT-Weiterbildungssystem: Vorteile für Arbeitnehmerinnen und Arbeitnehmer. Presentation at Learntec 2002 Karlsruhe.

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The process of certification happens in several steps as in the cases before. The participant has to document his or her learning progress accompanying the process. The reflection about one's own learning precedes the process of documentation.

This reflection can take place in interviews or in form of a self-evaluation. Writing it down intensifies the process of reflection. All interviewees agreed that a consideration of informally acquired competences is almost impossible in the process of certification. In this context the documentation requires that learning situations are reported systematically as well as the single steps to find partial solutions and the necessary means. The documentation is therefore an important prerequisite to make unconscious learning conscious and in the end transparent and ready for certification.

In the currently practiced form of certification, the process documentation is checked in the end of the qualification process and an examining interview is taken where both technical, personal and also social competences can be tested. The here interviewed participant of continuous education was tested by the Cert-IT GmbH and finally got his certification from them.

In the end the interviewees concluded that the certification of informally acquired competences pushes the limits in IT-qualification concerning terminological misunderstandings and is based in the disability to reflect and to transform.

#### *6.3.4 Participants in the Continuing Vocational Education and Training System in the IT-sector in Thuringia*

The here observed model project in continuing vocational education and training in the IT-sector in Thuringia is characterized by a cooperation of several participating parties with different tasks and areas of interest.

The **BWTW** functions as development partner of the Fraunhofer Institute and project coordinator for the first model-like realization of the federally initiated continuing vocational education and training system in the IT-sector for Thuringia. Financial support came among others from the Association for Promotion of Work and Economy (**GfAW**). The advantage of this financial support lies in a cost free counseling for the participants in the process of certification, i.e. they only have to pay for the costs regarding the certification itself. This is understood to be motivation also for **KMU** and private users to become interested in this so far unknown system of IT-continuous education. The **BT** also functions as a service provider in education. In cooperation with the **IHK** these institutions try to awake an interest for this form of qualification both in the **companies** and also in the **potential participants**.

The structure of mainly mini and small companies, however, turns out to be a problem in this context as well as the economic stagnation in this area.

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The meaning of continuous education is certainly recognized in the companies, but it is not primarily pursued with regard to the existing pressure on the market and in competition.

The new structure of continuing vocational education and training in the IT-sector and the intention to link working and learning can be helpful in order to sensibly also such companies for the topic which could realize continuous education of their employees only very difficultly for “reasons of survival on the market”.

Still, there seem to occur problems that are based on the huge innovation potential. The missing course- and seminar structure and the learning mainly within the process of work is awkward for many employees, the BWTW representative says. The task is now to sensibly all participants for this topic, i.e. the main advantages of the system have to be explained to all participants.

In the already mentioned culture of certification in Germany, the national and international acceptance of the certificate are an important issue. Making this transparent is also an interest and task that the educational service providers have.

A network of responsible persons has developed since the two years of implementing the system in Thuringia. However, the active participants regret the **unions'** restraint so far. Those would be – according to the BWTW representative – a helpful support in the context of sensibilization. But also the federal department of economy and the representatives on the employers' side would have to be included in the continuous education process more actively.

Only the wide range of participants, who work actively towards a common goal, increase the credibility and acceptance of such an innovation in the educational sector. A cooperation as it was observed when developing the system did not always happen during realization of the system but should be aimed at again in the future.

### *6.3.5 Summarizing Evaluation*

With the new continuing vocational education and training system in the IT-sector a model has been created through which informal learning during the work process was put into the focus of the learning process. This has to be seen as an important step but problems need to be considered which occur due to the regional implementation. Although informal learning has achieved a new level of importance, new problems occur which – as already described – are reflected in the certification process of these informally acquired competences but also have to be included in the context of the regional conditions.

The goal-oriented cooperation of all relevant parties both on the issue of information, realization and also monitoring and financing is of great importance and seems to be imperative for the developmental process in continuous vocational education in Thuringia.

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## 7. FINAL CONSIDERATIONS

The goal of this report was to present both a theoretical and practical observation and analysis of the issue “Learning in the work process” and of the social partners’ role in Germany – on the basis of commonly determined criteria.

Starting off at the central question of the “Leonardo Project”, we have examined and evaluated learning in the work process – especially informal learning in job contexts – on a national, sectional and regional level using three selected case studies. The examination concentrated mainly on the participating parties’ role and on the process of learning in informal contexts and on the question of reflection, transparency and certification of informally acquired competences. The relevance of the topic is justified by a growing importance of such forms of learning for the population’s lifelong learning and by the current education-political discourse on national and European level. The analysis includes the current situation of technical literature, the results presented at conferences in Germany and the participating parties’ point of view stated in the interviews.

In the three discussed case studies, we tried to work through the issue according to the described criteria. Case study 1 examined primarily the process of informal learning under consideration of the participants’ tasks and intentions in the example of the project “make it” in the B. Braun Melsungen AG. Case study 2 and 3 dealt with the recognition and certification of job-related learning in the IT-industry in Germany. Case study 2 described the continuing vocational education and training system in the IT-sector developed by the social partners on national level and evaluates the installed paths of recognition. The new CVET-system in the IT-sector in Germany is based on the idea of job-related learning and thus considers informal learning both in the qualification process and in the certification process. The reflection of the informally learned facts and the consideration of informally acquired competences in the certification process have been the focuses of our examination. Again, the special role of the social partners and their task both in the developmental and realization process were considered in the analysis.

Since case study 2 mainly argues on the development level of this innovative system in IT-continuous education, case study 3 had to show a regional adaptation of such a model in order to examine the implementation ability in the IT-industry considering regional idiosyncrasies. Just like in case study 2, in case study 3 the certification process of informal competences was examined and deficits in its realization were discovered. Again, the social partners’ role as promoters was very important.

We have summarized the central results of our examination in the following hypotheses which shall serve as basis for further discussion and transfer.

The social partners’ activities in the area of continuous vocational education are exemplary presented in the case studies in this report on the following action levels:

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1. on *national* level: Main participation in the development of systems, guidelines and curricula for competence development programs (presented here in the example of the continuing vocational education end training system in the IT sector by the “Industrial Union Metal” and the “Federal Association of Information Technology Businesses, Telecommunications and New Media [BITKOM]”) in cooperation with federal institutions (here: the Federal Institute for Vocational Education).
  2. on *sectional* level: Consideration of continuous vocational education in wage agreements, planning of developmental projects and acquisition of public supporting finances (presented here on the example of the chemical industry by the “Industrial Union Mining, Chemistry and Energy [IGBCE]” and the “Federal Employers’ Association Chemistry [BAVC]”).
  3. on *regional* level: aspects of regional adaptation of the continuing vocational education end training system in the IT sector (presented here on the example of the federal state of Thuringia and the activities of an educational service provider that in close to the employers’ side and initiated and financed by the government).
  4. on *local* level: development of new procedures both for recording and evaluating existing competences and for determining the competence demand and to increase the promotion of learning on the job (here on the example of the work committee and company management of the B. Braun Melsungen AG).

Within a careful interpretation of the collected results we get to the following (temporary) conclusion which we present in form of 7 theses:

1. The idea of learning during the work process and a job-related continuous vocational education is accepted by all participants (social partners, education politics and planning and education providers) and is considered a paradigm for the future orientation and design of continuous vocational education.
2. Innovations in the area of continuous vocational education are only possible to realize on all levels if they are wanted and supported by all social partners. A participation of federal institutions has to be assured. If the social partners do not agree, there will be no change on national, sectional and local level. In contrast to this, there can be innovations on the regional level also if they are supported by only one of the two social partners and the federal side. But then the innovation process is rather slow.
3. The chance that an innovation process is implemented and successfully realized in continuous vocational education is especially high on the sectional and local level if the social partners have long-term positive experience in cooperating, accepting continuous vocational education as a common action field and the projects are financially supported by public institutions.
4. Despite the general acceptance of a work process oriented continuous vocational education, it is not yet supported and promoted sufficiently in many small and medium companies. Therefore, it is necessary that regional and local participants advertise actively for this issue.

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5. The example of the continuing vocational education end training system in the IT sector shows that the adaptation of national guidelines in the several regions is combined with tremendous difficulties. This is especially true if only one of the two regional social partners participates in the according activities in the region. Thus, it is necessary for the successful adaptation of national guidelines in the regions that a regional network with all parties participating in education is created and at least supported by federal institutions in the region at the beginning of the work.
  6. The development of competence standards and the acceptance of informal learning have a useful effect on the economic developments and the work conditions in the observed industry and strengthen the sectional social partners' role. This is especially true for industries which – like the IT-industry – were characterized so far by a low level of organization of the employers and employees.
  7. A certification system for competences which were acquired during the work process is accepted by the employees because they expect advantages for the job market from it; especially when they have been qualified “formally” only to a little extent. Many employees, however, wish for a connection of the learning in the work process with traditional formal forms of learning in order to be able to evaluate their own level of performance through the exchange with other persons and in order to close gaps in knowledge more quickly.

Finally, the sketched results shall also be brought into European context. The national structures for design of professions and for qualification and especially the innovative German continuing vocational education end training system in the IT sector compete with European attempts of integration. These have also been started for the vocational education by the European summit conference of Lisbon (“Develop Europe into a competitive space of a knowledge-based economy”) and the Bruges-Copenhagen-process. The sharp definition of both operative and strategic professionals and the basic principles of the continuing vocational education end training system in the IT sector (work process orientation, learning and working in modules, performance accumulation and transnational acceptance, permeability) show a big overlap with Europe-wide demands for a modern concept of vocational education and qualification.

Looking at the employees' mobility across country borders, further steps are necessary in order to achieve the goal issued by the European Union to make qualifications in IT-jobs comparable and certifiable across nations.<sup>42</sup> For

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<sup>42</sup> For this purpose, a balanced certification procedure shall be developed under the supervision of the parent organization of the European Information-Technology-Associations CEPIS, which makes modular qualification certificates over several levels possible. In the project EPICS, supported by the EU, requirements for a certification system ignoring country borders have been checked since September 2002; they shall become part of a “European-Professional-Informatics-Certification” -Concept (EUCIP). Cp.: Council of European Professional Informatics Societies (Hrsg.): Qualifikation in IT-Berufen soll bald länderübergreifend vergleichbar sein. [[http://www.cepis-epics.org/info\\_package/public/EPICS\\_PM1\\_d\\_V5\\_030521.pdf](http://www.cepis-epics.org/info_package/public/EPICS_PM1_d_V5_030521.pdf); 21.05.03].



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example, the German work process oriented (APO) continuous education system is very different from the EUCIP-conception of the parent organization of the European Information Technology Associations CEPIS.<sup>43</sup> In a first step transparency has to be created regarding the approaches and varieties in the different countries in order to check then whether an acceptance and adaptation between the divergent degrees and ways of continuous education is achievable and which possibilities of a best-practice-transfer are there. The same is also true for the approaches that were developed and realized on regional and local levels.

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<sup>43</sup> Cp. Council of European Professional Informatics Societies (Hrsg.): CEPIS stellt Zertifizierungskonzept für IT-Fachkräfte zum Vergleich. [[http://www.cepis.org/download/EUCIP\\_PM031001\\_Po-diumFFM\\_V4.pdf](http://www.cepis.org/download/EUCIP_PM031001_Po-diumFFM_V4.pdf); 07.10.03].

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*CASE STUDIES*

*HUNGARY*





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## HOSPITALITY CASE STUDY I – SUMMARY

### *Continuous Vocational Education in Tourism – Specific problems and answers – best practice in Equestrian Tourism*

Tourism is of outstanding significance in Hungary; it contributes to the budget in a large extent. Due to international tendencies, the number of foreign tourists is decreasing which causes problems for the Hungarian tourism as well.

In the tourism, primarily the formal education takes place at an intermediate and advanced level, for adults, too. Non-formal training plays only a supplementary role compared to formal education if it takes place at all. This type of education is mostly run by non-profit organizations, but there is no system established for them. However, some of them are acknowledged by the state and have national accreditation.

### *Special trainings in the South-Transdanubian region*

At the level of the adult education the accreditation of the educational programs, meeting special needs and giving unique knowledge, has started. Some examples are:

- World heritage manager
- Wine trip manager (trip visiting wineries, where the guests can taste different kinds of wine and related programmes)
- Water tourism tour guide
- These are primarily formal trainings, but take place in special, new fields and have practical, non-formal elements as well.

### *Non-formal and informal education in some special fields*

The Hungarian Equestrian Tourism Association has introduced a ranking system: they classify riding-schools offering tourist programmes with a practical approach. The training needs of the workers are identified as a result of the system classification. The association rank the **equestrian tourism mounted trainers** as well, in this case their experience counts. All that reaches a certain level gets the qualification, while the others have to take part in a course. The association would like to organise trainings accepted by the state for the **equestrian tourism mounted trainers** in the near future.

The ranking system of the groom activity is also problematic. The present system does not motivate the training; the labour market prefers the low

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qualified and cheap labour force. The employers and the entrepreneurs themselves has lack of knowledge and competencies in this field, so first of all they should be educated in order to recognise the deficiencies, set suitable requirements for their staff and invest in their trainings. However, this can be expected only if the money requested for the trainings can be adjusted to the extra profit generated by the well-educated staff. In order to estimate and realize this profit, further non-formal and informal education is needed first of all for the employers then for employers themselves.



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## HOSPITALITY CASE STUDY II - SUMMARY

### *The village tourism in Hungary*

The income opportunities for those working in agriculture have narrowed in the recent years, therefore village tourism appears as an income-complementary alternative for them. As far as the tourism as a profession is concerned, the emphasis is put on the nature of the activity, which is independent from the number of beds and the location (these are the criteria of the legal classification). During the housing, the organization of programmes and the forming of the gastronomic offering, the most important thing is to introduce the elements of the agricultural life, the traditional habits and the handicraft.

The main part of the people operating in village tourism runs a family enterprise; only those apply any employees who run at least 15-20 beds, but mainly they offer a part time job. In 2003, the number of the registered accommodators was 9000, so this activity exceeds the one-fifth of the private accommodation, and provides more than 50.000 beds for the guests.

### *Protection of interests and quality assurance*

The Hungarian Federation of Village and Farm Tourism (FATOSZ, [www.fatosz.hu](http://www.fatosz.hu)) was founded in 1994 to represent the interests of the people and enterprises working in the area. The base of their activity is to develop educational programs needed to the suitable services meeting the business requirements and to emphasise the significance of quality assurance.

In 1996, a classification guide based on foreign practices had been completed. This guide, according to the regulation of 1997 implied on the tourism-aimed private accommodations, became a normative to the qualification of the rural accommodations. In order to make this regulation effective and be obeyed, a group of 60 experts was trained, who work as qualifiers, controllers and counsellors. The flaw in the scheme is that the classification and qualification is based on professional standards, but it's not integrated with a commonly accepted quality assurance system such as the ISO. The ranking remains on the basis of the self-qualification of the enterprises and entrepreneurs, the association isn't authorized to interfere so their activity is confined to the support of self-ranking.

### *Questions of methodology, the elements of the training programs*

The structure of the typically 30 to 60 lesson long courses can be divided into two groups. One of the groups focuses on hosting and gastronomy, that

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is, the practical knowledge of tourism. The aim of the second group's teaching material is to promote professionalism, which requires that the accommodators consider the rural hospitality as an enterprise, and perform this activity with an entrepreneurial approach. This involves the teaching of entrepreneurial, financial, marketing and communication knowledge and the tax regulation. A state-accepted course (registered in the National Training Register, OKJ) is organised in 200 lessons in cooperation with the College of Trade, Catering and Tourism.

In many cases the innovative courses include a study tour visiting successful entrepreneurs. This form of experience sharing is very effective and cannot be substituted in the frame of the theoretical education, but is still not emphasised enough. Only the engaged persons, primarily the members of the Association take part in longer field trips such as the field trip to Austria, organised by an international association of the rural tourism organisations (Eurogites, [www.eurogites.org](http://www.eurogites.org)). In this trip, entrepreneurs from Central-Eastern Europe took part, and its main issue was the sale of the rural tourism products. The courses should be improved as far as their interactivity is concerned, because in many cases it is reduced to the answering of the questions arisen or the filling of questionnaires on the quality of the course.

### *The significance of attitude-forming in education*

The aim of the education beyond the above-mentioned problems is to promote the change of attitude, which is a twofold task. First of all, even though the accommodation or the accommodation-related service is of high quality, a single entrepreneur cannot provide enough programmes to achieve real success. In small, rural regions this can be reached only by cooperation. According to the experiences, the education of this approach is one the most difficult tasks. The second field to be changed is the attitude of the towns' leaders towards the sector of village tourism, and the manager-level recognition and identification of the opportunities given by this sector. Following a successful training, the participants established an association in the area of Sárbogárd to improve the attractiveness in this area. Earlier they thought that due to the lack of significant sights this would have been an impossible business, but after the brainstorming in the course, their way of looking at the problem has totally changed.

### *The motivation of the prospective participants*

Experience shows that participation can be improved in a large extent if the course provides a tangible advantage. The pay courses on pest control were successfully launched in several places, because the participants received a per-

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mission to use special liquids. They take part in these courses mainly for the knowledge, the role of certificates are usually not significant. The most popular subject and characteristics are: the practice-orientation, best practices, study tours; and regarding village tourism: handicraft courses gastronomy, garden-design and biodynamic farming.

### ***The benefits of the trainings – the promotion of the cooperation***

Beyond the acquirable knowledge, the other important benefit of the courses is that the participants get to know each other and obtain such information about each other, which otherwise they would not learn. This sharing of information promotes the networking activity for which there is still no feeling in Hungary, especially in the countryside. Another related idea is that the common education of the tourism managers and mayors can provide further opportunities in cooperation, for example common fundraising and program organization.

### ***Launch of new educational programs – spreading of best practices***

It was a nice form of the spreading of best practices when Hungary welcomed a delegation from South-Slovakia that has a significant Hungarian minority. After the visit, in cooperation with a Slovakian office for enterprise development they started a course titled “To remain in my homeland”. The participants were mainly young, graduated, but unemployed women, hoping that the Hungarian practice (in Noszvaj, a special employee was hired for the development of the local tourism, and the settlement gave place to many county-range courses) will be adapted by the Slovakian local governments and they will also employ someone responsible for the development of the settlement and for the organization of trainings.

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## LOCAL AUTHORITIES SUMMARY

### *Training initiatives of local authorities for enhancing employment, social care and village tourism*

#### *1. Szombathely (Vas County): synchronization of employment initiatives*

The aim of the project is the creation and implementation of an employment strategy regarding the depressed labour market of Szombathely and its related materials: action plan, budget, operational programmes, identification of training needs and detailed project plans. To achieve this, 71 organization signed a pact representing enterprises, social partners, non-profit organizations, adult training institutions and the representative bodies of the different groups that face an unfavourable situation on the labour market (for example the occupationally handicapped, women, ethnic minorities, labour market entrants etc.)

Their most important activities are: forums on employment, organising events relating to the social inclusion and the development of the strategy, establishment of an information system, which provides large publicity, establishment and operation of re-training programs. By the help of the latter, the cooperation, in a long term, results in the improvement of the employment, the decrease of the unemployment, and the development of the environmental culture. A 20-point action plan was worked out, which deals outstandingly with the adjustment of the educational needs and opportunities. The applied methods are the following: survey of the employers' needs by the means of a questionnaire, followed by joint disputes, collection of the training supplies of educational institutions. Based upon these, suggestions are to be made and discussed. The development of the educational plans and the organisation of study tours have been started. This cooperation introduces a unique, complex program in Hungary, in which, consciously adjusting to the needs of the labour market, the non-formal and the informal elements will play a significant role. The assurance to this is that all three parties are involved in the agreement.

#### *2. 13th district of Budapest: training in order to fulfil the new-approach social care.*

The municipality of Angyalföld (the 13<sup>th</sup> district) and the Hospital Gyula Nyíró won the former grants of the Ministry of Health, Social and Family Affairs and the Capital, and worked out a caring system, which is more economical than the former ones and by its client-friendly approach, it adjusts the services to the demands. In 2004, 5-day training courses were conducted

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3 times in order to prepare the managers of the Integrated Social and Health System to the introduction of the new method.

In the 13<sup>th</sup> district, the local authorities are increasingly forced to outsource the nursing tasks due to the rapidly growing needs. The normative subsidies allowing the social care activities are delegated to the 8 civil organisation involved in the service provision, thus the social department of the municipality deals only with project management issues. The outsourcings are completed only after the collection of references, environmental studies, trial work and their evaluation.

It is very important for the civil organisations that their staffs are qualified to do these tasks. In the frame of a cooperation agreement, the Education Centre of the Industry Association holds trainings with national accreditation in the professions of infant and home nursing, gardener, social assistant and cleaner. They have also launched education about the Romany culture, because social workers frequently meet client from the Romany minority. The Motivation Foundation held a training of personal carer to the volunteers working in the district.

The employees of the local government take part in several inner extension courses, some of them can be put into the non-formal category, such as the preparation to the ISO system, the training of the new employees, the EU-trainings and the IT courses. The introduced quality management system includes educational plans as well, and they are taken and followed seriously. They always ask for feedback from the employees involved about the usefulness of the trainings and based on these feedbacks they decide whether they cooperate with the educational institute in the future or not.

The most important conclusion of this case study is that the introduction of the innovative social care activity forces the application of innovative educational methods.

### *3. The role of the municipality in the adult education in Noszvaj*

The village of Noszvaj is 10 kilometres far from Eger, the capital of the county, on the south slope of the popular mountain Bükk. Village tourism means a very important income-complementary opportunity for the people living here, around 70 families are involved in this profession. The municipality realised the possibilities in tourism and employed a tourism manager. His task is to popularise the village and organise marketing events. The first tourism manager started to organise trainings as well. As a result, Noszvaj became an educational centre and a popular venue for programmes. Apart from the municipality, the tourism association, founded by local families was also a cooperating partner. Several other villages in this area followed this example; they employed a tourism manager, at least in part-time.

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In order to be successful in village tourism, continuous learning is necessary, especially in the field of basic entrepreneurial knowledge, marketing, finance and customer service. IT knowledge and the languages are also becoming more important. The success depends on the readiness of the people involved to cooperate. Noszvaj's municipality, through its talented tourism manager, has been taking great part in achieving this by the organisation of the trainings mentioned above. Their realization takes place in informal and non-formal practice-oriented ways.

*Some examples of the trainings in Noszvaj*

The 40-60 lesson trainings, refreshing the forgotten traditional folk crafts, belong to the formalised trainings. It caused some difficulties during the organization that even those who wanted to participate didn't want to spend money on the trainings, and besides to this, the supply of the instruments needed for the weaving, basketwork etc. cost money, too. Therefore these trainings can be carried out only with financial support.

The 1-2 days and weekend courses, organised by the local or the county's governments in cooperation with their twin-counties or twin-cities (e.g. the Swedish Värmlands County), were great success. The sharing of experience with the arriving delegations turned out to be of great use, particularly from a practical point of view.

A more complex, 4\*2 day training was held by the Banker Training Centre, for which the Entrepreneurial Centre of Heves County suggested Noszvaj as a location. In this training, reputed experts trained the members of the tourism association of the county and other village tourism hosts.

Our organization, the SEED Foundation provided tourism education in Noszvaj, as well, with the participation of 25 persons. One of the main messages of this course was that the rural hosts should look at their activity from an entrepreneurial point of view (as already mentioned above). The innovative educational elements were the interactive, modular training method, the study tours at successful entrepreneurs and the workshop that enhanced the networking.

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## SOCIAL CARE CASE STUDY – SUMMARY

The basis of our social care case study was the particular and general experience of a non-profit organization, the Szociális Háló Egyesület (Social Net Association). Moreover, we studied the relevant acts and regulations and browsed through the Internet to widen our understanding of the situation in Hungary. The association is totally unique in Hungary because it is the only social care and nursing organization that operates without state or church background. Founded by nurses, it runs two professional nursing institutions providing full social care (with the exception of lifelong hospitalization of the old) and an almost complete health care service.

### *The characteristics of formal, non-formal and informal education in the field of social care*

*Formal education* is primarily related to the school system. The two critical points here are practice and the development of the teaching material. The obligatory practice during the training takes place at social service institutions. However, these institutions don't have a real interest in the thorough training of the students. The former system in which the instructor responsible for the students personally invigilated this process is now more of an exception than a rule.

The development of the teaching material is based on the continuative training of the tutors and the improvement of the profession (mainly technical development in health care). However, the conferences and continuation courses usually concentrate on one specific area, and the fact that there is no supervision on the activity the participants show during such trainings is also problematic. The development of the materials is in the responsibility of the teacher, but this is only an undecreed demand without adequate quality assurance

The Hungarian school teachers are generally good pedagogues, but most of them abandoned their social or health care professions for decades. They lost their everyday connection with the 'field', they are not them who take the responsibility towards the people in need and their relatives. This results in the deterioration of the quality of education.

*The non-formal education* is more related to the enterprise sector, but the most important element of this type of training – flexibility – is especially typical for the civic training institutions. Flexibility, in the interpretation of the Social Net Association means to teach that develops students the most. The closeness of the trainer and the trainee, the socialization elements of the teach-

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ing and the less formal timetable all have their part in achieving this. In addition to these, the motivation of the participants is a fundamental element of the non-formal education while it has much less emphasis in the formal system.

In the non-profit sector, the training institutions and ones working in service provision are often the same. Thus, the building-up of the trainings is usually based on the needs of the training organization that is directly connected to the needs of the clients (old people etc.). There are almost always own employees in the classroom, so the trainer is motivated to do his best. The satisfaction or dissatisfaction of the clients works as a feedback from the market indicating the standard of the trainings provided.

In most cases, the trainers are active workers in their profession, thus resulting in many advantages contrary to the problems raised with formal education e.g. the up-to-dateness of the teaching material, and emphasis put on practice instead of theory.

Nowadays in the social care education Hungary, the increase of the proportion of non-formal education at the expense of its formal counterpart is already perceptible. The training institutions' (here mainly from the for-profit sector) and the Labour Centres' (state governed offices working for increase of employment) cooperation plays an important role in this.

*The informal education* gives a great contribution to teaching of the practical techniques. Its mechanism consists of the exemplary work of the experienced workers or rather the learning from these examples. Unfortunately we suffer from great problems regarding this process. Many of the older workers in this area are exhausted and bitter, and this has a great influence on service provision, too. The tutors and mentors responsible for new employees have to pay attention so that the informal elements of learning develop and motivate the inexperienced in the right way.

## **THE BRIEF SUMMARY OF OTHER CHAPTERS OF THE CASE STUDY**

### ***The dialogue between the local authorities, the for-profit and non-profit organizations on the elaboration of trainings***

To summarise the situation we have to say that the dialogue between the 3 parties, the synchronization of the employees' and employers' demands is insufficient. In December 2003, the Baranya County Labour Centre held a



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meeting for the representatives of the training institutions working in the social and health care area. The negotiation aimed at the alignment of the trainings in order to avoid the repeated situation in which the trainees couldn't find a job after their studies. Unfortunately the meeting ended without a definitive agreement. The local authorities often stay out of education issues due to financial problems. They are not active in the retraining of their staff because the regulations oblige them to employ the people they get trained at least for a year after the course (at the higher salaries the higher education implies). At the same time the municipalities of the small settlements find it difficult to dismiss their undereducated employees because it creates an unpleasant situation in a small community. Principally, the employers don't get involved in training issues unless they can take advantage from the training of a long-term unemployed, for example. This can be the subsidy of the employment of such people. Without (financial) interest they too stay out of the question – they left the aforementioned meeting before its proposal phase began. And finally there is no competent organization of the employees that could protect the interests of this party.

### ***Some examples of the best practices of the Social Net Association***

One particular element of their training activities is the preliminary socialization and motivation of the participants that aims at the development of the following skills and abilities:

- Openness,
- Communication skills – the communication of problems,
- Independent problem-solving, the elimination of the factors that hinder the right action,
- The inner demand for and the ability of self-valuation and self-reflection,
- Creativity

Reacting to the great necessity for such courses, the Association provides trainings (and service) on hospice<sup>1</sup> care since 1996. This was a totally unsupplied area regarding both service and education. For the first time in Hungary the Association organized a professional hospice nurse and coordinator training that has been included into the National Training Register (OKJ in Hungarian).

### ***The headlines of the further subjects in the case study:***

- Introduction – the social care situation in Hungary
- The levels of education in the social care system

- 
- The general education issues of the social and health care professions
  - The obligatory retraining system in social and health care
  - The influence of the European Union on the trainings

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## INTERPRETATIVE HYPOTHESIS DEDUCED FROM THE CASE STUDIES

Based on the case studies we found that among others, the problems result from the managers' lack of knowledge. They do not realize that the success of their enterprise depends on the standard of their employees' work. It is very necessary to think for a long-term period; only this could help to spread the conception of life-long learning. First of all, the entrepreneurs should go on with their education, especially in the field of Human Resources, for example by extension courses during which they can update their knowledge and skills. Their employees should also be trained as far as the practical skills are concerned, mainly on their working place, by the so-called 'training on the job' method. Trainings, which give practical experience, develop skills and strengthen competencies, should also be spread. The second basic problem is that the prospective clients or participants cannot or do not want to finance their education. The employer thinks that it isn't worth the money, or they are afraid that the just-trained employee quits the job and takes the advantage of the new skills somewhere else even if they have signed a special training contract. The employees, especially those who are not so well educated cannot finance their trainings. However, many of those who have degrees go on post-graduate courses at their own costs.

On the other hand, municipalities are being kept very busy in the provision and the finance of services the so-called Municipality Act specifies, so they haven't got time and capacity to deal with educational issues. This results in an approach that is short-term and not sensible enough. The trainings' effect on the enterprises could also manifest in their tax-revenue, it would decrease the unemployment as well, and the enhanced networking would give new opportunities for the small regions and little towns, so the municipalities should show good examples in subsidizing and organising training programs as well as in training their own employees. The municipalities should be more proactive, and should adjust trainings and the financial resources for these trainings into their long-term region development plans. However, the first step toward this should only be the change of approach of the municipalities' staff, because in many cases their lack of knowledge is the root of further problems.

The two paragraphs above show that the organizations involved explain with the lack of resources that the necessary trainings aren't fulfilled. The experts agreed on that the state should extend its activity to subsidize these primarily practical trainings. The interviewees of the hospitality case studies referred to the fact that the development of tourism is in the interest of the whole national economy and their products belong to the 'Hungaricum' (unique Hungarian products). The newly opened resources, especially the European Social Fund provide new opportunities to obtain resources. The acquirement of these resources initialises networking processes that are

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inevitable from a professional point of view. The adult education – especially if we talk about a single specific field, such as tourism – requires cooperation. Unfortunately, the average number of the training participants per county is only 30, so it is not profitable for educational institutions to develop training programs or to apply for money to undertake them. The municipalities can be of great help to them as a consortium partner, working together with non-profit organisations such as the Hungarian Federation of Village and Farm Tourism introduced in our hospitality case study.

The Human Resources Operational Program put a special emphasis on adult education, re-training and extension courses, so the financial support will be more easily available in the future. However, the problem is that the trade unions and employer's associations do not take part in the development of the training materials, and to make the situation worse, the main part of the companies are not members of these organisations. That would (and should) be these unions, who could obtain resources and launch initiatives cooperating with the municipalities.

Beyond the listed problems, the methods of the trainings are also very important. The spread, the monitoring and the standardised certification of the non-formal and informal training methods have not been introduced in Hungary yet. The adult-educational institutions are not prepared to adapt to the required standards, they themselves need to be trained.

The strategic plan for treating these problems could be the following:

- 1.a. The comprehensive practical training of entrepreneurs, involving practical HR knowledge, customer service and other practical experiences, networking, civic initials, management and fundraising techniques. The suggested methods replacing the traditional in-classroom way of teaching are the more interactive trainings, the best practice visits, counselling and business trips.
- 1.b. The approach developing training of the municipalities' employees should lead to strategic thinking that puts the value of human resources development into the centre. In their case also, networking helps to reach solutions and makes fundraising easier.
- 1.c. In order to promote the tripartite cooperation, the volunteers and paid employees of the trade unions and employer's associations should also be trained. We expect from this a more vigorous activity in fighting for their interests, which is essential for the already EU-member Hungary. The skills and knowledge mastered during the training of these organisations' helps them to play a more effective role in the CVT, so their participation will not only be a formal one.

Due to their training, the entrepreneurs also become more active, their professional organisations take part in the development and the monitoring of the training programs. The municipalities will also become an active player in these issues.

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Referring to the first and second points, the emphasis will be put on the employees' non-formal and informal trainings, financed by applications. At this stage, the integration of the disadvantaged groups into the training system should be considered as well.

A monitoring system taking into account the experiences and requirements of the profession will be developed and introduced. In line with this, the examination of the strategy regarding the training of employees will become part of the monitoring activity used in the qualification of enterprises.

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## INSTRUMENTS USED FOR THE CASE STUDIES

In order to get an overall picture of the country, we started our work with the survey of the relevant bibliography and gathered information from our cooperative partners. Through this examination we realized that it is very difficult to find well working best practices. Primarily, they are the formal methods of adult education and continuative education that exist in Hungary. The terms 'non-formal' and 'informal' education are so unfamiliar to the people in the training system that in many cases we had to start the conversation with the explanation of these notions. We added the subject of social care into our field of investigation, because our knowledge from previous studies indicated that this sector is the most advanced in the adult education area. We thought that by doing so, we will be able to give a deeper, more thorough report on Hungary.

### *Local authorities*

Having reviewed the county reports of the 19 counties in Hungary, we chose the 3 in which we found the most promising initiatives. In order to obtain further information on these, we made interviews with the following institutions and organizations:

- Vas County Enterprise Development Centre
- Municipality of Szombathely (county capital in Vas County)
- SME-s in Vas County
- Municipality of the 13<sup>th</sup> District of Budapest
- Nyírő Gyula Hospital, Budapest
- Mayor's Office of Noszvaj (small village in Heves County)
- Heves County Enterprise Development Centre

### *Hospitality*

Owing to that the SEED Foundation itself holds courses in this area we knew where the best educational institutions and the best initiatives take place. In the phase of gathering source materials, all the information acquired verified our choices. We interviewed the following people and organizations:

- Chairman of the Hungarian Association of Equestrian Tourism
- Director of the Hungarian Tourism Public Company South-Transdanubian Marketing Department
- Director of the Community House of Mezckövesd (former municipal tourism manager)
- General secretary of the Hungarian Federation of Village and Farm Tourism

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- Director of the South-Transdanubian Tourism Public Enterprise
  - Ökotárs Foundation
  - SME-s working in the hospitality sector in the village of Noszvaj (Heves County)

### *Social Care*

Our starting point in this case study was a former research we undertook during the spring of 2004 and examined the potential role the so-called 'social economy' or 'third sector' might have in employment and also the educational needs of organizations (mainly from the civil sector) working in this area. We developed our ideas by the re-analysis of the information

- gathered from that research and the interview we made with the organization that excelled in the provision of social care services and also of adult courses related to social and health care. We examined the run of this organization by the means of on-the-spot visits at their two caring and teaching institutions. Our interviewees were:
- The director of the caring institutions and other associates from the Szociális Háló Egyesület, Pécs (Social Net Association)

### *Methodology*

Based on the work plan we discussed during our meeting in Prague, we made an interview guideline comprising questions on educational issues and on the role of the social partners and also specific questions on the 3 subjects we looked into. The mean length of the interviews made was about 1.5-2 hours. Our interviewees have been willingly at our service, they went forward on the subject inquired and shared their experience with us. It seemed that their thoughts and plans were keeping them a bit in the future, leaving less ground for the problems of the present. Our method was that after the careful analysis of these problems, we focused on the best practices and most innovative ideas in order to formulate conclusions and proposals. The people involved in the subjects investigated our proud of the achievements they have reached so far, but they put a strong emphasis on development. They are so engaged with the next step to be done, that in many cases they don't even realize that their practice really sets examples to others. At the same time, every interview confirmed that the most efficient way of learning is when these people and organizations learn from each other. Thus we tried to record all innovative, promotive ideas, or morsels of ideas and mashed them together into best practices and proposals. We consider the dissemination of the materials developed under project Leonardo is of capital importance, but the case studies can be understood and applied only if they are detailed and informative. We wrote our studies with this approach.

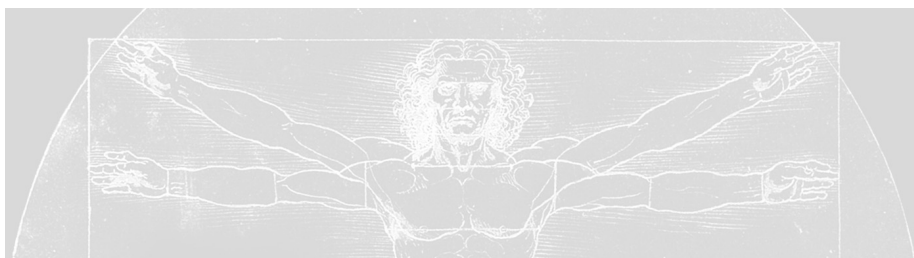






*CASE STUDIES*

*CZECH REPUBLIC*



*Liberec Region*  
*Region of Ústí nad Labem*  
*Vysočina Region*

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September 2004



## Volume 2 - DOCUMENTATION

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## GENERAL CHARACTERISTICS OF THE REGION

### 1.1. General information

Region Liberec (further on LK) is situated in a relatively advantageous geographical position at the borders with Germany, respectively with the EU (20 km) and with Poland (130 km). Area of the region includes north of Česká kotlina, eastern part of Lužické hory, Jizerské hory and western Krkonoše with Krkonošské podhůří. The region is situated close to the most important transport axis and the main junctions of the Central Europe. Area of this region represents just 4,0 % of the total Czech Republic area and it is divided into 4 districts – Česká Lípa, Jablonec nad Nisou, Liberec and Semily (further ČL, JN, LB and SM). With its area 3163 km<sup>2</sup> is the region LK (if we do not count Praha) the smallest region, population density (135 inhabitant/km<sup>2</sup>) is slightly above the country average (130 inhabitant/km<sup>2</sup>). The population density is not equally shared, as it is shown in table I/0.

**Table I/0 – Population density**

District	Area (km <sup>2</sup> )	Inhabitants (31.12.2002)	Population density (inhabitant/km <sup>2</sup> )
Česká Lípa	1137	105981	93,2
Jablonec nad Nisou	402	88068	219,1
Liberec	925	158107	170,9
Semily	699	75165	107,5
Region Liberec	3163	427321	135,1

Source: Program rozvoje LK a Statistický bulletin LK za rok 2002 ČSÚ

Liberec region is a region with the lowest share of the arable and agriculture soil. On the other hand it has the largest share of forestry area.

The highest peak of the region is Kotel - 1435 m high mountain close to Harrachov in Semily district, the lowest point is 208 m above the sea – in the Liberec district - river Smědá at the Polish borders. The climate in the western and south-western part has parameters of mild warm area with average year temperature over 7°C and year average precipitation round 700 mm. North-eastern part – Jizerské hory and foot hills – are situated in slightly cold area with average year temperature ca 5°C and with average precipitation up to 1600 mm.

Liberec region area is extremely diverse and articulated. Prove of a great extent of the natural and cultural values concentrated in a relatively small area the is 6 protected natural areas in the Liberec region - Krkonošský národní park and protected natural areas (CHKO) Jizerské hory, Lužické hory, Český

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ráj, Kokořínsko and České středohoří – from the total number 27 in the whole Czech Republic.

### ***1.2. Economic, Social and demographic situation***

Table I/1 describes the demographic situation in the region. Population is slightly decreasing. Also in LK we can see the trend which is visible in the whole country – diminution of population in the age group 0-14 years due to low natality. On the other hand we can see slight increase of population in the productive age.

**Table I/1 – Development of inhabitants permanently living in the region**

Index 1)	31.12.2000	31.12.2001	31.12.2002
Number of inhabitants	429121	427396	427321
Out of that - in productive age (15 - 64 years)	301422	301650	302953
age category 0 -14 years	72524	70969	69673

Source: Statistická ročenka LK 2003

LK is a region with a strong industrial tradition, especially textile industry played important role before World War II. Textile industry lost its priority after the war which led to its technological lagging behind and today's crisis. Important changes in ownership relation occurred after 1990. Decrease in employment took place especially in textile and machinery industry and on the other hand development came into the service sector. At the forefront we can find companies producing for the automobile industry. New production capacities absorbed also workforce that became available in connection with uranium mining attenuation – this has been one of the most important sectors in the region.

Industrial production predominates against the agriculture. Majority of the region's area is marked by good quality branch diversification and high share of small and medium size companies. In the Liberec region we can find number of foreign companies, that either entered companies in traditional branches or opened new companies especially oriented on issues and branches connected with the automobile industry.

Mechanical engineering, production of glass, bijouterie, production of plastics and component production for automobile industry represent sectors in which region benefits from long tradition, good quality workforce and clusters of companies in familiar branches which represent good prospects for the future.

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### ***1.3 Strong points of the region***

- Advantageous geographical position at international routes and towards industrial centres (Praha, Mladá Boleslav, Germany, Poland)
- Sufficient diversity of industrial base with important share of small and medium size companies
- Qualified workforce with adequate adaptability rate and a able to re-qualify
- Historical background of industrial activities
- Space for building industrial zones
- Important specialized secondary schools and Technical University development
- Scientific library in Liberec – modern public info-centre
- Important natural resources – water-works areas
- High share of wooded area, tradition of forestry
- Relatively dense network of roads and regional railways
- Relatively good permeability of borders for personal transport
- Existing very good conditions for tourism and recreation (countryside and accommodation facilities)

### ***1.4. Weak points of the region***

- Existence of problematic micro-regions
- Outdated and untidy technical transport infrastructure
- Ecological burdens, distorted ecological stability
- Untidy care of countryside and historical monuments
- Insufficient anti-floods measures
- Out-dated and out of repair housing fond and production facilities
- Extension of socio-pathological phenomena
- Below-average level of functional literacy of population (requirements of transformed economy)
- Low transport service in the countryside
- Insufficient level of services (especially in the tourism)
- Insufficient local support of the small and medium size entrepreneurship

## **2. SOCIAL PARTNERSHIP DESCRIPTION**

Employment and active employment policy questions are at the first instance solved by the Labour Offices. In frame of their terms of reference they deal with many social partners, especially with the employers. Labour Offices in frame of the Liberec region are coordinated by the Labour Office in city Liberec.

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Communication between individual subjects in frame of the region is necessary to find common solutions. This communication is led in various forms. These are for example setting up working experts teams with clearly defined aims or regular meetings in frame of common working groups or in frame of the advisory committee of the Labour Office director. Very important is also setting up the Human Resources Development Council in the Liberec region.

Experts working teams were set up in the preparation phase of Long-term Development Education and Educational System Plan of the Liberec region ( further Plan). Exchange of experience and comments from the experts from the educational sphere, from the Labour Office and from important employers has been led here. After the Plan has been adopted these working teams finished their activity. Similar working group was created also by the Economic Chamber of the Czech Republic of Commerce.

Setting up the Cooperation group is an example of regular partner meetings, where representatives of the Regional Municipality from Liberec meet once a month representatives of the Labour Office in Liberec. Aim of these meetings is especially to exchange information from the education area.

Meeting of the Labour Office director's Advisory Committee meetings in Liberec are also important. Here the trade unions are represented as well as the employers, Liberec region and non-profit organisations

Social partners very often meet in frame of various ad-hoc activities. Important place here has the Education Fair NISA SCHOLA. A number of activities is organised in frame of this exhibition, lectures and discussions with one main topic – education. Main organiser of this activity is the Liberec region in cooperation with the Labour Office.

Cooperation between the social partners would be enhanced by the Human Resources Development Council of the Liberec region. These Councils are step-by-step created in all regions and its aim is to build up the system of human resources development strategic management.

### **3. LONG-TERM PLAN IN THE SPHERE OF EDUCATION**

Liberec region prepared and in 2003 adopted Long-term Development Education and Educational System Plan of the Liberec region (further Plan). It is a very complex and detailed material part of which is also a detailed analysis.

Small part of the analysis is in Annex 1 and shows a bit different development of the Liberec region compared with the rest of the country.



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Individual strategic priorities are in the Plan grouped into three groups that at present time represent **three main strategic priorities** of the region in the sphere of education and school system that would support broad human resources development as a precondition for economic and social development. These are following strategic priorities:

- **To increase participation in education for all age groups:** not just extension and changed education opportunities structures at secondary schools and in tertiary education but above all development of further education;
- **To increase quality of education and school management:** this requires new approach to management and to financing of school system, setting up adequate necessary mechanisms (as evaluation and quality monitoring of education, information system on education and labour market), support to primary schools quality increase and extending its functions;
- **To increase effectiveness of education,** to be able to ensure in frame of accessible means not just adequate operation of the educational system but also its further development: means are not only systematic influence of direct and indirect costs of schools and implementation of new element – innovative financing through development programmes but also adaptation of the school network in the region.

The aim of the Liberec region is to improve educational structure of population and systematically increase the quality of secondary schools as well as higher vocational schools, it runs as well as school run by municipalities. In the first case we talk especially on the optimal structure of education opportunities that ensures further development of the region and future prospects of school-leavers. Kindergartens and primary schools by its quality of education create conditions and motivation for lifelong learning and they play important role in diminishing differences of social and cultural level that are in some areas of Liberec region huge.

Important role in solving these tasks would be played by the Centre of Education of the Liberec region.

Main aim is to create complex regional education institution with emphasis on until now omitted sphere of lifelong learning which would by its importance become equal partner with the Ministry of Education, Youth and Sports, Ministry of Labour and Social Affairs, Governmental Council for Science and Research, National Education Fond, Labour Offices, Economic Chamber of the Czech Republic of Commerce, Chamber of Agriculture, employers and other social partners operating on the labour market and allows to use means from the European structural funds for support of Liberec region all inhabitant active participation on the labour market. Developed system would provide secondary education with links to the tertiary education and would ensure better permeability of both levels.

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Regional centre of the lifelong learning would function as conception, coordination, evaluation and educational establishment with links to local centres. These should be established in schools and v border localities of Liberec region. Lifelong learning system would be interlinked by module and credit system that could better and in flexible way make the whole education process accessible. One of the goals of the lifelong learning project is setting up information system that would help to interlink labour market needs with education offer creation so that the school and education process leavers could more easy find their self-assertion in practice and fulfil requirements and needs of employers.

#### **4. RECOGNITION, CERTIFICATION AND EDUCATIONAL OUTCOMES EVALUATION**

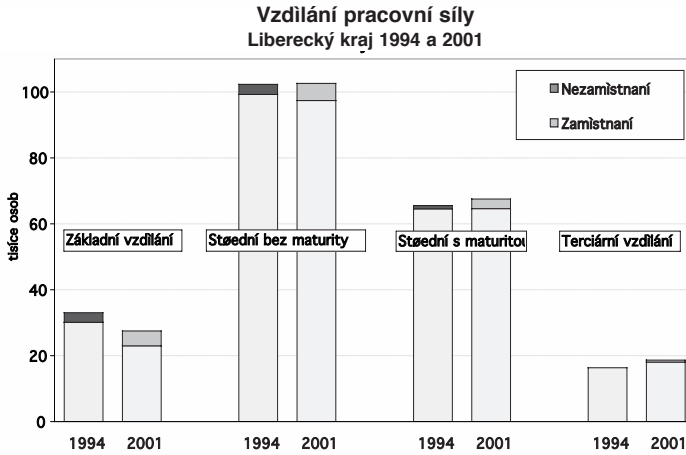
This area plays a very important role. At present time it is important that new mechanisms of recognising qualifications are created – as formal as especially informal. More and more important is qualification recognition in the European context. Employers require more and ore often certificate education of their employees, for example according to the ISO standards or other standards valid in Europe. In the quality management system they require also quality education

Above mentioned Centre of Education of the Liberec region would have also in this area its important tasks.

At present time the main say in the certification of new educational programmes has the Ministry of Education, Youth and Sports who is the guarantes validity of issued certificates on the whole territory.

In **Liberec region** we could observe development that was just to small extend in conformity with the trend of the whole country. Shortage in professions with low complexity of work (manual professions) is in whole-country average faster than medium complex manual work. In Liberec region we not only saw that there was no decrease of manual work with the lowest complexity at all (on the contrary – increase by 2%), but in the Czech Republic as a whole there was 12% decrease. Also in category of employed in professions with manual medium complexity of work there was 15% decrease, in Liberec region just by 5%. Also categories with medium complexity and high complex non-manual work in which Czech Republic scored in average 6% respectively 8% increase the trend was not the same in Liberec region. In category of medium complexity non-manual work was at least the increasing trend the same even if in Liberec region it was slower, but in category of high complexity non-manual work Liberec region recorded fall from 64 thousands (in 1994) to 56 thousands (in 2001) employed persons.

## Annex 1



In both categories of manual work are the shares in Liberec region above average and in total manual work is done by 52% of employed people – whole-country average is 43%. CR. Also these characteristics show clearly that traditional employment structures are not changing in fact and that typical manufacturing industry does not lose its position. Changes on the labour market especially from the low demanding profession towards more numerous representation of specialized professions does not take place with sufficient dynamics.

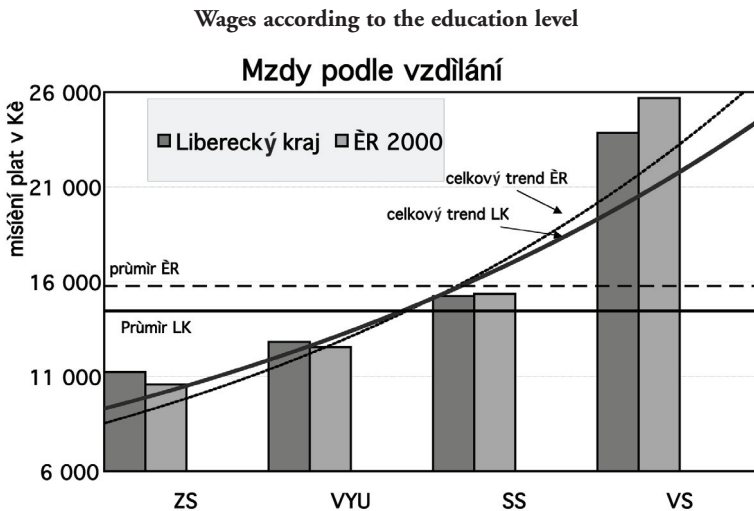
Educational workforce structures follow the development in the sphere of branch and professional employment structures. Although the share of persons with primary education decreased, its fall by 24% is low compared with average fall in the Czech Republic (33%). So there is still in Liberec region among employed people more than 11% persons with primary education (Czech Republic average is 9%). The same applies for other categories, still high share of people without school leaving examination and these are difficult to include themselves into further education (this applies much more for people with primary education), below-average share of people without school leaving examination - 32% compared with 36% in the Czech Republic. Big disproportion we can find in tertiary level of education: in Liberec region just 8,9% of employed compared with more than 13% in the whole country. Also the increase was since 1994 just 11% compared with 20% in the country average. Total share of persons with secondary general education and tertiary education represents in the Czech Republic almost 50%, in Liberec region only 41%.

This workforce structure is conserved on the same level especially in the medium educational categories and it represents threat of further development of the region from the point of view of unprepared adequate human

resources structure and for the personal development of high share of the workforce that does not have or has lowered preconditions for further education or changes in qualification.

### *Wages – according to the education level*

In the graph Wages according to the education level we can see that in the whole Czech republic as in the Liberec region it applies that people with higher level of education have in average higher wage. Average wage in the Czech Republic is a bit higher than the average wage in the Liberec region. General trend of the Czech Republic is more sheer than the general trend in the region which shows, that longer education is in the region evaluated relatively lower than the lower education. It is also shown by the fact that although persons with primary education and persons with apprenticeship have in the region higher average wage than people with the same education in the whole country and wage of persons with secondary level of education is in practice balanced, university educated persons in the region have the average wage relatively substantially lower than people with the same education in the Czech Republic as such.



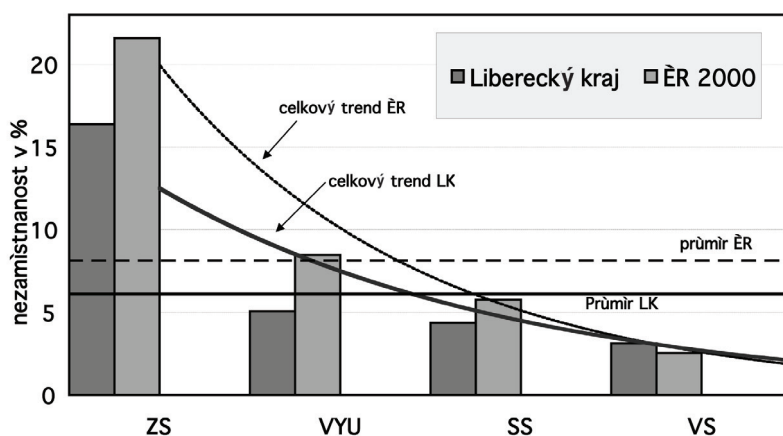
### *Unemployment according to the education level*

In the graph Unemployment according to the education level we can see similar comparison of education groups as in the graph Wages according to the education. General trend in the region is much less sheer than in the

whole Czech Republic reflects in the fact that unemployment of persons with lower education is remarkably lower and at university educated persons even higher than the country average.

Unemployment according to the education level

### Nezaměstnanost podle vzdělání



## 5. FURTHER VOCATIONAL EDUCATION DEVELOPMENT PROSPECTS

According to the trends offered by the jobs offer in the region but also from the labour market monitoring we can clearly see that experts especially in the mechanical engineering on all qualification levels are needed. At present time especially the automotive industry is quickly developing which brings about top technologies. New branches are emerging (for example mechatronics, autotronics) that react on new requirement

It is necessary to develop vocational education on all levels. Apprentice subjects should not disappear, as good quality craftsman work would always be needed. Secondary certificated education after apprenticeship should substantially deepen skills in given subject as modern production needs well educated experts.

What is also important is the adult education that still does not have legislative and other background but which is in the knowledge society necessary. Intensive vocational preparation could help to overcome the lack of experts or help in “refreshing” qualification of those experts that left school some time ago a need to “keep pace” with modern technologies or to acquire new skills.

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Today's preparation for work cannot foresee work perspective in decades as was the case in the past but it must prepare the respective person for the life-long learning and mobility. It is therefore necessary to teach pupils from the first classes to think individually, to work with information and especially to gain wide range of literacy including computer literacy and language literacy (foreign languages).

Good vocational education requires close communication with potential employers. Interlinking theory with current practice is very important. Also clear declaration of perspective experts' job could support interest in vocational education from pupils and public.

Liberec region offers wide range of educational opportunities - with apprentice certificate of school leaving examination. Parents' public is still convinced that only general secondary education with "School leaving examination" is that what they should offer to their children. But high-quality craft could provide young people also good start for the working career, especially if it is supported by the chance to acquire school leaving examination in further life and not only in daily studies but by various forms of distance learning.

## **6. SUMMARY AND CONCLUSIONS**

Lisbon European Council meeting conclusions clearly declare necessity of vocational education and lifelong learning. Modern society development is not possible without investments into good quality education. Qualified human resources are an important element of the development. It is clearly necessary to extend adult education opportunities, acquiring higher or new qualification. This is interlinked with recognising in-formal and non-formal qualifications, support of module education with certificated outcomes, or credits that would create opportunity to acquire complex level of education.

One of the possibilities how to reach this goal is the setting up of the Centre of Education of Liberec region. "Centre" could ensure a number of above mentioned requirements, it could also help to effective use of all educational capacities and to prepare educational facilities for good quality adult education.

The Council for the Human Resources Development would support effective communication with important social partners and would focus on good quality vocational education development.

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# Ústeck\_ kraj



## 1. GENERAL INTRODUCTION

### *General characteristics of the region*

Ústí nad Labem region is composed of seven districts:

Děčín, Chomutov, Litoměřice, Louny, Most, Teplice, Ústí nad Labem. It is situated at the North-West border with Germany – Saxony and it represents ca 7 % of Czech Republic territory. Position of this region looks favourable from the point of view of gradual integration into European structures, close and accessible cross-border cooperation but also quick reach to neighbouring centres and short finishing distance to Prague. Its position is advantageous – on the main European road and railway axis from Berlin via Prague to Vienna. As perspective seems our Elbe water way and other connection to Saxony – high speed roadway Praha - Slaný – Chomutov that is being build. Good accessibility of our region is supplemented by high concentration of heavy industry and high number of inhabitants which creates interesting basis for the labour market. But unfortunately at least three last generations of population did not need for its assertion any too demanding education and only at present time are parents attempting to increase educational level of their children. But the main issue is the lack of small and medium size entrepreneurs that in "normal" Market environment employ the highest number of people.

Important characteristics of the region is that it is highly broken and heterogeneity. These are primarily given by:

- 
- natural conditions;
  - historical development;
  - devastated country in the basin area.

We can define four areas in the region that differ by its economic specialisation, residential and social structure and rate of defectiveness of the environment:

- a) Krušné hory – border parts of Chomutov, Most, Teplice districts represent overwhelming part of the Czech-Saxony border regions, today it is a very tenuously populated mountain strip with very limited economic activities where a huge space is opened for the future for creating recreation and hobby activities.
- b) Basin area – districts Chomutov, Most, Teplice is typical by mining, energy and chemical industry concentration with high density of settlement and big cities in which housing in panel block of flats is predominant. The worst part of environmental devastation is concentrated here – heritage after mine and open-cast coal mining. In total more than 70 towns and localities has been liquidated in our region and today we can find there just open-cast mine where mining runs or on the contrary piled up soil on which the recultivation is carried out step-by-step. Here is the area where problems with unemployment are concentrating especially as result of gradual restructuring and heavy industry privatisation. Further on we face a number of problems in the attempt to build up private entrepreneurial activities. Non-existence of small localities or older housing favourable for small business and craft rooms is another reason of problems in the attempt for independent gainfully employment. Small space in the flat or small cellar in panel block of flats is not favourable for such activity.
- c) Agriculture area – districts Litoměřice, Louny has the lowest representation of industry, smaller towns and higher number of localities. It is characterised by good quality environment and a nice landscape.
- a) Industrial area – districts Děčín, Ústí nad Labem is typical by high density of population and of concentration of industrial production. Relatively good quality of environment and interesting area for tourism industry development.

## **2. SOCIAL PARTNERSHIP DESCRIPTION, ROLE OF SOCIAL PARTNERS**

There is a team of co-workers established at each of the Labour Offices in all of the districts that represents the “Advisory body” as a collective body of the respective Labour Office directors’; it is composed of state institutions



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representatives, employers, trade unions, municipalities and many other partners. Questions and problems on active employment policy tools implementation in solving labour market problems in given district are discussed at the meetings of this body.

Labour Office in Most is moreover appointed to coordinate employment policy in the whole Ústí nad Labem region and so it actively participates in building other institutions that extend partnership cooperation also in the sphere of human resources development. Economic and Social Council of Ústí nad Labem region has been established for this purpose, which is composed of individual Economic and Social Councils of respective districts. In individual Councils works a number expert commissions where experts from industry, transport, education, municipality, bodies, administration, MPs', Senators and other partners are involved. This activity is very important for common focus on the most important problems that have to be solved in our region immediately but also in the mid-term and long-term perspective. Global Revitalising Plan has been prepared that make concrete development priorities of the region in sphere of:

- Industry and services;
- Human resources;
- Transport accessibility;
- Environment;
- Spa and tourism industry;
- Agriculture;
- Social infrastructure.

It is an open material that is continuously updated and which is also used as a basis for other materials needed for the Regional Office and for the Governmental Commission composed of ministerial other institutions representatives solving the ecological damages.

Economic and Social Council also cooperates in drafting Territorial Plan Concept VÚC in the Ústí nad Labem region especially where it relates to impacts evaluation on decision regarding territorial-ecological limits that are important for drafting complex material "Brown-coal mining role in the energy sources structure of the Czech Republic from the long-term perspective point of view including impact evaluation on social-economic a territorial development of North-West Bohemia". Outcomes of this study would have decisive impact also on the labour market issues as if the ecological limits on mining limits are not "broken through" in fact in few years the brown-coal mining could be finished as such and just in Most region it represents more than 4 000 jobs directly and other thousands oh jobs connected with this industry. As liquidation of other localities is a part of mining area extension this situation brings about a need of number of sensitive negotiations and the result is not unambiguous.

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- Annex 3: shows general characteristics of unemployment development in Ústí nad Labem region.
  - Annex 5: includes age structure of job-seekers in Ústí region.

From this brief description we can see the obvious requirement on joining all possible powers and knowledge to avoid social crash in the area.

- Annex 2: includes development of number of employers in Ústí nad Labem region.

Programme aim is apart from the cooperation in implementation of Regional Development Programme also the participation at implementation of Regional Operational Programme and presentation and putting through own projects and concept strategy proposals and regional development including cross-border cooperation with Germany on developing joint economic, commercial and social activities.

Council of Human Resources Development of Ústí nad Labem region has been established in connection with the preparation for the European structural funds implementation – based on joint agreement of Regional Office HSR-ÚK – Human Resources Development Commission, Council of Directors and Labour Offices of the region. This institution ensures cooperation with the Governmental Council for Human Resources Development, public administration and municipalities, employers' and trade union organisations and other physical and juridical persons that are active in our region in the human resources development sphere. This Council not just supports and assists to develop conceptual and implementation background materials intended for decision on human resources development, follows respective legislation in this sphere and also deals with the Czech Republic integration into the EU in the area of human resources development and financial resources connected with this integration. For this purpose among other activities it also makes public information on public budget support for human resources development in Ústí nad Labem region.

### **3. LONGTERM PLAN IN THE SPHERE OF EDUCATION**

It has been necessary to map in detail the whole educational system in our region and to make deep analysis of the total schooling institutions' network. In the next stage the density of the network has been evaluated with regard to the numbers of pupils and students. Present situation, when the evaluation system of appropriate composition of study and apprentice subjects is being created. That is why the Labour Offices are continuously included in the cooperation regarding choice and the content of the subjects in relation to the

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labour market needs.. These are subjects for example from the informatics, economy, mechanical engineering and polygraphic industry. Evaluation of school leavers success is based on number of these school leavers that during first two years after leaving the school did not find a job.

- Annex 7: shows development of school-leavers and youngsters in evidence according to the educational level. This situation is alarming – situation which could be partly solved by better work of primary and secondary schools that according to our experience do not prepare students and pupils well for the entrance on the labour market.

Long-term plan of our region is designed to fit into the specific conditions and needs of development in the sphere of education which is generally speaking one of the most important priorities of the region, as the most often reason of unemployment is clearly unsatisfactory or unsuitable qualification (including professional experience). It is not only important which school one completes, but also that it has been his/her own choice and that this person is able and willing to improve in the chosen branch for the whole life or to choose another branch if the individual situation changes or if substantial changes occur on the labour market and this person lose his/her job.

- Annex 6: includes Structure of job seekers divided by job classification (KZAM) in Ústí nad Labem region with overview of the least required professions.

Much more intensive inter-connection of educational and employee sphere must be carried out so that the educational process is successful in its result – the school leavers are able to find job. Schools must be more interested in the innovations in production, business, etc. as also in the educational sphere the competition is coming and school institutions producing unemployable school leavers would have to stop their activity.

#### **4. RECOGNITION, CERTIFICATION AND EDUCATIONAL OUTCOMES EVALUATION**

We work in a very intensive way on more flexible system of recognising acquired skills and competences by other way than classical education.

A pilot project is being prepared together with NÚOV, Ministry of Education, Youth and Sports, Regional Municipality of Ústí nad Labem region, Council for the Human Resources Development and respective Labour Offices to examine new types of outcome evaluation of various educational types and practical experience.

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## 5. FURTHER VOCATIONAL EDUCATION DEVELOPMENT PROSPECTS

We can regret that until now there still does not exist reliable system that could regulate assertion of school leavers on the labour market as a feedback for the educational institution. Nobody can guarantee to the parents the total success of their child – that he/she finds a job in the sphere he/she has chosen in some years after leaving the school.

Some projects that prepare ways of prognosing the future development of the labour market requirements are trying to come close to this need, but until now just partially. Here we can find a huge space for further projects and research.

Practical life cannot just stagnate and wait for the results – even if we like to participate in the projects – Labour Offices are full of clients and have to work with them on the day-by-day basis. That is the reason why we decided for individual approach towards the clients and the situation and we propose to them so called individual action plans part of which could be also education. This activity is very important, it is useful for the clients and from certain point of view also economically interesting for the state – it allows to focus education in the useful way so that after completing it concrete job is prepared or we can find that it is redundant or useless and other activity is searched.

To make this Labour Office's service well functioning there is a need for almost absolute inter-connection with the labour market needs, network of advisers must be created to find vacant jobs - advisers for employers who create these jobs and to prepare according to their needs and requirements potential employees. On the other hand the educational institution must be able to react immediately to these requirements and adapt the form of education and the outcome including the respective certificate.

## 6. SUMMARY AND CONCLUSIONS

Due to the fact that our region unfortunately belongs among the regions where the rate of education is the lowest it would be necessary for the future to increase as soon as possible the general educational structure. In the summary in [Annex 4](#) we can see current educational structure of job seekers that is following the highest unemployment rate especially in Most, Chomutov and Teplice districts.

The practical experience results not only in the necessity to increase the level of education but also appropriate choice of study subject orientation and of course also practical professional experience.

It is necessary to start with the education for successful position on the labour market even of well educated person obviously in the primary schools where the ideas about the needs of own position in the society and the development and responsibility for building career are formed in young people. This is very important in the next years to learn the responsibility also for possible failures and not to rely on the fact that “anybody” would take care (parents, school, state, ...).

Even today there is a lot of materials appropriate for this education but it is necessary to learn how to use them and here there is a big space for further vocational education for teachers.

In this case it would be necessary to educate also a whole range of other employees from various institutions and bodies wherever they are in contact with clients.

What is very important is the individual approach to individual cases and especially in cases of education this is really needed. The less appropriate and non-effective is the system of collective “slotting” or quick “drive” through cursory education. This could be applied just for first information service which must be followed by deeper and detailed probe into usefulness and effectiveness of appropriate vocational as we can see from the current experience with individual action plans as they are used at the Labour Offices.

It is obvious from this entire material that there is a necessity of cooperation of all partners in the region that among others must be oriented to ongoing improvements of the lifelong learning system. This is exactly the area where we shall focus the projects prepared by structural fund on the European level.

**Annex 2**  
**Total employment**  
**Development of number of employers in Ústí nad Labem region**

Index (total number)	Situation		
	30.6.2003	31.12.2003	30.6.2004
Employers with more than 25 employees	1 960	1 998	1973
Employers in SME's (up to 25 employees)	14 531	14 659	14748
Total number of employers	16 491	16 657	16721

Number of employers is in Ústí nad Labem region stabilised, we do not experience their reduction. On the other hand we cannot unfortunately see any major increase. From the logic small and medium size companies dominate.

### Development of number of employees and self-employed in Ústí nad Labem region

Index (total number)	Situation		
	30.6.2003	31.12.2003	30.6.2004
Employees in companies with more than 25 employees	227 308	221 197	225484
Employees in SME's (up to 25 employees)	69 123	67 895	69903
Self-employed persons (OSVC)	55 264	55 719	57707
Total employment (in companies of all size categories + self-employed)	351 695	344 811	353094

From the employment point of view still the dominant role is played by companies with more than 25 employees which has especially in our region its logic as in the past the employment has been concentrated in several industrial giants. Employment in these companies has gradually stabilised and at present time there are no major changes in employment in these companies. Unfortunately SME's development is still not able to create such a number of new jobs that could compensate the job losses at big companies in the past.

### Annex 3

#### General characteristics of unemployment development in Ústí nad Labem region

Index (total number)	Situation		
	30.6.2003	31.12.2003	30.6.2004
Job seekers in evidence	73 126	76 499	72655
Vacant jobs	2 760	2 745	2305
Job seekers per one vacant job	26,5	27,9	31,5
Job seekers getting social benefits	17 761	19 113	16472
Unemployment rate in %	17,1	17,9	16,9

From the unemployment point of view the region is also due to the high increase in unemployment at the end of the year the first in the whole Czech Republic – especially thanks to Most, Chomutov, Louny and Teplice districts where the unemployment rate ranks among the highest in the country; in the Most district it is already for several years the highest. This situation could improve with new investors' entrance into Ústí nad Labem region especially into the most threaten districts which should be priority aim of the State and Municipal bodies

**Annex 4**  
**Education structure of job-seekers in Ústí nad Labem region**

Education level	Situation					
	30.6.2003		31.12.2003		30.6.2004	
	Abs.	%	Abs.	%	Abs.	%
Without ed.	359	0,5	371	0,5	357	0,5
Primary ed.	31 837	43,5	33 022	43,2	31825	43,8
OU+OŠ <sup>K</sup>	28 495	39	30 401	39,7	28082	38,7
SOU+SO	9 848	13,5	10 144	13,3	9746	13,4
Secondary ed.	1 546	2,1	1 595	2,1	1614	2,2
University ed.	1 041	1,4	966	1,2	1031	1,4
<b>Total</b>	<b>73 126</b>	<b>100</b>	<b>76 499</b>	<b>100</b>	<b>72655</b>	<b>100</b>

Despite the fact that qualified job seekers get job much more easy than non-qualified ones their share in total unemployment is higher. It is caused especially by two factors; firstly – high share of this group is composed of school leavers and persons without any professional practice who as indicated before are difficult to place into work; second reason is the opposite – these are job seekers in pre-retirement age that are no longer attractive for the employers despite their rich professional experience in some branches and also this group has difficulties with finding job.

**Annex 5**  
**Age structure of job-seekers in Ústí region**

Age	Situation					
	30.6.2003		31.12.2003		30.6.2004	
	Abs.	%	Abs.	%	Abs.	%
Until 19 years	5 406	7,4	5 564	7,3	4765	6,6
20-24 years	12 471	17,1	12 829	16,8	11692	16,1
25-29 years	10 599	14,5	10 882	14,2	10248	14,1
30-34 years	8 630	11,8	9 134	11,9	8924	12,3
35-39 years	7 807	10,7	8 242	10,8	7913	10,9
40-44 years	6 514	8,9	6 979	9,1	7006	9,6
45-49 years	8 142	11,1	8 344	10,9	7978	11,0
50-54 years	8 639	11,8	9 216	12,1	8799	12,1
55-59 years	4 545	6,2	4 894	6,4	4807	6,6
over 60 years	373	0,5	415	0,5	523	0,7
<b>Total</b>	<b>73 126</b>	<b>100</b>	<b>76 499</b>	<b>100</b>	<b>72655</b>	<b>100</b>

From the age structure of unemployed point of view it is obvious that the biggest group of unemployed is composed of job seekers under 30 years of age (36,8 %) – those without practical work experience. At the same time we can see increase in wage group over 50 in total unemployment. This is probably a long-term trend as this group belongs to the most threaten by the possibility of loosing their job. Their re-integration in the labour market is for this age group very problematic one from two reasons: from the employers' point of view they are not perspective; secondly, they are too expensive for the employers as they are entitled to get higher wage. From these reasons the Labour Offices will pay increased attention to this group especially in using active labour market policy tools.

**Annex 6**  
**Structure of job seekers divided by job classification (KZAM) in Ústí nad Labem region**

Employment class	Situation					
	30.6.2003		31.12.2003		30.6.2004	
abs.	%	abs.	%	Abs.	%	
1 - legislatives, managerial employees	411	0,6	431	0,6	429	0,6
2 - science and expert mental employees	2 327	3,2	2 358	3,1	2337	3,2
3 - technical, health, pedagogical employees and employees in associated branches	5 078	6,9	5 254	6,9	4951	6,8
4 - lower administrative employees (clerks)	3 949	5,4	4 247	5,5	4158	5,7
5 - operational employees in service and trade	10 385	14,2	11 191	14,6	10832	14,9
6 - qualified workers in agriculture, forestry and associated branches	1 023	1,4	1 423	1,9	1062	1,5
7 - craftsmen and qualifies producers, manufacturers, repair workers	11 471	15,7	12 544	16,3	11382	15,7
8 - tending of machines and equipment	4 854	6,6	5 354	7,0	4968	6,8
9 - casual and non-qualified workers	29 073	39,8	30 665	40,1	29037	40,0
10 - military employees	68	0,1	81	0,1	86	0,1
Unspecified	4 487	6,1	2 951	3,9	3413	4,7
<b>Total</b>	<b>73 126</b>	<b>100</b>	<b>76 499</b>	<b>100</b>	<b>72655</b>	<b>100</b>

Professions with highest numbers of job-seekers in evidence:

- Casual and non-qualified workers
- Shop assistant in a shop
- Drivers of motor vehicles
- Lower administrative staff (clerks)



- Waiter, waitress
- Operational locksmith, maintenance staff
- Bricklayer
- Casual occasional worker
- - Casual workers, cleaning staff not specified in other categories
- Manipulation worker in industry (in production)
- Motor mechanic of personal vehicles

**Annex 7**  
**School-leavers and youngsters in Ústí nad Labem region**  
**School-leavers and youngsters in evidence according to the educational level**

Education	Situation		
	30.4.2003	30.9.2003	30.4.2004
Without education	37	47	39
Primary education	1 542	1 310	1291
OU + OŠ	2 614	2 068	1947
SOU+SO	1 241	3 032	1822
Secondary general ( grammar school)	211	245	204
University	226	301	190
<b>Total</b>	<b>5 871</b>	<b>7 003</b>	<b>5493</b>

Young people become very often after they complete educational process registered job-seekers instead of smooth start of their working life. By this they are losing step by step the theoretical and vocational knowledge without getting any working competences, skills and habits.

Number of employers prefer to employ employees with professional practice. That is the reason why the Labour Office in placing school-leavers and job seekers into work uses all accessible tools of active labour market policy together with intensive advisory activities.

There are several factors helping in successful school-leavers' and young job seekers' placing into work - with the professional practice tool or reaching qualifications - their adaptability, flexibility and activity which is connected with higher success in getting a job than at long-term registered job seekers.

Re-introduction of apprentice-school system could contribute to solving the situation - when each apprentice has been trained for concrete employer. On one side employers could educate and prepare qualified workforce for themselves; on the other side we could prevent the situation when schools are preparing big numbers of school-leavers in professions in fact nobody needs anymore.

Ministry of Education, Youth and Sports should develop better activities and include into the study subjects items, that would provide more information on labour market functioning and prepare pupils and students for this reality.

## 1. GENERAL CHARACTERISTICS OF THE REGION



With its area 6 924, 8 km<sup>2</sup>, which means 8,78 % of the total Czech Republic territory this region ranks on the 5. position in the Czech Republic and this region is one of the three interior regions.

Average monthly gross wage in 2000 reached in Vysočina region 11 d average 13 441,- CZK. This region therefore figures at the last but one position on the scale of regions with highest average wages (last position occupies region Olomouc).

### ***1.2 Economic, social and demographic situation***

**Table I/1 – Development of inhabitants permanently living in region**

<b>Index</b>	<b>31.12.1999</b>	<b>31.12.2000</b>	<b>31.12.2001</b>	<b>31.12.2002</b>
Number of inhabitants	521 472	520 763	520 332	517 630
Out of that -in productive age (15 - 60 years)	333 926	334 737	335 448	334 220
- age category 0 -14 years	92 748	90 142	87 988	85 620

### ***1.3 Strong points of the region***

- Above the average quality and clean environment which makes the region attractive from the tourism point of view, which brings opportunity for job

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- creation in service sector – which is in conformity with the European and global trends;
  - relatively very advantage position in frame of the Czech Republic;
  - favourable age structure of population compared with other regions of the Czech Republic;
  - Vysočina region has among other the longest life expectancy of men and women in the Czech Republic.

#### ***I.4 Weak points of the region***

- Fragmented residential structure with high share of small localities;
- the highest employment share in agriculture and on the other hand the lowest employment share in service sector;
- the lowest share of population within the age 14 – 64;
- one of the lowest average wages in the Czech Republic.

## **II. EMPLOYMENT**

### ***II.1 Total employment***

**Table II/1 – Development of number of employers**

<b>Index (total number)</b>	<b>31.12.2000</b>	<b>30.12.2001</b>	<b>31.12.2002</b>	<b>31.12.2003</b>
Employers with more than 25 employees	1 291	1 327	1 356	1 260
Employers in SME's (up to 25 employees)	8 399	7 960	9 308	9 329
<b>Total number of employers</b>	<b>9 726</b>	<b>9 287</b>	<b>10 664</b>	<b>10 589</b>

## **III. UNEMPLOYMENT**

### ***III.1 General characteristics of the unemployment development***

**Table III/1 – Unemployment development**

Vysočina region has been by 31.12.2003 in comparison in frame of the Czech Republic occupying the 6. place (in 2001 - 9. place, in 2002 - 6. place) with below-average unemployment rate 9,2 % (Czech Republic 9,8 %). Number of job-seekers for 1 vacant job has been 9,5. Compared with 2002 we experienced increase by 8,6 seekers per one vacant job and number 18,1 seekers per one job is by 4,6 higher than the average of the whole Czech Republic, which is 13,5 seekers per one vacant job.

Index (total number)	31.12.2000	31.12.2001	31.12.2002	31.12.2003
Job seekers in evidence	19 402	18 196	21 548	23 841
Jobs	2 705	2 797	2 267	1 317
Job-seekers for 1 job	7,2	6,5	9,5	18,1
Job-seekers getting benefits	8 271	8 387	10 439	10 523
Unemployment rate in %	7,5	7,0	8,3	9,2

**Table III/3 –Structure of education of job-seekers  
ISCED97**

	31.12.2000		31.12.2001		31.12.2002		31.12.2003	
	%	total	%	total	%	total	%	total
Without education	18	0,1	19	0,1	19	0,1	13	0,05
Primary education	4 268	22,0	4 483	20,8	4 483	20,8	5 059	21,22
OU + OŠ <sup>v</sup>	10 444	53,8	9 264	43,0	9 264	43,0	10 342	43,38
SOU + SO	3 464	17,9	6 416	29,8	6 416	29,8	6 988	29,32
Secondary general	665	3,4	672	3,1	672	3,1	742	3,11
University	543	2,8	694	3,2	694	3,2	697	2,92
Total	19 402	100,0	21 548	100,0	21 548	100,0	23 841	100,0

Secondary general (grammar schools)

**Table III/4 – Age structure of job-seekers**

Age	31.12.2000		31.12.2001		31.12.2002		31.12.2003	
	%	total	%	total	%	total	%	total
up to 19 years	564	2,9	1 517	8,3	1 810	8,4	1 537	6,5
20-24 years	4 868	25,1	3 567	19,6	4 247	19,8	4 520	19,0
25-29 years	2 689	13,9	2 559	14,1	2 937	13,6	3 145	13,2
30-34 years	2 289	11,8	2 073	11,4	2 430	11,3	2 849	12,0
35-39 years	1 994	10,3	1 813	10,0	2 142	9,9	2 392	10,0
40-44 years	1 948	10,0	1 742	9,6	1 903	8,8	2 106	8,9
45-49 years	2 104	10,8	2 005	11,0	2 253	10,5	2 530	10,6
50-54 years	2 031	10,5	2 052	11,3	2 464	11,4	2 675	11,2
55-59 years	805	4,1	773	4,2	1 266	5,9	1 830	7,7
over 60 years	110	0,6	95	0,5	96	0,4	257	1,1
Total	10 402	100,0	18 196	100,0	21 548	100,0	23 841	100,0

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## 2. DESCRIPTION OF THE SOCIAL PARTNERSHIP, ROLE OF SOCIAL PARTNERS (STATE, EMPLOYERS, TRADE UNIONS)

Czech system of the initial vocational education is according to current legislation within the terms of Ministry of Education, Youth and Sports. Current legislation on management of the initial vocational education on the national level does not allow appropriate participation of the social partners in the vocational education policy and its interlinking with the employment policy and industrial policy.

Basic legislative framework of the social partnership is defined by several Acts, most important among them are:

Labour Code;

- Act no. 83/1990 Coll., on Freedom of Association;
- Act no. 2/1991 Coll., on Collective Bargaining;
- Act no. 120/1990 Coll., which defines some relations between trade union and employers organisations.

Binding legal framework, that would create basis for the social partners inclusion into the vocational education has not been created yet. Current legislation gives just limited opportunities to influence some partial issues connected with the vocational education. For example Act 9/1991 Coll., on employment and Czech Republic bodies effect in the sphere of employment contains regulations on the social partners' cooperation in the state employment policy. It says: "*The Labour Offices set up Advisory Committees composed especially of trade union representatives, employers' representatives, co-operative bodies, handicapped organisations' representatives and Labour Offices' representatives to ensure cooperation on the labour market. Its' task is coordination of the state employment policy implementation in the respective regional area. They comment especially .... Programmes of structural and organisational changes, re-qualifying programmes.*"

### ***Structure of the employers' organisations***

The biggest and the most important employers' organisation is the Association of Industry and Transport of the Czech Republic. It is a non-governmental organisation independent on the Government, political parties and trade unions. It is the biggest employers' association in the Czech Republic that represents overwhelming part of the Czech industry and transport. Among main aims belong to defend and enforce employers' and entrepreneurs' interests in the industry and other branches towards Parliament of the Czech Republic. This association also enforces and defends interests of the

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whole employers' sphere in the social policy area and in frame of the tripartite negotiations with the Government and with the trade unions and represents employers in the collective bargaining with the trade unions.

Second biggest employers' representative in the Czech Republic is the Confederation of Employers' and Entrepreneurs' Associations. Both employers' unions represent employers on the national level in the tripartite body – Council of the Economic and Social Accord.

Economic Chamber of the Czech Republic. In the Act on Economic Chamber of the Czech Republic (and the Agriculture Chamber of the Czech Republic) there is the field of activity defined. Respective article in relation to education says that, "Chambers organise educational activity and cooperate with state administration bodies in ensuring information service, professional education and re-qualifying in solving employment". These Chambers also set up and administer in conformity with the legislation institutions and establishments supporting development of entrepreneurship and education and in its effect they participate in the vocational preparation for the job and support establishments created for this purpose.

### *Structure of the employees' organisations*

The crucial role in the social dialogue on the employee side should be played by the trade unions. The most important representative of trade unions is the Czech-Moravian Confederation of the Trade Unions, which is also the biggest trade union organisation in the country.

Social dialogue on the national level is led in the Council of the Economic and Social Accord of the Czech Republic. This Council is a tripartite body that was not set up on the basis of legislation, but on the basis of an agreement among Government and social partners. Outcomes of the Council meeting are therefore not legislatively binding but they could be included into legal regulations.

Situation of the social partnership in the vocational education.

The centre of social partners' inclusion into vocational education is at present time in the Czech Republic based on the voluntary social partners' inclusion into vocational education and initiatives of the concerned parties.

The terms of reference in initial vocational education have according to the current legislation the Ministry of Education, Youth and Sports. Vocational education policy set up by this Ministry is therefore based on the requirements

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and positions of the education department, while the Ministry of Labour and Social Affairs positions and social partners' positions have just consultative role. Current legislation does not require these positions. Vocational education subjects and curricula are well prepared from the pedagogical point of view and from the education department point of view but there is no guarantee that these are at the same time relevant from the employers' need on the labour market point of view.

Present situation of vocational education management is henceforth spontaneous and it is still not coordinated on the national level. Until now there were no incentives introduced increasing the company motivation or individual employee motivation for further vocational education. At the same time the opportunity to include social partners into the decision making processes on financial resources allocation is minimal. It is influenced especially by the valid legislation according to which the financial means are allocated only by the education department bodies.

Financing from the State budget via Ministry of Labour and Social Affairs is devoted especially to the persons that are in evidence of the Labour Offices for their requalifications and it is implemented in the vocational schools or educational institutions that are for that accredited by the Ministry of Education, Youth and Sports.

Social partners participate in the financial means allocation for education only partly. As these are mostly company financial means, those partners dealing with this issue are from the company level. This situation is satisfactory for bigger companies where social dialogue between social partners takes place. Unsatisfactory situation we can find in small and medium size companies which usually do not have their own education establishment and some of them even personnel departments.

One-way orientation of the vocational education policy is reflected also in other crucial areas, for example in the management or in the vocational education financing. Employers as well as employees are not represented in bodies governing vocational education on the national, regional or local level. Neither other sectors' bodies nor social partners' bodies participate in the decision making on the financial means allocation on vocational education.

Although there still does not exist legal framework for social partners' inclusion into the vocational education, in some cases we can see spontaneous cooperation with the social partners. Most often this cooperation works on the local level – between the individual vocational schools and representatives of the local companies.

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Cooperation with the social partners is also weak on the regional level. In the management of the schools the general educational points of view prevail that does not require regular contacts with the social partners.

Human resources development strategic management structures started to be build with the start of the regions as well as on the Governmental level. Regional council for the human resources development unites all important institutions as regional municipal bodies, state administration bodies including Labour Offices, trade unions, entrepreneurs and employers' organisations, schools and other educational institutions.

### **3. LONG-TERM PLAN IN THE SPHERE OF EDUCATION**

Long-term education development plan in Vysočina region comes out of the data and conclusions of the Regional Development Programme. Long-term plan of the region presents three basic strategic priorities of the region in the education and school area:

- To increase participation of all age groups in the education for which is necessary to extend and change the structure of educational opportunities at the secondary schools and in the tertiary education, but also lifelong learning development;
- To increase quality and management of the school system which requires new conception of the management and financing of the school system and setting up necessary adequate mechanisms (as for example evaluation and education quality monitoring and information system on education and labour market) as well as supporting primary school quality increase and extending its functions;
- To increase effectiveness of education and to ensure in frame of the accessible means adequate course of the educational system and its further development not just through the adaptation of the schools network in the region but also through systematic influence on the direct as well as on the indirect school costs and implementing new elements of innovative financing through development programmes.

From the surveys of the long-term plan we can see that the most serious fact is the substantially lower share of population with university education and in its complex extent of tertiary education opportunities where in this region no university has its place of business. Very serious is also the fact that in cross-regional comparison has Vysočina region population weaker educational structure of older age population. It has therefore also limited potential



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and low motivation to adjust to the necessary structural changes. Substantially lower is also the entrepreneurial potential, ability to create opportunities for self-assertion on the labour market.

Although the Council for the human resources development has been set up at the Regional office in Vysočina region, lifelong learning development does not contribute in the sufficient extent to the development of qualifications and human resources flexibility. Lifelong learning sector is lacking deliberated concept and necessary legislative and institutional conditions that would orient and initiate its development.

Further education providers are in many cases smaller and weaker firms, participation of schools is not sufficient. Increasing quality and systematic extension of the educational services supply is falling behind the perspective needs of the companies and of the labour market. Education of those who provide further education is not effectively supported.

In comparison with the EU countries the Czech Republic lacks education and training centres for adults, providing generally recognised qualification to all adult interested persons that concluded school, started to work and from various reasons they need or require to acquire during their life further or specialised qualification, offering wide scale of qualification programmes based on method and competences development approaches with direct link to the labour market needs in the region and running with the support of the state

#### **4. RECOGNITION, CERTIFICATION AND EDUCATIONAL OUTCOMES EVALUATION.**

Czech School Inspectorate that is subordinated to the Ministry of Education, Youth and Sports is according to the legislation appointed to evaluate quality control of the initial vocational education. Vocational education quality evaluation is otherwise in the Czech Republic not developed in some greater extent. Institute for Information in Education is now implementing a SET project, in which schools have been ranked into scales according to several tens of approaches. What is significant is the fact that although the secondary vocational school represent almost two thirds of all evaluated schools, no criterion selected took into account the self-assertion of the school leavers and also among institution from which data have been gathered employers were not present.

In connection with the vocational schools quality evaluation the requirement of comparability of leaving examinations is often mentioned. Social partners' representatives can (but it is not an obligation) participate at the school

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leaving examinations at the vocational schools. More often we can see social partners' representatives at the secondary vocational training institutions - delegated by the Economic Chamber of the Czech Republic of Commerce. Increasing interest of Economic Chamber of the Czech Republic of Commerce of the Czech Republic in the vocational education quality is visible also from the certificate that Economic Chamber of the Czech Republic of Commerce awards to the best vocational training institutions school leavers.

Quality evaluation in the further vocational education we can find in the Czech Republic even less than it is the case at initial vocational education. It is connected especially with a low rate of coordination a management of further vocational education. Although in fact mainly employed people participate in the further vocational education, but even in this sphere we cannot evaluate social partners involvement in the Czech Republic as important.

Accreditation of the vocational education is used when establishing new vocational schools or when extending educational programme of vocational schools. It is the Ministry of Education, Youth and Sports that is doing that. Proposal must include position of the respective Labour Office, but even vocational schools do not require social partners' position.

In the further vocational education area is accreditation applied at educational institutions and educational programmes for requalification courses. Also this accreditation is carried out by the Ministry of Education, Youth and Sports. Social partners' participation is not important even in activities connected with the accreditation.

Generally accepted certificates on finalizing initial vocational education are in the Czech Republic documents issued by schools (certificate of apprenticeship, school-leaving examination, diploma ...). Other documents on absolving and finalizing vocational education are not generally accepted and recognized as legal documents for qualifications recognition.

Institutions dealing with further vocational education – requalifications, could be commissioned to issue document proofing requalification to the people valid for the whole Czech Republic. Educational establishment that fulfil the conditions and submit a written application could the Ministry of Education, Youth and Sports issue credentials entrusting this establishment to issue document on requalifications valid for the whole Czech Republic.

There is no system of recognising qualifications between initial and further vocational education. By this interlinking is not ensured between educational and employers sphere. Employers and other social partners are until now not too much involved in the educational content and methods and requirements on its certification.

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## 5. FURTHER VOCATIONAL EDUCATION DEVELOPMENT PROSPECTS.

Strategic documents on the national level for the sphere of education are the National Programme (White Book) and a Long-term Education Development and Educational System Plan in the Czech Republic. Emphasis is given to the three aspects of the school system transformation that all together create a new quality.

First of them are the lifelong aspects that bring together two consequences: extension of the further education (adult education) for those that that already left the school and transformation of the traditional school.

Second aspect is the broad span including all forms of learning irrespective of the institution and place. Here we talk about breaking all barriers between education and society and ensuring chances to get the same qualification and competence via different way.

Third aspect is the aspect “for everybody”, equal opportunities regardless age, interests, talent or position.

This approach stresses the combination of lifelong learning perspective and close link between its two main areas – initial and further education. At the same time it includes the necessity to create complex legal framework for this new sphere of further education and necessary system mechanisms that are in majority the responsibility of the state. It is for example the financial policy, defining responsibility of individual actor, including social partners, evaluation systems, ensuring quality and certification, supportive mechanisms and information systems.

The most difficult task is to interlink closely both areas of education and at the same time respect the peculiar character of the further education. Integration of educational development with the human resources development, with the social policy and employment policy should take place on the highest educational policy level. This means that the activities of individual Ministries, offices, organisations, other partners should be interlinked and especially company education should be integrated. Financial system created for the lifelong learning need requires participation of individuals as well as the companies. Diversity of living and working conditions and a wide spectrum of opportunities call for effective information and advisory system that would allow to individual to evaluate the quality, costs and effectiveness of different educational programmes in that way so that they could make information based decisions.

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Further on it is necessary to create approaches specific for further education. Especially it is introduction of new technologies particularly for distance learning or in the broader sense various forms of highly individualised open learning and self-studying which is not bound with any concrete place or time frame. What is necessary is also a broader use of modular approach towards education (particularly in the vocational education), which brings the problem of defining concrete competences acquiring of which given module offers, and the respective certificate. This again depends on the general formulation of standards in further education, on its relation to the standards of initial education and on the development of complex qualification system. The necessity to create ways of evaluation and recognition of previous education, especially work practice is connected with this issue.

Finally it is necessary to stress the general approach towards adult education based on solving problems and related with the real situations. Everybody who participates in the adult education has some previous experience. Adults learn most effectively if this effort has sense for them and if they could use various sources. This approach also creates basis of supportive and rectifying programmes for those who repeatedly failed in traditional school system – due to the lack of motivation or due to the lack of necessary skills. Individualised approach, direct experience and focus on student's interests and motivation are principles that are applied also in the initial education. Both sides are coming closer together also in this respect.

Long-term Development Plan includes proposed steps for future period. All these steps require close cooperation of respective ministries (especially Ministry of Education, Youth and Sports and Ministry of Labour and Social Affairs) and social partners.

The development of further professional education is also worked out in the measure 3.4. of the Human Resources Development Operational Programme. The aim of this measure is the development of supply of the further professional education in a systematic way and introduction of key system mechanisms into this area, to build up system of recognised qualifications that would interlink educational and employers' sphere, that would motivate employers and other social partners to involve into the content and methodology creation for further professional education in connection with the labour market needs in the regions. This programme should contribute to the system of proving and recognising qualifications acquired by further education interlinked with the initial education system.

Strategy of Vysočina region for the sphere of education is summarised into two basic directions:

- a) measures motivating schools for full involvement into the further education offer;

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- b) measures supporting motivation of potential demand for increasing, supplementing or changing qualification through further education.

The aim is to create environment and organisational structures that in the sphere of further education allow to secondary and higher schools to react in a flexible manner to the current demand for change and increase of qualification, for the qualification preparation of employees in companies, for requalification programmes or education as a hobby aspect. Together with this the region intends to support start and realisation of perspective distance forms of education allowing increase of qualification of adults – people in active productive age

Strategy of the region is expressed in these measures:

- a) Support of modular arrangement development of the educational offer of the schools and support of further changes allowing interlink effectively preparatory education with further education;
- b) Support of setting up regional educational centres, especially through associating secondary schools and higher vocational schools with the aim to create and provide broad portfolio of further education educational offer;
- c) Support of distance education forms at secondary and higher schools;
- d) Support of setting up regional centre of adult education as a centre of information, advisory, marketing and possibly educational services in the sphere of adult education for individuals and companies.

Although the Long-term Education Development Plan in Vysočina region is oriented to just school establishment activities and presupposes that the initiative would come especially from the schools, the support from the region is declared in the form of:

Initiating setting up the centre;

Creating legal and administrative conditions for the setting up and functioning of the centre;

Supporting and creating conditions necessary for getting financial means from the non-budgetary sources;

Support for formulating marketing strategy especially by setting up a platform where requirements and calls of employers could be formulated, as well as state and public administration in the area of further education

For the further professional education very often the term adult education is used – but this is a very broad sense. Here we have to stress that this is education of those who did not succeed in the traditional school system or they wish to deepen and increase their qualification or to get a new one to succeed on the labour market.

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Therefore it is necessary to differ two systems while creating legislative framework:

1. System of initial education which includes education at primary, secondary schools and universities and which is within the terms of Ministry of Education, Youth and Sports of the Czech Republic.
2. System of further professional education that works with people that need especially in a short time to acquire concrete skills according to the labour market needs. This education must react as soon as possible to the needs of concrete employers or companies and in the quality of the education must react on the most modern technologies.

[The border between these two systems (departments) is not yet clear and it is unfortunately subject of a lot of personal interests and useless discussions. There is stronger and stronger pressure from the Ministry of Education, Youth and Sports side so that both systems are covered by this department – at schools and by the teachers...

This false theory is based on these theses:

1. Schools and teachers are able to educate adults;
2. Schools are able to react on the labour market needs;
3. Ministry of Education, Youth and Sports owns facilities where education is possible.

Arguments against this reality non respecting theory are following:

1. Teachers at schools are their whole life dealing with theoretical preparation of pupils and even with the every effort they are nether able to neither manage practical top skills nor control the most modern technologies. Schools are not and from the economic point of view cannot be equipped by this technology. Further on teachers are not professionally trained and prepared to educate adults.
2. Schools cannot react on the current labour market needs as the labour market research is not their business and therefore they do not have data needed available. State has set up for this purpose by respective legislation institution called Administration of Employment Services (SSZ) that manages 77 Labour Offices. These offices pay great attention to monitoring both sides of the labour market. On the supply side it is big group of unemployed job-seekers and on the demand side cooperate and get a lot of useful data about the situation at employers, on their investment plans and educational needs.

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Therefore there is no reason for Ministry of Education, Youth and Sports to enter via schools into the Ministry of Labour and Social Affairs terms of reference – this ministry is willing to solve the problems of further professional education on the base of real and current labour market needs.

3. Yes, Ministry of Education, Youth and Sports in the Czech Republic owns some schools but majority of them is owned by municipalities, nevertheless these premises can be used for education. But this system cannot be used for saving teachers' jobs number of which should be decreasing with the negative demographic curve development. Increasing number of unemployed teachers is necessary to solve by requalifications, further education, practical preparation but they cannot be automatically and without further preparation move into the further professional educational system.
4. Further professional education has in the EU countries its long tradition, educational systems are different but none of them uses just school and teachers without further preparation. Other educational systems are built in these countries where further professional education at schools has just supplementary importance as schools fulfil their other functions in the whole broader further (hobbies, civic, etc.).

Ministry of Labour and Social Affairs in the Czech Republic attempts to build up a Further Professional Centres network and at present time are two pilot centres built with the financial assistance PHARE 2003 and the Czech Republic - in Karvinná region and in Jihlava region. These centres should start its activity in 2005 and should make pilot confirmation of setting up further professional education system in the Czech Republic and possibilities of this educational system functioning in the Czech Republic. During September 2004 tender should be finalised on the contractor - the foreign company should step into the process of further professional education system creation.

It is absolutely necessary for the successful inclusion of the Czech Republic into the EU and to boost its competitiveness to take into account these theses, experiences of many other countries and to define in a very short time rules and terms of reference between Ministry of Education, Youth and Sports and Ministry of Labour and Social Affairs. Than it is necessary to pass as soon as possible new legislation on further education that must solve position of this area, respectively key actors and financial flows to support and motivate for lifelong learning on the individuals side, on the employers side where the company education support is in fact zero.

In connection with the realization of the Further Professional Education Centre - Ministry of Labour and Social Affairs and National Education Fund - in Jihlava it would be appropriate to orient some forms of further education development support in the region on the pilot programme and to start necessary cooperation of social partners in the field of further vocational education.

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