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PROMOTING THE ACTIVE INVOLVEMENT

OF EMPLOYEES IN INNOVATION

BY

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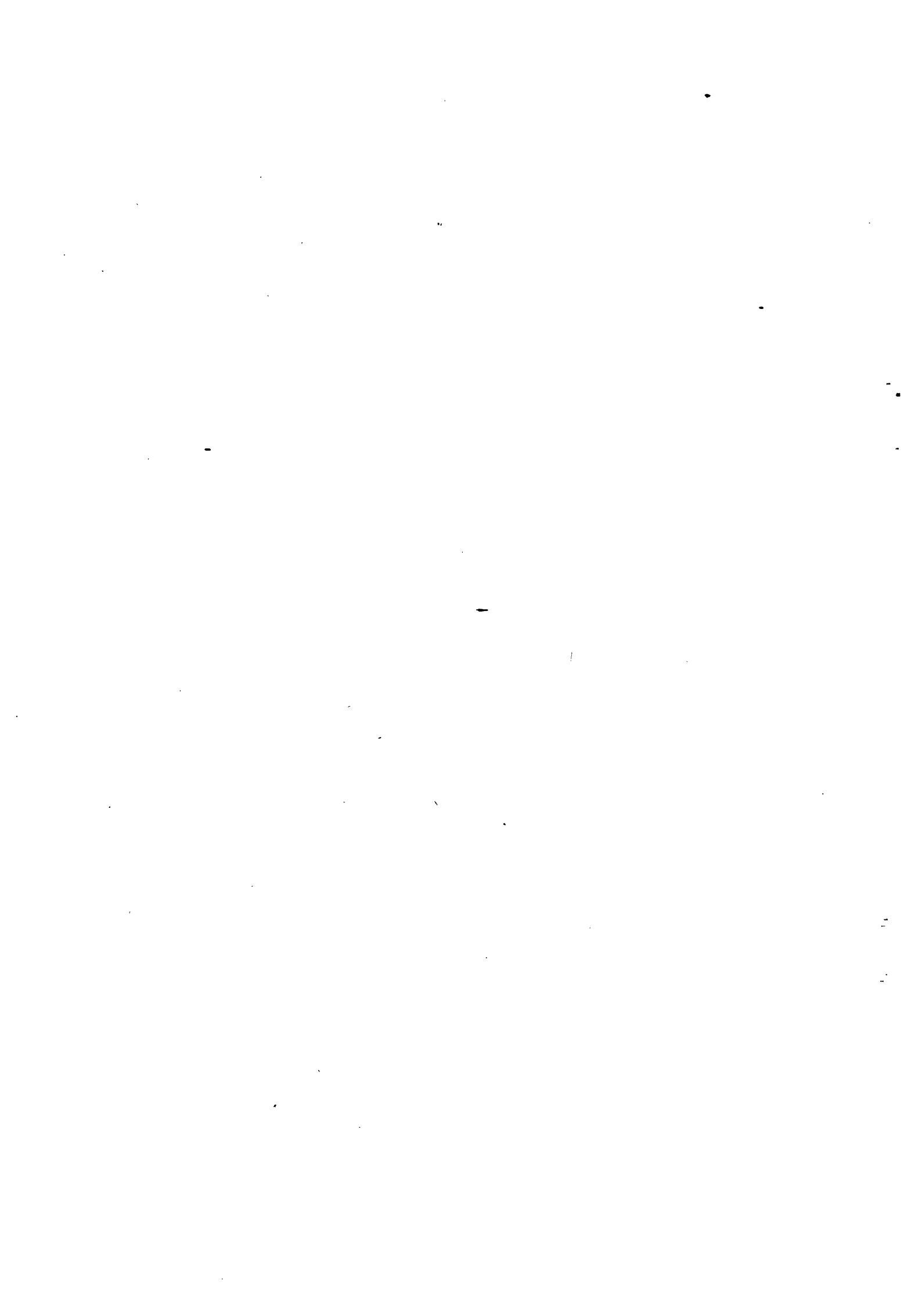
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***E.I.M.S.*
Public Schemes Promoting Active
Involvement of Employees in Innovation**



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INTRODUCTION



1 Preface

This paper is presenting the results of an investigation into public schemes promoting active involvement of innovation in the European countries done in summer and autumn 1994. It is a paper related to the Workshop on that item on December 7/8, 1994 in Luxembourg which has been organized and initiated by the SPRINT/EIMS-programme of the DG XIII of the European Commission. The investigation has been conducted and coordinated by the Institut Arbeit und Technik, Gelsenkirchen/ Germany.

Involvement or Participation in the sense of this study is defined as any opportunity given to employees and/or unions at different levels of a company for consultation, delegation of responsibilities, and decision making related to the work task or working conditions. The form of participation may be direct or indirect, consultative or delegative. Participation structures may be ad hoc or permanent, based on voluntarily or on mandatory membership. Quality Circles e.g. would therefore be included. Financial participation or franchising is excluded. Innovation is used in a broad sense of meaning covering technological as well as organizational aspects and focusing on invention, development, and diffusion.

The common presentation format of programmes and organizations is according to the structure of a questionnaire which has been sent to 35 institutions or schemes all over Europe in June/ July 1994. The descriptions of 23 schemes are based on 19 replies. In several European countries no public schemes promoting active involvement could be identified. Schemes of the European Community have been excluded.

The information given in the questionnaires has been accomplished by expert statements and literature references.

The country studies for the mediterranean countries Greece, Italy, Spain, and Portugal are based on reports written by our colleague António Brandão Moniz at Lisboa whom we have to thank for his support.

The common presentation format for the country studies is separated into three blocks:

1. "Background":

General background information is given on fields related to the topic of participation or involvement in the country presented. Basic information is given on:

1. the system of industrial relations
2. the political context of the schemes (e.g. industry policy, general agreements on participation, structural problems in industry)
3. promoters of participational efforts, positions of the social partners (if available)
4. research traditions related to participational systems design or participation oriented implementation methods.

2. "Scheme Activities":

For the purposes of the study, we are differentiating between two basic types of **schemes** or policy instruments: programmes and organizations. We talk about a **programme** as a policy measure operating in a limited period of time, primarily conducting single projects coordinated by one institution or initiating dialogue structures (conferences e.g.) and disseminating information. In our perspective, an **organization** is a policy instrument not limited in operating time and of an infrastructural character. Organizations are primarily partly subsidized and they are providing specific services e.g. in research, vocational training, or consulting. **Funds** e.g. are in this respect organizations which are promoting own programmes for specific objectives but they can be limited in duration.

The structure of each presentation of a scheme is the following:

1. Basic data (address, telephone numbers, geographic coverage, country and scheme type) is given in the first paragraph:
2. "Character of the scheme" giving information on initial goals and changes during implementation; is there a specialization on participation or is involvement one element among others; what are the basic objectives for participatory measures; targeted sectors; target groups; selection criteria for projects or activities (if available);
3. Paragraph 3 is giving information on start and end date, on number of permanent staff, financial resources, and the degree of public funding:
4. "Areas of activity" is providing information on how the scheme works, on general areas of activity (e.g. consulting), on supported activities (e.g. projects, workshops);
5. Impact: number of projects; number of companies involved; number of works councils/ employees involved (if available);
6. Trends/ Evaluation is giving information on previous schemes (if there are); is there an evaluation? which constraints are identified for participational approaches;

3. Related Activities

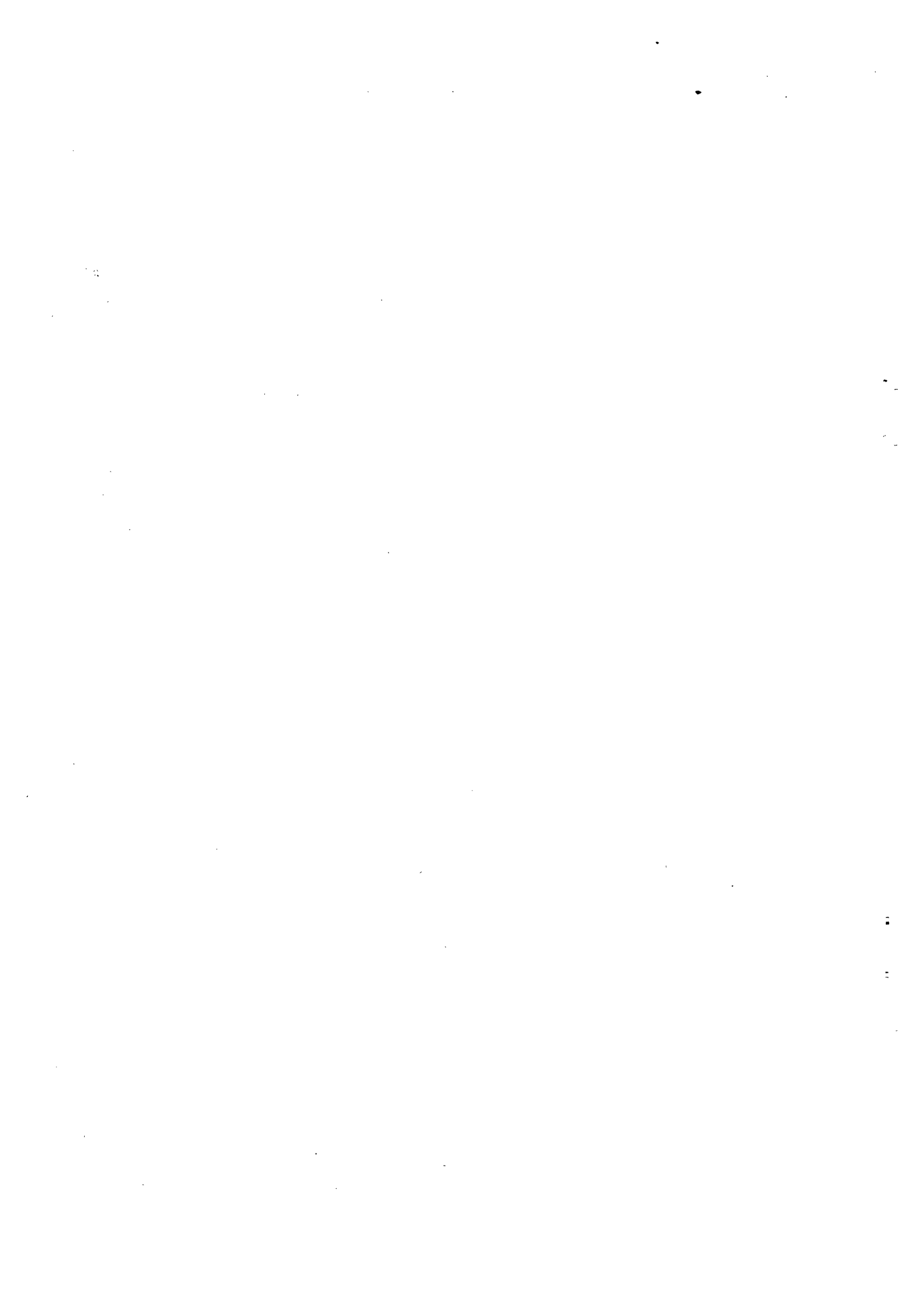
The third block of information is presenting **activities in related fields** or **activities in preparation** in order to give a broader scope of information on countries in where no specific schemes could be identified or to describe schemes which are active in related fields and which are relevant to be taken into account.

The study has been supported by a lot of different people in many European Countries, especially scheme managers and correspondent researchers each of whom we have to thank for the information, too, but the list of names would be too long. A lot of additional corrections and support has been provided by the participants of the workshop who have contributed to improve the quality of the study significantly in details. Special thanks goes to Thoralf Ulrik Qvale for his detailed comments of the final draft of the Norwegian country report and to William Coupar for his description of the IPA activities.

Valuable support in planning and organizing the study and the workshop was contributed by the members of the steering committee for the workshop: Hubert Krieger (Dublin Foundation), Kjeld Holm (Danish Employers' Confederation), Roland Schneider (German Federation of Unions), Horst Hart (Swedish Work Environment Fund), Stany Régout (AEGIST, Bruxelles), António Brandão Moniz (University of Lisboa), Lars Erik Andreasen (EU), Ronald Mackay (EU), Tony Hubert (EANPC), and last but not least Peter Löwe at SPRINT Technical Assistance Unit. Nonetheless, the full responsibility for the study is to the author.

Erich Latniak

SUMMARY



1 Synthesis Report

The following paper will present the main findings of a research study into public schemes promoting active involvement of employees in Europe. It should be kept in mind that the generalizations are based on an unavoidably selective view on the schemes presented in the country studies. The selection of schemes is guided by following criteria:

1. **Specific schemes** have been focused. This is contrasting to legally defined participation rights or regulations of industrial relations. On the other hand, we did not investigate e.g. into the Belgian Collective Labour Agreement No.39 (Berckmans/ Eysackers 1991, 55f.) or the French regulation on direct expression groups based on the Auroux-Laws of 1982 (Bevand/ Chouraqui 1993, Chouraqui/ Tchobanian 1991). The impact of the direct expression groups are investigated by an own research programme PAROLES II (Chouraqui/ Le Tron/ Pinaud 1993). This selection may cause an impression of imbalance in some country descriptions.

2. **Participation of employees is obligatory or plays a prominent role** in the innovative changes intended to be performed on a company level. Presently, there are no schemes to be found which have participation as their only objective, and therefore, this criterion leads to two exclusions. The first is concerning schemes like MOPS in the UK, FlexCIM in Austria or Quality Assurance/ Novel Manufacturing Technology in Germany e.e. which - as technology oriented programmes - have a strong accent on human resource management and thereby include involvement to some, but obviously low extend. Presently, we can not provide information whether these activities will increase or decrease within these schemes. The second exclusion is that "purely" research oriented efforts (gathering information on the degree of participation e.g.) have not been taken into account as well as "pure" vocational training efforts (related to the system of vocational training in the different countries). But evidently, this limiting of the data base is problematic because it tends to be arbitrary. A couple of schemes in related fields have been presented in the report in addition to provide a "richer" picture of the European situation.

3. The schemes are **publicly (co-)funded** or they are based on a **formal agreement** of the labour market parties on a national or regional level. Several schemes have a **bi- or tripartite board or council**. Therefore, the Norwegian HF-B-programme is included as a scheme while the "Towards Industrial Partnership"- initiative of the IPC (UK) is described as a private initiative.

This classification is not aiming to evaluate any of the activities or intending to make a prescriptive choice as "best way". Each of the schemes has its own history which can hardly be presented on a few pages. What we present is a sample of schemes which are to promote participation and involvement as one of the central features or, furthermore, use involvement as a main criterion for the selection of projects or initiatives. And accordingly, we think that we can present the most relevant schemes promoting active involvement of employees in innovation in Europe.

A general remark has to be made in advance. A broad range of policy and scheme activities could be identified in the different European countries. In most of the schemes, there is an integration of different measures adapted to the specific problems and policy traditions in the different countries, but as a common perspective, all of the presently ongoing participatory schemes are more or less definitively related to productivity and quality aspects within the companies. The experiences show that increasing or continuous participation can not be reached if there is no increase in productivity and market performance for the firms supported. On the other hand, participation on the workplace level is to be seen as a necessary, but not as a sufficient condition for reaching international competitiveness. So, obviously, fostering involvement is one element among others of the scheme activities.

1.1 Background and Motivation for Participatory Schemes

Looking on the development of participation oriented schemes related to innovation, it is quite evident that there were several "waves" of policy initiatives since the 1960s particularly in Norway and Sweden, later in Germany and the Netherlands. Without underestimating the national specifics leading to the initiation of schemes, each of these "waves" can be characterized by a specific research and problem oriented focus. It should be kept in mind that most of these focuses (health and safety problems at the individual workplace e.g.) remained relevant topics of following programs or policies. Therefore, in many cases they are still essential problems with which the schemes are coping. This is due to the fact that e.g. the impact of computer based technologies on health led to a change of the perspectives in quality of working life efforts - old questions had to be answered related to new technologies.

1. "Quality of Working Life"- Issues as a first aspect:

Focusing on individual health and safety at the workplace level and on reducing stress factors, participation in work structuring and organization came into discussion as one among other means to solve problems of absenteeism and motivation of employees at the end of the 1960s. By taking into account the positions and views of the workers concerned, the solutions especially in work organization to improve working conditions led to remarkable success. For these issues, participation is seen as a necessary precondition for "good work" and healthy workplaces.

In the 1970s, this reason can be identified in nordic countries and Germany e.g. as one motivation for initiating participatory schemes (Swedish Work Environment Fund in 1972, "Humanisierung des Arbeitslebens" in 1974). Improved working conditions and the reduction of "bad jobs" are still a central topic of schemes e.g. in Denmark (cf. Danish Working Environment Fund), Sweden (cf. Swedish Work Life Fund), or Germany (cf. "Arbeit und Technik"-Programme of the Federal Government). In other countries, the topic has been treated by different policy measures e.g. in the Netherlands where the development of a do-it-yourself-instrument (WEBA - well being at work) has been supported by the Ministry of Social Affairs in order to support the implementation of the legal regulations.

In most of the European countries, there are highly developed legal regulations for this specific topic guaranteeing at least information disclosure, and in many cases co-determination rights to representative bodies or union representation within the firms. Focusing on the adaptation of these rules and a solution of problems at the workplace level, participation of "those concerned" is necessary.

2. "Industrial Democracy" as a second aspect:

As the main driving force of the 1970s, the broadening of participatory measures has been a value in itself for "industrial democracy" related approaches. Promoted by union initiatives especially in central and northern Europe (e.g. Sweden, Norway, Netherlands, to a lower degree in Germany, and with a different emphasis and not related to specific schemes by some of the unions in France), the democratization efforts played a major role as a motivation for participatory policy or scheme initiatives in these years.

According to experts statements, two problems became evident during the implementation of these programmes:

- The first was that for a successful implementation of any of the initiatives within companies, the economic outcome had to be measurably positive.
- A second problem was the relation between legally defined representative (or indirect) forms of employee participation and workplace related (direct) forms which are a second obstacle for an implementation if a complementarity of both the forms of participation could not be reached.

The aspect of "Industrial Democracy" has explicitly been used in recent years as a motivation for the "LOM"-programme in Sweden which focused on the preliminary "language" conditions of participation within companies. The participation focus of this programme can be seen as a shifting towards an improvement of the basic communication structures in order to detect central obstacles for company development and increased company performance on the one hand and at the same time accepting employees as citizens or human beings with individual competencies and rights related to values of modern European societies on the other.

3. "New Technology" related initiatives in the 1980s:

Initiated by increasing diffusion of computer technology in office work, design of products, production planning and in numerical control of machines, there were several initiatives in the mid-1980s launched in order to support the adaptation processes in industry and services. The vision of "Computer Integrated Manufacturing" dominated many policy related discussions at that time. But during the implementation period of "new technologies", in many cases problems emerged due to the misfit of technical system, individual skills, and work structure or work organization. It became evident that a performance gain of a company can only be realized by taking into account "human factor" (skills, competencies, commitment), organization of work and production (division of labour within the company), and machinery as related and interdependent elements. These experiences in implementation of "new technologies" led to the demand of increased use of employees' know-how and to broad base participation in the structuring of work and the implementation of technology. Involvement of users has been identified as a necessary condition for a successful implementation of new technologies.

Several participation oriented programmes have been launched following to technically based initiatives, e.g. in Denmark. Some of the programmes initiated in the mid- and late 1980s focused these aspects within a broader scope of themes as are e.g. the "SoTech"-programme (FRG/ North Rhine-Westphalia) or the Stichting Technology Vlaanderen (STV). These schemes laid a strong accent on aspects of technology assessment and research in the beginning of their running time, but meanwhile their focus tends to shift or has shifted towards practical and production related problems. (Badham 1994, 27/28)

4. "Quality, Productivity and Performance" oriented approaches in the 1990s:

Since the publishing of the MIT-study on "The Machine that Changed the World", it became even publicly evident that a new benchmark has been set for company performance. The adaptation of Japanese approaches in production which are regarded to be the most successful at present led to a policy support of restructuring approaches concentrating on:

- the strategic role of human factors, corporate culture, commitment and employee involvement for company performance which is now widely recognized;
- an adequate work organization integrating short term planning of the production; group structures are preferred due to performance and flexibility gains on the one hand and self-organization and vice-versa control on the other;
- the belief that productivity and quality is closely related to workplaces structured as described;
- the conviction that quality is to be produced while no external control or check can improve the product (this has been an element of Quality Circle approaches since the early 1980s);
- continuous improvement is a part of every employees' working tasks (adapted from "Kaizen" or "Total Quality Maintenance" etc.);

Within these approaches participation is seen as an every day element of work and as a continuing measure to increase productivity and quality being main factors in advanced production and in competitiveness in worldwide markets. Most of the presently ongoing schemes and programmes are closely related to this reason for participatory approaches on the company level.

This last step is obviously indicating a possible change in the strategic weight of involvement oriented schemes. While during the past time, they have only been one side-element of industry or economic policies, they now tend to focus a core area of competitiveness in the European countries. On the other hand, it is evident that most of the existing schemes are not central elements of the national industry or economic policies. The crucial question for the schemes supporting involvement is their relation or integration into the national industry or economic policy: Will the fostering of involvement remain a peripheral aspect or will it become a central issue of economic change and of policy attention? Although there is few specific or detailed information available on the use of participatory measures in the European countries, it can be supposed that employee involvement on a shop floor level (framed by representative forms of participation if there are) is not very widespread in European working life and that presently, there are only few initiatives to change that.

1.2 Common Elements of the Schemes

Reviewing the development and focuses of schemes analysed, five common elements should be highlighted:

- a. The motivation for each of the participation oriented schemes presently ongoing is a combination of "humanistic" and "productivity oriented" reasons: aspects of health and safety at the workplace level and democratic values on the one hand and the need for an involvement of the employees as a productivity and innovation resource especially with regard to work organization, quality, and company performance are combined. In most of the participatory schemes analysed, the role of the productivity related arguments tends to dominate or - at least - they are accepting the fact that unhealthy workplaces are obstacles for productivity development.
- b. There is an increasing shift from psychological research based initiatives in the early years towards action research, consulting, and attempts to practical changes within a broader scope of industries. This is closely related to the productivity oriented focus of most of the schemes and to the fact that during the last twenty years a profound basis of research findings and method development.

According to experts' statements a change in the "logic" of the projects supported is evident: While in the 1970s projects have been confronted with criticism on lacking experimental frame conditions (by scientists), on lacking diffusion even of successful project results (by administration), and lacking legitimacy of the initiated changes (by parts of management and employees inside the firms), there is a ongoing discussion and a development of procedures towards

- increased stressing of process elements and measures adapted to the individual needs of the specific case; (cf. Gustavsen/ Hart/ Hofmeier 1991, von Alemann/ Schatz/ Simonis et al. 1992, Benders/ de Haan/ Bennett 1995)

- increasingly focusing on aspects of change strategies within the companies; and

- the exchange of experiences beyond company boundaries ("networking") in order to solve the diffusion problem (which is still a relevant one) (cf. Engelstad/ Gustavsen 1993)

in some of the schemes analysed. Schemes in countries with a longer tradition of these efforts have obviously changed during recent years.

From a different starting point, the national productivity centres (some of them have been founded in the 1950s related to the European Recovery Programme and having bi- or tripartite councils or boards) are increasingly more concerned with participatory measures than they were e.g. until the early 1980s e.g. in Ireland (cf. IPC) or in Germany (cf. RKW). Their attitude towards involvement has shifted during the recent years.

In most of the countries where schemes are existing, there are initiatives to develop a regionalization of the efforts, or - as is in Germany - the federal states begin to launch specific efforts (cf. Latniak/ Simonis 1994). This regionalization is intended by most of the national productivity centres, by SWLF, and HF-B e.g., in order to reach a closer connection to the companies and their regional environment. Their role in this area can be described as actively building up an innovative web on a regional or branch basis.

- c. All schemes use a mix of instruments and of activities to promote their aims among which involvement and participation can be an objective in itself as well as a measure to reach other objectives as are e.g. productivity or quality improvement. The main areas of activity we have asked for were organizational development, human resource management, and the initiation of dialogue structures (within or outside companies). These are - generally speaking - the core activities of the schemes while other areas as are e.g. vocational training (esp. focused in some of the Swedish schemes) or technological development were only addressed by some of the schemes. The core areas have been the main activity fields of most of the national productivity centres as well for a long time.

So, the existing schemes are obviously different in their activity focuses. The most significant difference is whether they support consulting or not. This is a regular task for the national productivity centres but e.g. the research oriented German AuT-programme does explicitly not support consulting activities. The joint consulting of management and employee representatives is explicitly intended by the Belgian schemes, by ANACT (France), by RKW and SoTech in Germany, by the IPC (Ireland), and by HF-B in Norway. (Sweden is different due to the structure of representation.)

There is only a loose coupling from participatory schemes to technology development and research activities. The situation is quite different in the countries due to the different structure of funding and responsibility for the schemes. Only a minority of initiatives analysed is active in technical development (Finnish productivity for the Future Programme, HF-B in Norway, and three of the research oriented schemes in Germany e.g). The Swedish NUTEK is primarily concerned with technically development projects as a distinct organization and within our sample of schemes reviewed, it is the only scheme focusing primarily on technological development.

The primary focus of most of the schemes is on organizational aspects of production. This is evidently relevant for changes in production and services related to world market competition and it might be very influential towards the perspective of a "learning organization". But in the long run, problems might emerge due to the fact that there is a distance between schemes supporting technological development and organizational changes. It maybe is useful to further investigate whether there is a good basis of technologies adaptable to changing needs of organizations.

It can be stated that the role of involvement is agreed to be important in implementation projects, but it is less used in development projects and in research and technology oriented projects. This is indicating the tension between traditional expert oriented design approaches which is still dominating in research and development.

- d. Negotiation of wages and pay systems are excluded as topic in some of the larger schemes (e.g. Germany), while in Finland these efforts seem to have an experimental status which is not binding any of the participants (monitoring and testing). This is consequent regarding the fact that these points are negotiated by employers and unions in different structures (apart from the schemes). On the other hand, this exclusion might be an obstacle for the success of involvement oriented innovations under specific circumstances. If the pay system is not adapted to an adequate pay for the involvement e.g. in semi-autonomous work-groups, it might be hard to reach any ongoing successful changes on a company level.
- e. A fifth aspect is directed to the integration of the schemes into national systems of industrial relations and into the policy strategies in research and development. Most of the schemes have a bi- or tripartite board or council, in which the unions and the employers' organizations are represented in as are responsible government units.

In some of the European countries, the participatory schemes are defined as elements of a national strategy for gaining competitiveness, e.g. in Ireland with the "Programme for Competitiveness and Work" and the related activities of the IPC. In other countries, the schemes are related to a long tradition of cooperative industrial relations and bi-partitely (co-) funded as is HF-B in Norway or, in a different manner, the "Knowledge and Quality" (K&Q)-programme in Denmark.

The schemes described are integrated into or adapted to the industrial relations' structures in each of the countries. They are a continuing challenge for the existing structures by fostering a reorientation of managers' and unions' strategies towards involvement oriented activities. Even in countries where no cooperative or participational traditions exist, these schemes can provide a kind of "learning environment" for a cooperative management of innovation but their strategic impact seems to be presently limited.

It can be stated that even if there is a nationwide agreement on the usefulness of participation, it is not necessarily the case that the schemes are highlighted as core elements of the present national industry policies or have large resources available. This even seems to be independent of the success of the schemes. In Sweden, Norway, Denmark and (to a lower extent) Germany e.g., they are recognized as one element in the broad range of economic policy measures. In Portugal, Ireland, and Finland, there seems to be a growing interest in participation related approaches which are regarded as a policy to overcome present economic crisis situation or structural problems of economy.

It is remarkable that the governmental responsibility for the schemes' (co-)funding is in many cases not to a National Ministry of Industry/ Enterprise or Economy (as is e.g. with the Danish K&Q-programme, with the Swedish NUTEK, or the German RKW) but to the Employment Ministries (ANACT in France, INRCT in Belgium, Swedish Work Environment Fund, JOY in Finland etc.) - with country-dependant implications on the strategic weight of the scheme. Specific cases are Ireland (IPC activities related to the Irish Programme for Competitiveness and Work) and the initiative of the German federal state of Saxony ("Arbeit und Technik in Sachsen"-programme) where Ministries for Enterprise/Economy

and Employment exist. Another specific case is the German Federal AuT-programme which has been managed in responsibility of three federal ministries (for Research and Technology, for Education and Sciences, and for Labour and Social Affairs. Since 1994, this has changed: there is only one Ministry for Education, Science, Research and Technology). But there is a wide range of how dependent or independent the schemes are from their administrative units, e.g. some of the national productivity centres are quite independent or the Swedish funds are organizationally independent (to a large extent).

1.3 Success Conditions

Talking about the success of schemes promoting active involvement of employees in innovation is related to the scope of activities and to the resources available by the schemes. Two aspects have to be taken into account:

- Looking at the resources of money and manpower, it is obviously that there are only few large initiatives. The Swedish Work Life Fund is an exception with its 25.000 workplace projects initiated. Most of the other schemes have much smaller financial resources or their participational activities tend to have an experimental character. Compared to the research and development funding related to technological aspects, the participation oriented schemes are fairly small.

The schemes vary significantly in the amount of resources available for the schemes analysed. With this respect the Swedish Work Life Fund is an outstanding scheme with its 1.7 billion ECU finances to be spent for thousands of change efforts on workplaces. Swedish Work Life Fund, most of the German schemes, ANACT in France, STV in Belgium, the Danish K&Q-programme, and HF-B in Norway are among the larger ones having an annual budget of more than 1 mill ECU. Most of the others are relatively small schemes or initiatives within schemes with few projects ongoing. In several countries no specific schemes could be identified.

- All of the schemes are able to provide demonstration cases or best practices on a company level. The approach focusing changes in an the individual company directly leads to a basic problem: the organization of transfer and dissemination of results. Due to the voluntariness of joining a scheme activity, the majority of companies in industry and services seem to have not been interested to take part in. Another measure of dissemination which has been implemented in several of the schemes analysed, is the integration of consultants. Some schemes are explicitly using external or own consultants fostering involvement oriented innovation initiatives. But there is no information on how far reaching these efforts are. Furthermore, the exchange of experiences on procedures and methods for a participation and process oriented way of consulting presently seems to be limited.

1. As has been pointed out, the company level projects initiated by the schemes can be understood as a learning environment for the use and implementation of involvement oriented approaches. Related to the problems in disseminating the results which are rooted in different organizational structures and attitudes of companies, it is quite obvious that solutions from one project or company can not be directly transferred to another - even in the same country. A transfer of experiences or results is implying the adaptation of the generated methods and experiences to the specific conditions of each company to be involved.

This is indicating that the main success conditions for the implementation of involvement oriented innovations can be found on company level. Three success aspects can be highlighted:

- There is a specific selection of companies taking part in the scheme activities. Only companies with a certain problem consciousness and a developed awareness of internal problems concerning e.g. the production system will join the schemes' activities. For the company, the involvement oriented way of solving these problems has to be a promising perspective.
- There has to be a certain degree of a cooperative basis between workers representatives and management. At least, there has to be a common perspective for joint activities to be developed and supported by the scheme. There has to be a minimum culture of participation within the company which can be further developed by support of the scheme.
- Involvement of employees is obviously not limited to a specific activity but it is closely related to strategic decisions of management, human resource development, vocational training, management styles, and wage systems in the company. Therefore, the initiation of involvement oriented activities always have to focus a broad spectrum of measures to be coordinated (vocational training, moderation etc.) in order to reach an ongoing change in action of employees and management.

Most of the schemes therefore respond to this problem by offering a mix of activities which can be adapted to the company situation.

2. As indicated, a condition for the success of the schemes activities is the legitimacy of changes fostered. This has to be organized - adapted to the national systems of industrial relations and industry policy - on national level by initiating bi- or tripartite councils/boards as well as on the level of the individual company by negotiated agreements between management and employees representatives. There is obviously a need for support of the schemes by the labour market partners and there is especially a need for an active role of labour market partners for transfer and dissemination of results.

The schemes are in a position linking macro-structures (industrial relations, policy) to micro-strategies of the companies. This situation might become quite precarious esp. for the programmes in times of increasing conflicts between the labour market parties. This will have a strong influence the schemes activities and chances for success. Permanent organizations or independent funds are in a better position here.

Another problem is the integration of the schemes into a nation (or state-) wide concept of industry or economic policy. Depending on the political weight of the responsible or funding administration unit, the schemes may have a public image as being politically important or - overpointed - as being a neglectable side element with some "humanistic" intentions. This image problem is a very relevant one if the assumption is correct that core elements of industrial change and restructuring are addressed by the schemes.

In companies e.g. where an adversary style of employee-management relations dominates or where no representation of employees is existing, a participatory way of innovation can hardly be initiated and kept running by external initiatives over a long time.

This leads to several recommendations for the scheme staff which normally is the organizer of the implementation of involvement oriented innovation approaches. It is evident that the consultants or the research staff acting within the companies has to have specific skills in terms of technical and organizational know-how which are necessary to support the innovation processes. But on the other hand, the scheme staff has to keep close cooperation with the administration and the labour market organizations in order to ensure the "backing" of own initiatives and to cooperate with management agencies or union related institutions. This is a supporting and sustaining

factor for the effectiveness of the scheme but it is indicated that the scheme's management has to have (and carry out) a fairly political role in the national system.

3. The schemes are increasingly focusing on process aspects of innovation. This can be seen as a consequence of insufficient and ineffective implementation of "design oriented" approaches and of the "new technologies"-debate in the 1980s.

Several methods for initiating innovation within companies have been developed. The best documented is the "Conference"-method (cf. Gustavsen 1985) which has been used within the LOM-programme, the JOY initiative in Finland, and the HF-B programme in Norway. The method is highlighting the integration of managements' and employees' perspectives of the company's future in an initial conference. Management and "all those concerned" of the changes intended should take part in this conference. The conference is moderated by consultants or researchers in order to find out the critical aspects to be changed within the company.

But while instruments for initiating innovation and the design of work organization and workplaces as first steps for an efficient change methodology have been well developed within the schemes, it still remains an appropriate methodology to be developed for a process structuring and keeping the process running over a longer time period (cf. Benders/ de Haan/ Bennett 1995).

4. To support the continuity of activities, "networking" (i.e. the cooperation of several companies and/or institutions in a regional area or in one industrial sector based on a common project) has been developed as an instrument to increase the exchange of experiences and the dissemination of results. (cf. Engelstad/ Gustavsen 1993) These activities need an additional amount of resources for managing to be successfully managed. It should be kept in mind that the initiation of functioning networks is relatively work intensive.

It has to be taken into account that

- the entrance costs for the establishment of a network type of communication are relatively high and need an intensive support and organizational resources;
- benefits can only be acquired in the long run.

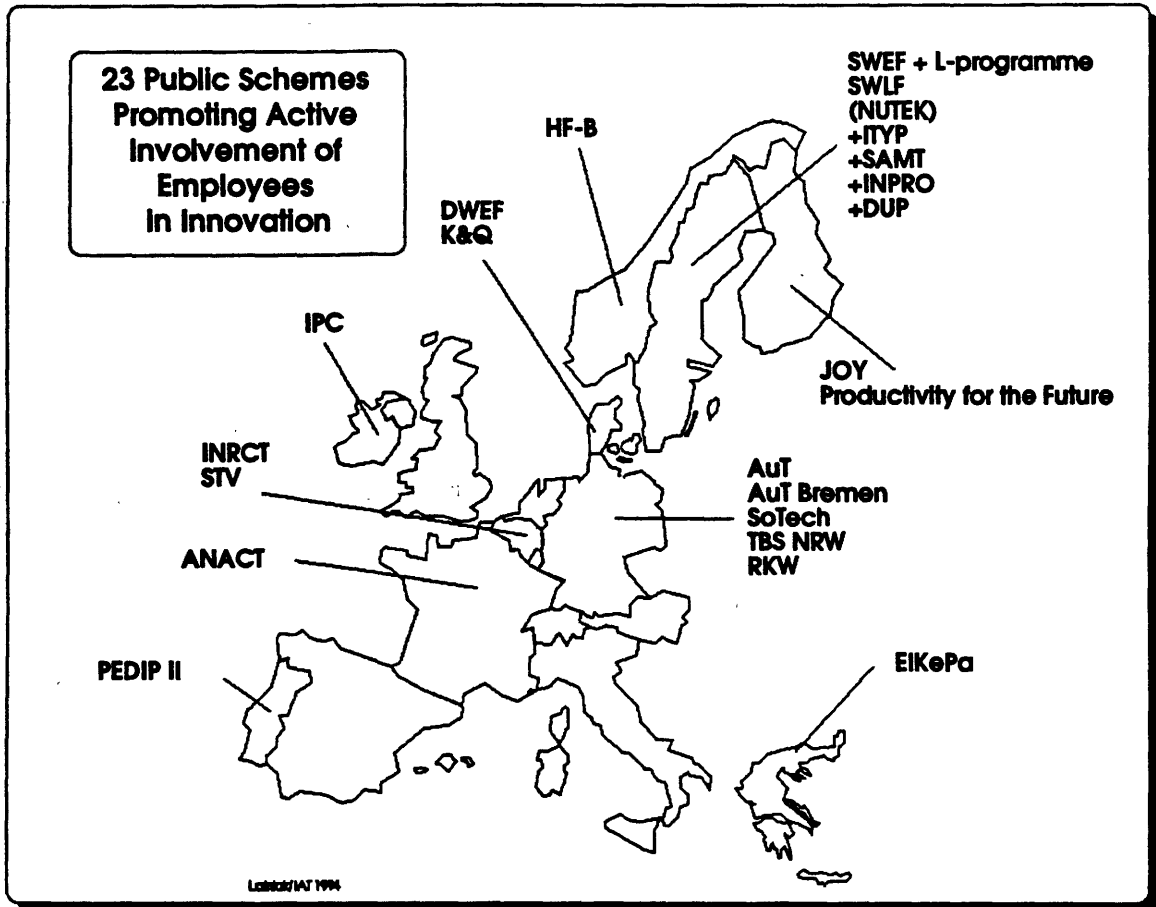
Therefore, as prerequisites for cooperation of companies and institutions there have to be

- resources of money and time available to overcome the entrance costs.
- motivated and competent employees to join the cooperation. They have to be able to work as pivot players to transform the information and experience gathered from "outside" into useful knowledge for the company.

5. As has been indicated by the "historical view" on the basic intentions of the schemes, the schemes with a longer duration have to adapt to changing needs of the companies and the industrial structure. This - in most of the cases - can be managed by launching new sub-programmes (SWEF e.g.) or by a restructuring of the whole programme while keeping the core intentions and activities alive (e.g. German Federal "Arbeit und Technik"-programme). For permanent organizations with a defined core of tasks, it might be more difficult to change the orientation.

1.4 Distribution of Schemes

The main reasons for the present distribution of the schemes analysed (cf. Map) can be seen in different cultural and policy traditions and differing systems industrial relations in the European countries and within the firms. In the country studies, there is more information given on the background of industrial relations in the different countries. In order to give an impression on the different ways of coping with the support of involvement in innovation, we propose a first and tentative grouping of the countries:



1. Norway, Sweden, and Germany have quite a long tradition in research and support of participatory schemes. In all three countries, regional sub-units of the nation wide programmes or independent programmes and schemes of the federal states have been implemented during recent years (RKW has implemented this structure for a long time). Denmark, with a different industrial structure but developed research traditions, has proceeded in a comparable way. All of these countries have a highly regulated structure of industrial relations with a tradition in cooperation (by laws or by agreements)

2. Some schemes (or at least: initiatives) could be found in Ireland, France, Portugal, Greece, Finland, and Belgium with approaches adapted to the specific needs of these countries. They are varying in the degree of strategic weight (elements of national programmes in Ireland), and regional range.

3. No specific schemes could be identified for Italy, Spain, United Kingdom, Austria, and in the Netherlands.

Reasons for a lack of schemes in these countries can be seen in an adversary type of industrial relations (U.K., southern countries e.g.), relatively patriarchal firm cultures (reported for Spain and Greece e.g.), and the dominance of small companies (esp. in Greece). In Italy, there have been several company internal initiatives and efforts towards a participative management and organization style, but no external publicly funded support for involvement related approaches could be found. In the UK, for 15 years the main policy orientation has been directed to a market oriented "laissez faire"-strategy (anti-normative approach) which was strengthened by a tradition of "voluntarism" and by a decrease of union influence in the 1980s. Most of the structures of bi-partite regulation have been terminated at that time.

The cases of Austria and the Netherlands are completely different due to the "corporate" basis of industrial relations:

- In the Netherlands, there are presently no initiatives in public or bi-partite support of participatory efforts (contrasting to the late 1970s). Participation does not even seem to be a specific topic for policy at all: There is an impression that it exists obviously no need to foster participation due to a broad formal representation of employees. Accordingly, there seems to be no need for a further specific support of involvement.
- In Austria, there is no comparable research tradition and there seems to be a lack of an operationalized technology or industry policy to support participation (as is existing in other areas of technology policy in Austria).

A recommendation for the European level might therefore be a support of the transfer and exchange of experiences esp. to southern Europe with interested organizations of employers and unions. Continuing efforts would be necessary to strengthen single firm initiatives and activities of interested parts of the labour market parties.

1.5 Perspectives of Schemes

Within the national cultures of industrial relations, involvement related activities might be concerned with 3 scenarios of manufacturing development as possible trends. Coriat (1993) has presented these different patterns which can be used as a means to illustrate the possible impact of schemes promoting involvement of employees.

Four trends will be reflected in the scenarios. First, the technology perspective is described by a trend from mechanization and grid automation technology to programmable and flexible automation. Second, the organizational pattern of the firm is shifting from labour division and separation of control and production to a re-integration into work groups in order to gain flexibility. Third, the firm structure tends to shift from the "unitary firm" or the "multi-divisional firm" to a networking type of firm structure with interdependent sub-units. (Coriat 1993) Additionally, the fourth aspect is a trend from expert oriented and divisionally separated development of products to a simultaneous engineering-perspective including the workplace level in production. Each of the scenarios is based on a central 'pillar': the first on control, the second on implicit incentives, and the third on explicit bargaining procedures. The consequences for personnel management and work structuring are described.

Scenario 1: "Computerized neo-taylorism"

Productivity, quality, and flexibility in this model might be reached by reinforced control measures (within groups of workers). Technological and organisational innovations are used to refresh the classical organizational, hierarchy oriented paradigm. (Coriat 1993,17) The production is depending on small groups of highly skilled workers as a "technical skeleton" and technical memory of the company. This division of labour is accompanied by a systemic individualization of wages. The research and development tasks are still expert oriented.

This pattern of production is characterized on a workplace level by the following aspects:

- a broader range of employee tasks but the restriction of job enrichment opportunities;
- an increase in skills and training but a simultaneous growth in system monitoring and pacing the workforce;
- the tendency to develop and reward the skill of key employees and operators but a restriction of this group to a minority of the workforce;

- the attempt to motivate employees responsible for costly and interdependent equipment but the restriction of autonomous learning processes using the new information possibilities of new process technologies; and
- the training of workers in the new "technical" skills required to operate the equipment but the lack of consideration to the use and integration of traditional skills in the design of new technologies." (Badham 1994, 36)

Productivity gains can obviously be reached in the short run. But Coriat (1993, 19) introduces the basic contradiction of this scenario: The high degree of competition among workers on jobs and employment while, at the same time, an opened and organized cooperation would be necessary to meet the demands of competitiveness and flexibility.

Scenario 2: "Commitment by long term incentives"

This scenario is widely influenced by Japanese techniques and principles as are Just in Time-Production and quality management by skilled workers who have the time and competence needed to complete their tasks. "... economic efficiency above all hinges on the involvement of the employees in the production circle." (Coriat 1993, 21) R&D is still divisionalized, but simultaneous engineering and continuous improvement is practised as regular working task. Accordingly, as a central element for workers there is a quasi-permanent on- and off-the-job-training, a principle of grading structure recognition of acquired skills and know-how, and rules on career structures. But all these elements are long term gratifications - the benefits of his commitment are taken by the worker after a relatively long time of service. Coriat (1993, 22) further says that in this model the gratifications are not explicitly negotiated by the social partners (according to the Japanese way). They are based on an "implicit contract" which in Coriat's view is the weak point of this model in which commitment is only based on mutual trust. It works as long as discretionary practices are not used.

Scenario 3: "Commitment by bargaining"

Just like in the previous scenario, the economic success is based on internal flexibility of organization and the competencies of the employees. Therefore, there are high investments in training and organization on the shop floor level. Simultaneous engineering and continuous improvement is practised as regular working task. Manpower policy and payment are formally negotiated and many aspects are closely anticipated. The precondition for these negotiations is the existence of relatively strong union organizations which have specific rights.

This type of production (as the one in the 2nd scenario) can be described on the shop-floor level by the following points:

- increasing job enrichment as design and planning tasks are devolved to system operators;
- a growth in autonomy and responsibility of the workforce in the exercise of local initiative and the developmental "learning by doing" processes;
- a reduction in the division of labour between "skilled" and "unskilled" and an increase in job-rotation and team-based organizations;
- the design of new system software, architecture and organization in order to facilitate the use and development of traditional skills and utilize system development capabilities." (Badham 1994, 36)

The central aspect to be highlighted here is that in all three scenarios, involvement of employees (to a different degree) is a necessary condition for economic success based on increasing commitment of employees. In these scenarios, involvement - be it on contracts or on implicit conventions - is linked to organizational innovations centred on employees multiskilling and flexibility on the one hand. On the other hand, it is

linked internal labour market policies built upon professional careers. Obviously, there is no one best way towards an efficient combination of these elements. Efficiency can be reached by different paths depending on national and company cultures and traditions and on the constraints arising from the industrial relations.

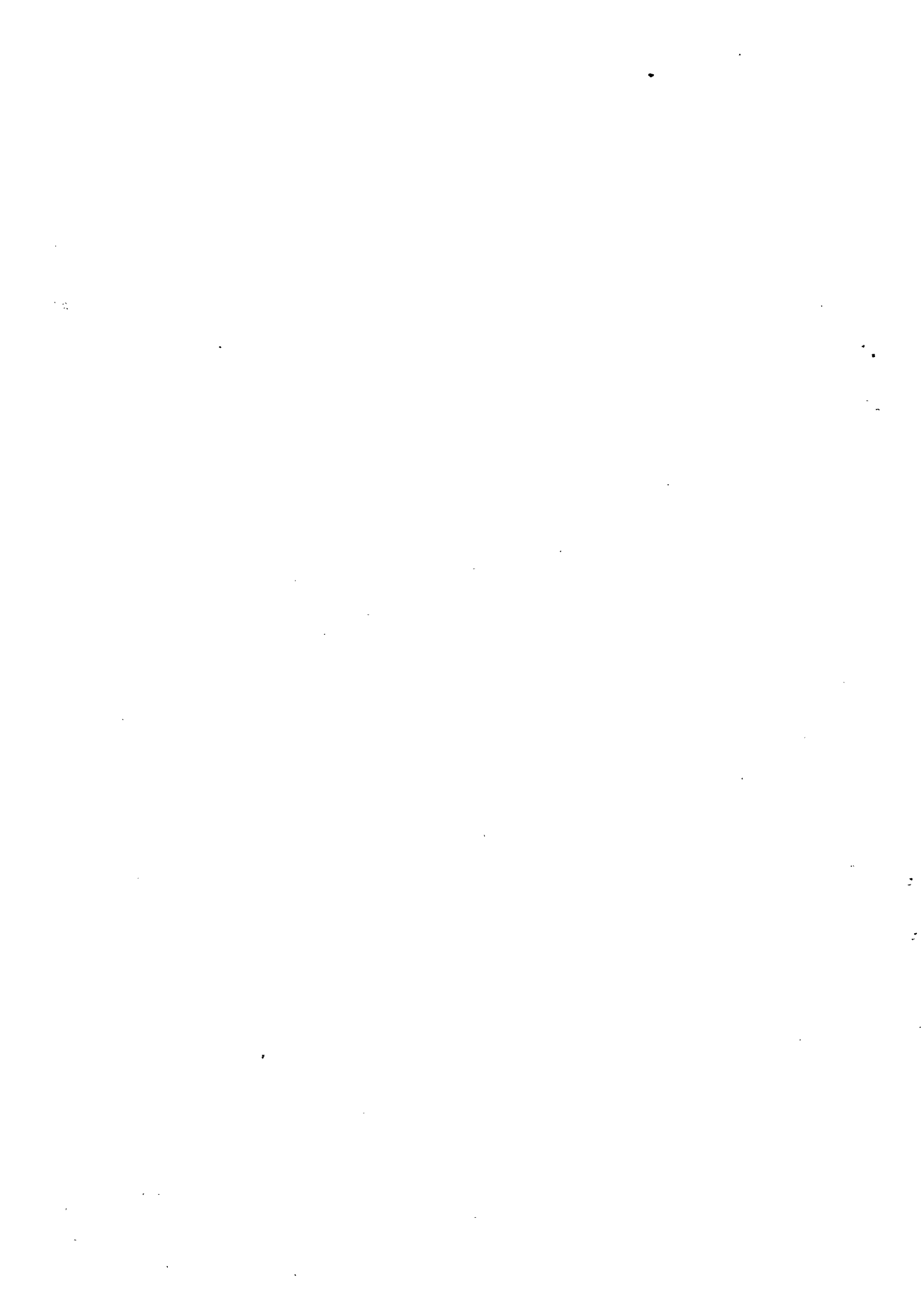
It should be highlighted that participation can not be implemented as other policy tools. Involvement is deeply rooted in company cultures and in traditions of industrial relations. Therefore the possible role of the schemes is quite different in different countries. In nordic countries, as are e.g. Sweden, Norway, and Denmark, there is quite a long cooperative tradition in industrial relations and a tradition in participation oriented activities of schemes. The situation is completely different in countries with industrial relations of a more adversary type as are e.g. in Ireland and Finland, or - in a different way - in Portugal. The different background in these countries has to be kept in mind if the individual scheme is looked upon in detail.

Looking at the potential role of schemes promoting involvement, which have been interpreted as providing a "learning environment" for employees and management, two main tasks could be identified:

1. In a situation of adversary industrial relations and a lack of cooperation, the schemes can provide support for developing mutual trust relations based on the solution of company internal problems. These (micro-level) efforts should be accompanied by organizing a dialogue structure on a macro level. In these countries, the schemes and initiatives tend to have a more experimental character. Dialogue structures or cooperation between the social partners are not well established and are about to be slowly developed within the boards and structures of the schemes. Therefore, it can be said that they have a double task: initiation of cooperative structures and improving efficiency by initiating involvement.
2. In a situation of regulated industrial relations and a tradition of cooperation, the schemes could be able to mobilize further gain in productivity and product development and to contribute to the dissemination of experiences in involvement oriented approaches. The policy role of these schemes primarily lies in developing methods and demonstration cases and in supporting the dissemination of innovative processes in broad sectors of industry.

But as has been pointed out before, involvement is closely related to individual career perspectives, management styles, wage systems, and organization of work. Therefore there is a need for the schemes to cooperate with (or integrate) vocational training institutions, technology development institutions, and consultants (to management) in order to cover the scope of tasks related to involvement oriented innovation approaches.

AUSTRIA



1 Background

1. Concerning the **system of industrial relations** it is stated that the Austrian is one of the most cooperative and corporatist systems in Western world. Two aspects should be mentioned. The Austrian system of industrial relations is dominated by a few principal associations with very general domains and an extraordinarily centralized internal decision structure and goal formation. The other aspect is the high degree of integration of this system into the overall structure of public policy making. (Traxler 1993). This institutional arrangement is called "social partnership".

There is a high degree of "Verrechtlichung" (juridification). Several laws regulate collective employment relations (Works Constitution Act/ "Arbeitsverfassungsgesetz", 1973) or the internal relation within the firm ("Betriebsverfassung"). The state's role is bound to two regulatory tasks: the first is to define norms on employee working conditions. The second aspect is that the state governs the regulatory procedures for the negotiation and exchange processes between employers and unions. Furthermore, the state is integrating the unions and the employers' organizations to legitimize its policy and to use the knowledge for the formulation of policies.

Looking at the shop floor level, the works council is the main representational body of employees' interests limited by the minimum number of employees (i.e.: 5) and bound to the initiative of the plant's employees. Works councils are elected by all company employees - not only by unions' members. They are obliged to work in a cooperative way and thus taking into account both the employees' interests and the company's economic success. Approx. 90% of works councillors are union members while about 60% of the employees are unionized. Collective agreements are complemented by agreements on working conditions on the company level.

The right of co-determination is limited to a small scope of matters concerning personnel management and social affairs, e.g. time schedules, working times, or performance related wage systems. The range of activities underlying co-determination is defined by Works Constitution Act and collective agreements. But there is an "opening clause" which allows a delegation of the regulation to company negotiation and agreement. Collective agreements enjoy the status of law and are binding for non-members as well.

For the unions, the principle of industrial and unitary unionism rules. Main union organization is the Austrian Trade Union Confederation (ÖGB). The member unions are subunits of the ÖGB which demonstrates the predominance of this unit. All general collective agreements fall under the competencies of the ÖGB, while all other negotiations are managed by the member unions.

The main representation unit of the employers in Austria is the Federal Chamber of Business (Bundeswirtschaftskammer, BWK), which is both an employers' association and a trade association. The high influential capacity of the BWK on policy decisions has been demonstrated in comparative research. The membership is compulsory, defined by law. BWK covers about 120 branch subunits and more than 1200 on a regional level.

2. Facing the **political context** for innovation and participation oriented measures in Austria, it can be stated: "Not least on account of the principle of consensus, the typical pattern of decision making is characterized by incremental changes (as a consequence of the need to compromise) and concomitant high legitimacy". (Aichholzer et al. 1994, 378) The common basis for the consensus is a growth and productivity coalition which is presently facing increasingly difficult conditions and it is not yet clear whether the system is able to adequately respond to the ongoing challenge: adaptation pressure introduced by the EU membership, "Sandwich position" between necessary connection to high tech-development and low wage production in Eastern Europe (Aichholzer et al. 1994, 380).

A bundle of economic problems in Austria, like an outdated production structure, a low degree of active internationalization, a lack of specialization in industry, a lack of large domestic corporations, large protected market sectors, financial weakness of the companies, and a low R&D share, led to increased efforts in technology policy in the mid-1980s, supported

by the employers and unions. Oriented to international competitiveness, a structurally oriented technology policy focused on technological aspects of innovation (technology oriented research policy, technology promotion, cooperation in R&D etc.)

At the end of the 1980s, the programme catalogue of Austria's technology policy covered objectives like improvement of working conditions, protection of employees and prevention of negative effects by anticipatory measures. Concepts of "social productivity" were explicitly cited (Aichholzer et al. 1994, 395), but when analysing the policy practice beyond these objectives, the degree of implementation is very limited. "So far, none of the programs contains far-aimed shaping and innovative endeavours dedicated to the humanization of work in Austria, while a number of important initiatives were taken by the trade unions and the Chamber of Labor" (loc.cit., Chamber of Labour is a representative body closely related to the ÖGB and working as a brain-trust for them).

3. Concerning **promoters of participation**, it can be stated that the Union of the Private Sector Employees (Gewerkschaft der Privatangestellten) is for a long time focusing on implementation of new technologies and the promotion of employee involvement in this respect. On the other hand, umbrella organizations of the employers supply consulting services to their members and management training in areas of participatory measures. But there is no public funding for these initiatives.

"The social reflection and co-determination in matters of technology development is in an initial phase everywhere. We currently still lack procedures to appropriately bring about this integration." (Gerner, cit. according to Aichholzer et al. 1994, 396)

4. There is no particular **research tradition** in socio-technical systems design or participation oriented efforts or approaches to be found in Austria.

2 Scheme Activities

According to the statements of several experts, there are few public financed programmes or scheme activities in Austria related to participation or involvement of employees in innovation, at present.

One effort related to that topic was a feasibility project analysing the prospects for a socially oriented technology policy initiative in Austria, carried out in 1993. "Far-reaching offensive calls for social compatibility, particularly in the sense of an anticipatory consideration of the social effects of technological change, are hardly to be found in practice so far. ... Nevertheless, the system of social partnership offers an important and, in principle, favourable supplement to the mechanisms of market and state policy in the striving towards a welfare-oriented innovation and technology policy." (Aichholzer et al. 1994, 397)

3 Activities in Related Fields

One example for developing participation efforts is the "**FlexCIM**"-programme (September 1, 1991 - August 31, 1996) financed by the **Innovations- und Technologiefonds** (Austrian Fund for Innovation and Technology). The central aims of the fund are to give support to projects aiming at a high degree of innovativeness, at an applicability of the results, at an economic impact, at a market orientation, at economic efficiency and positive effects on the economic structure, and at a positive impact on environment and social affairs. It is providing subsidies for "non-material" investment up to 50% of the project costs. The average degree of co-funding is approx. 29% (Pott et al. 1994).

Among a broad range of other aspects, the FlexCIM-programme is aiming to a support of work structuring and the building-up of human resources. Accordingly, it is providing subsidies for training, involvement of external consultants, and the involvement of works councils. One

of the selection criteria for projects is "die Einbindung der Belegschaft und ihrer Vertreter" (involvement of employees and their representatives).

According to an evaluation of the programme, this has been done by initiating complementary teams to support the project in most of the companies (44% of the responding companies). But this finding of the questionnaire which the evaluators sent to the companies could not be confirmed by the interviews they did complementarily. The degree of involvement has been very limited, (Polt et al. 1994, 59) especially in SME's (Polt et al. 1994, 78)

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BELGIUM



1 Background

1. The Belgian **system of industrial relations** is quite complex. There is an intensive and highly structured system of collective bargaining with a lot of institutions and instruments regulating the relations between unions and employers. The role of the State is mostly limited to an easing of collective bargaining, but there is a complex legal structure to regulate the negotiations in order to introduce a "economic democracy". This system has been initiated after the Second World War to avoid social disruptions (as were after the first world war) and to create a positive atmosphere for restructuring. The system can be characterized as consensus oriented.

In Belgium, there is a great number of bi- or tripartite councils and institutions on national, regional, or branch level, like the bipartite National Labour Council (NAR/CNT), Social-Economic Council of Flanders (SERV), the Economic and Social Council of the Walloon Region (CESRW).

Unions and employers organizations are organized along branches and in community oriented subdivisions (flemish/ wallon). Presently, there are three large national union federations oriented to christian-democratic, socialist and (to less extent) liberal party ("three compartments"). These are the Confédération des Syndicats Chrétiens (CSC) having approx. 1.4 mill members, the Fédération Générale du Travail Belgique (FGTB) with approx. 1.1 mill members and the Centrale Générale des Syndicats Libéraux de Belgique (CGSLB) with 210.000 members (Verly 1994, 28). The degree of employee organization has been the highest all over Europe (approx. 75%).

The largest employer federation is the Union of Belgian Enterprises (VBO/FEB) and three regional organizations in the different parts of Belgium (Union Wallonne des Entreprises, Vlaams Economisch Verbond, Union des Entreprises de Bruxelles). (van Leemput 1992, 68)

In 1954, the "Protocol on Productivity" has been agreed on by unions and employers' organizations. Since that agreement, unions are accepting employers' rights on decision within the company while unions are accepted to negotiate on social aspects in the different institutions of employee representation. (Berckmans 1993, 201f.)

The representation and participation institutions on a company level are:

1. works council (OR/CE), which exists in every company with more than 100 employees (since 1948). Its first purpose was to disseminate information, but later the competencies were extended esp. on social matters (wages, personal affairs, holidays). Unions are exclusive representatives in belgian works councils.
2. Occupational Health and Safety Committees (CVGV/CSHE) in every company with more than 50 employees were initiated 1952. They are an advisory body to the employer giving recommendations for the improvement of working conditions. (elected for 4 years as is the works council)
3. trade union delegation (DS/SD): unions may maintain a recognized delegation according to the regulations in different branches or industrial sectors. They have tasks in collective bargaining.

Additionally, there are committees on branch level (for wage negotiations), and the other tripartite organizations in which consultations were organized regularly. (van Leemput 1992, 74)

2. **The political context** is largely influenced by the lingual-"communitarian" conflict, which is covering a bundle of related problems concerning questions of religion as well as of economic structure or voting behaviour. The conflict led to a restructuring of the Belgian State which since 1993 is federation of the flemish, wallonian and the Bruxelles state. Therefore, there presently is a growing importance of regional institutions and structures and an increasing process of regionalizing even in the tri-partite organizations (Initiation of industrial committees within the SERV e.g.). The question is how far-reaching the different development in Flanders and in Wallonia will be in the future.

With respect to participation and innovation processes three political conditions should be mentioned:

In Belgium, since 1959 there was an industry policy supporting the restructuring of the regions e.g. of the mining and metal industry in the Walloon region. Subsidies, capital premiums and tax measures were used to accelerate and moderate the changes. Since the late 1980s, Flemish and Walloon technology oriented initiatives were launched for a stimulation of the restructuring process of the industry. Esp. in Flanders, this initiative ("Third Industrial Revolution Programme") has integrated a broader perspective and a partly interdisciplinary approach.

Secondly, in 1983, a collective labour agreement ("No 39") with an interprofessional and national character ("Technology Agreement") has been fixed. The agreement initiated procedural regulations concerning consultations and information on new technologies and automation. It thus indicated a growing awareness of the social partners on problems of innovation. This step is remarkable because decisions on investment, rationalization of production, and organization of work belong to the exclusive competencies of the employer. There is no change in decision structures introduced by the agreement but a change in information procedures. Three months in advance of a change, it is to be announced by the employer. But according to experts statements, this regulation has not been widely applied.

Thirdly, the Belgian State is suffering a public debt crisis which causes the fact that only few money can be spent for an initiation of further development processes (austerity policy), while there is still a high degree of unemployment (esp. long time unemployment).

Two specific points for Belgian industrial structures should be kept in mind. Firstly, there is a high degree of non-Belgian or multinational companies and a high degree of foreign workers (which is seen as a result of the migration policy since the 1950s). The other point is a high degree of small and medium sized companies esp. in Flanders. The internal organization of these firms tends to be closely related to hierarchic and family structures still. (Berckmans 1993, 195 and 202)

3. Concerning **promoters of participation**, it can be stated that participation in innovation does not seem to be a topic of main interest in policy debates or in specific policies neither of the state nor of the social partners in Belgium. But participation in the improvement of working conditions is quite an old topic for at least one union (ACV) since the late 1960s. At that time, this union was focusing participation as a means to support individual development by "good jobs".

During the 1980s, one of the metal employers organizations ("Fabrimetal") has broadly promoted the diffusion of Total Quality Management Methods in Belgium. It has established own regional consulting offices for the dissemination of quality measures. Presently, experts state a relatively wide adoption of TQM and quality circle initiatives in Belgium.

Recent research of the STV on the dissemination of participation could demonstrate that measures of quality circles and employee involvement are quite well approving (by approx. 80%) - 720 participants of quality circles and related involvement procedure were asked in an investigation in 1992. But it should be kept in mind that a limited dissemination of participation techniques in Flanders has been indicated in earlier research (in 1989).

4. There is no developed **research tradition** in design oriented research or STSD in Belgian universities, and there were only few initiatives in subsidizing social sciences focusing interdisciplinary or work oriented research.

2 Scheme Activities

In Belgium, two schemes focusing on participation could be identified: the Stichting Technologie Vlaanderen and the Institut National de Recherche sur les Conditions de Travail.

1	Scheme	
<p>Name of Scheme: Stichting Technologie Vlaanderen (STV) (Flemish Foundation for Technology Assessment)</p>		
<p>Address: Stichting Technologie Vlaanderen Jozef II Straat 30 B-1040 Bruxelles</p> <p>Phone: +32.2.2170745</p> <p>Fax: +32.2.2177008</p>	<p>Country: Belgium</p>	<p>Type: Organization</p>
<p>Geographic Coverage: Regional</p>		
2	Character of the Scheme	
<p>Initial Goals - Changes during Implementation</p> <p>STV has been founded as a permanent organization in late 1983 (principle setting) by the regional government of Flanders, the employers organizations and the unions. It is operating since July 1984. During the first years, STV's research primarily focused the impact of technological development on jobs, qualification, and employment.</p> <p>The initial goals of STV are defined by a law. STV has to carry out and coordinate research. Furthermore, it has to set up a documentation center and to consult Flemish government and social partners concerning "social aspects to technological innovation"</p>		
<p>Specialized on Participation / Participation as one Element among others:</p> <p>The participation issue is an integrated part of three different aspects of STV's work:</p> <ol style="list-style-type: none"> 1. It is a part of global methodology: STV has developed a methodology to involve the social partners in research activities as far as possible in order to avoid isolated academic research. 2. The way by which employers and trade unions may have impact on the innovation processes is a specific item in the STV's research programmes. 3. It is a relevant question on a project level as well. 		
<p>Basic Objectives for Participational Measures:</p> <p>The reason for a promotion of participatory measures is twofold. On the enterprise level, it is an element of the improving of both working conditions and management strategies. This is an appropriate means e.g. for teamwork in the garment industry. It has been demonstrated as well in projects concerning anthropocentric production systems or skill based manufacturing (instead of technology centered CIM approaches). On the macro level, participatory measures are used as a part of the global Technology Assessment approach of STV. They are used to change the attitude of R&D from "technology push" to a "socially driven" approach. This has been initiated e.g. in the creation of a check-list concerning software ergonomics and in a project concerning government programmes in the fields of bio-technology and environmental technology.</p> <p>The specific TA-approach of STV can be characterized by the intention to develop "methods to make technological innovation the subject of consultation at the company level at the earliest possible stage of decision-making".</p>		
<p>Targeted Sectors & Target Groups:</p> <p>Targeted sectors in industry are not limited, but presently, the activities are focused to textile, metal working, chemical and shoe industry. In private services, software houses and hospitals are primarily addressed. In public services, the initiatives are focused to public (school) administration.</p> <p>STV's target groups are single companies or groups of companies. A cooperation of management and works councils is intended. Other target groups are unions and government.</p> <p>The selection criteria for activities are derived from the research programme (relevance to the programme). There has to be a consensus on the relevance of the projects both for the trade unions and for the employers.</p>		

3 Scheme Organization	
Start Date: 1984	Total Cost over Lifetime 13,000,000.00 ECU 1991 1,500,000.00 ECU 1992 1,500,000.00 ECU 1993 1,200,000.00 ECU
End Date: permanent	
Number of permanent Staff: 20	Degree of public funding: 95%
4 Areas of Activity	
Activities supported General areas of activity are organizational development, vocational training, and human resource management. Supported activities are joint consulting of management and works councils, dialogue groups in single firms, the organization of the exchange of experiences, the dissemination of information, and the initiation of dialogue structures or conferences. Furthermore, STV is taking part in the existing training programmes of the trade unions. The current trend in funding is a stagnation and an increase of the funding by "neutral sources". The public amount of subsidies is approx. 95% of the annual expenditure, financed by the Flemish Ministry of Economic Affairs. STV receives a general subsidy and subsidies for specific tasks by this regional institution.	
5 Impact	
Number of Projects funded & Type of Projects Between 1991 and 1993, the equivalent of 3 full time researchers were concerned with participation as a specific topic. In all other projects (vocational training e.g.), participation is part of the methodological approach. The focus of the projects lay on collective bargaining procedures and in informal bargaining and consultation systems (quality circles, "werkoverleg"). Every year, there are about 15 companies involved into one or another of STV's projects. The cooperation on a lower level (information etc.) is based much broader. The success of STV is indicated by a growing number of requests for general or specific information, by a growing number of training sessions for the trade unions done by STV, and by an increasing use of the STV publications.	
6 Trends / Evaluation	
STV is evaluated after two years of the four year research programme by the social partners represented in SERV. These evaluations are not published, but documented in internal papers. The main constraints for a diffusion of participatory approaches in innovation are seen in the economic crisis situation (high unemployment rates), in the complexity of items to be solved (e.g. technological innovation), and in the dominance of small and medium sized enterprises with a particular form of management and work organization.	

1 Scheme	
Name of Scheme: Institut National de Recherche sur les Conditions de Travail (INRCT)	
Address: INRCT Rue de la Concorde, 60 B-1050 Bruxelles	Country: Belgium
Phone: +32.2.5118155	Type: Organization
Fax: +32.2.5112401	Geographic Coverage: National
2 Character of the Scheme	
Initial Goals - Changes during Implementation The institute has been founded in the 1950s as "Belgian Service for the Increase of Productivity". It was confronted with the problem to manage a consensus with all labour market parties on every level of action. It was reoriented in 1978 and was then named Institute for the Improvement of Working Conditions (IACT = Institute pour l' Amélioration des Conditions de Travail). The second restructuring of IACT in 1991 was influenced by different hindering factors e.g. new budgetary demands, different interests of the social partners, and other organizations in this field (multitude of more or less competing and overlapping institutions in Belgium). The scheme is funded by a general national public subsidy and by subsidies for specific activities. The responsible administration unit is the Ministère de l'Emploi et de Travail.	
Specialized on Participation / Participation as one Element among others: Presently, participation is not a specific issue but it is one element of a broader policy of related topics.	
Basis Objectives for Participational Measures: Participation is seen as one fostering element for the aims of INRCT.	
Targeted Sectors & Target Groups: INRCT's main task is to do and support investigations and experiments in working conditions, work organisation and to foster working conditions, work organization, and prevention in health and security in all sectors of industry and services. The INRCT's target groups are single companies and groups of companies as are works councils or groups of works councils. A cooperation of management and works councils is intended. Unions are targeted, too. The institute is focusing especially on effects of new information and communication technologies, and here esp. on the working conditions related to computer display units, to ergonomics, stress, commuting etc.	

3 Scheme Organization	
Start Date: End Date: permanent	Total Cost over Lifetime 1991 900,000.00 ECU 1992 900,000.00 ECU 1993 750,000.00 ECU
Number of permanent Staff: 4	Degree of public funding: 80%
4 Areas of Activity	
Activities supported Supported activities are subsidies for projects with groups of workers, management consultation, joint consulting of management and works councils, the organisation of the exchange of experiences, the distribution of information, training programs, and initiating dialogue structures or conferences. There is no technology development subsidized.	
5 Impact	
Number of Projects funded & Type of Projects About 8 projects are funded annually and these projects primarily focusing qualification and ergonomic aspects. There is no information available on the number of companies and works councils involved.	
6 Trends / Evaluation	
All the projects are internally evaluated. The main obstacle for a promotion of participatory approaches is seen in the case-specific and complex work situation while administrative measures to promote participation remain formal.	

3 Activities in Related Fields

A similar organization to STV in Wallonia is about to be founded presently. It will be differently structured. The idea is not to build up a permanent institution, but instead to initiate a Commission for Technology Assessment (TA) in which universities, unions, employers, and wallonian government is represented. The operative tasks are planned to be managed by a secretariat which will define and manage the programme. The research and other activities will be performed by universities and other research institutions.

Preparatory research for this organization has been recently initiated and developed by EMERIT (a sub organization of the wallonian Fondation Travail Université). The present areas of activity are TA and transport, technology programme on new materials - social evaluation. In September, the Wallonian Council for Social and Economic Affairs is expected to decide on the further proceeding.

Address:

Patricia Vendramin / Gérard Valenduc

EMERIT

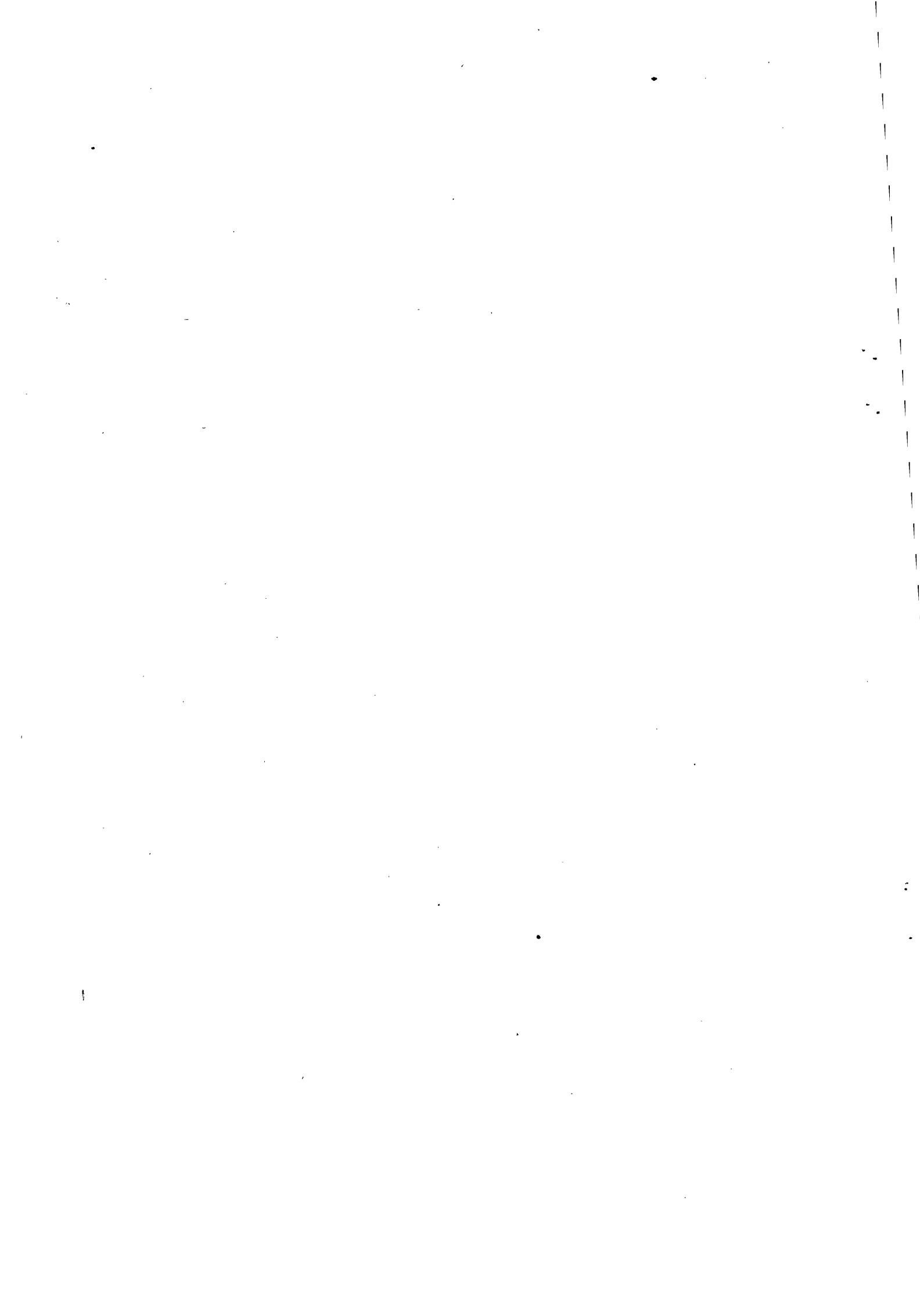
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DENMARK



1 Background

1. The **system of industrial relations** in Denmark is traditionally cooperative since the first bi-partite basic agreement in 1899 ("Hovedaftalen"). The cooperative regulation of principles in handling wage negotiations and conflicts is agreed upon on national level. The main agreement has been revised in 1993. Both the labour market parties recognize that they have common interests. Cooperation on a company level is regulated by local agreements ("Samarbejdsaftaler" as cooperation related to every day-problems of working life). These local agreements can be seen as specifications and implementations of the general agreement primarily influencing motivation, communication, and active participation in work organization.

In Denmark, there is a comparatively high degree of union organization of employees while about 50% of the private employers are members of the employers' confederation. Unions are structured according to job association principles, so that several unions can be represented in one company at the same time, but there is a current trend towards a industry structured re-organization of the unions. On the company level, the elected representatives of the workers form "clubs".

A remarkable aspect of the Danish system of industrial relations is that there are powerful organizations of employers and trade unions, both agreeing on the predominant role of negotiations and consensus.

Since 1986, there is an of agreement on participation in implementing new technologies signed by the Danish Federation of Trade Unions (LO) and the Danish Employers Confederation (DA) - the largest umbrella organizations - regulating the following aspects:

- a. In companies with more than 35 employees, cooperation councils have to be initiated if technological changes are intended. Company management is obliged to give information on the changes planned.
- b. Cooperation councils on company level will be involved in questions of vocational training, in assessing the consequences of the changes, and in promoting new wage structures. If employees have to be laid off as a consequence of the changes, the employer has to find another job for them in the firm (in the first step). If this is not possible, these employees have the opportunity to do a vocational training course (up to 4 weeks). This has to be paid by the company if the employee has been employed for longer than one year.
- c. If consensus on these points is not possible between management and employee representatives, the "Joint Cooperation Board", a central conciliation service, can be involved as labour regulation committee and has to decide on the points disputed.

A similar agreement is valid for municipal and public service, too. (cf. Meinertz 1993, 100f.)

This kind of regulation can be seen as a starting point for the involvement of employees in the implementation of new technologies. This is closely related to the preference of changing and upgrading qualifications as strategic approach to increase competitive power which sees to be broadly accepted in Denmark. Vocational training is organized as a joint activity of state and social partners.

It is stated that due to the regulations on health and safety and on working environments implemented in Denmark, the quality of working conditions achieved is quite high (Clematide 1993).

2. Concerning the **political context**, in 1977, a Work Environment Act passed legislation providing a wide range of influence to the unions and employers organizations in the development of work environment conditions. The following bi-partitely controlled organizations of the working environment service have been built up as parallel organizations to governmental trade supervisory boards (with several sub-organizations):

1. The Working Environment Council (Arbejdsmiljørådet) is involving the social partners; its main task is the consultation of the Ministry of Labour which is responsible for regulations of work environment. The Council is closely connected to the Arbejdsmiljøfondet which forms a subordinated organization.
2. For every industry or branch, there is a bi-partite Branch Security Council (12 councils). They support the solution of work environment problems of the branches involved.
3. The Working Environment Fund (Arbejdsmiljøfondet, cf. below) is working as a research, training and information distributing service for the Councils.

In 1988, the Danish Working Environment Service initiated a campaign on monotonous and repetitive work. In 1992, the social partners have agreed upon the objective to reduce this kind of jobs to 50% until the year 2000 by upgrading the working tasks, vocational training, organizational measures etc.

Compared to Norway and Sweden, the Danish **industry and technology policy** has been fairly liberal in the postwar period. In the mid-1980s the "non-policy like approach somewhat changed" and several initiatives to strengthen science and technology were launched. The change in government policies was giving attention to the improvement of the general climate while the direct subsidies to companies were reduced. This again changed due to a dramatic cut back in research funding since 1990 (Dalum 1994, 306), e.g. grants for product development and for subsidized consulting rates were phased out and the Ministry of Industry's National Agency of Industry and Trade as member institute of the Association of National Productivity Centres had to face cutbacks in staff in the early 1990s.

Focusing on the present situation of Danish economy, there seems to be a common perspective of the labour market parties to support the increase of productivity by a development of enlarged working tasks.

Concerning the background of ongoing participatory approaches, therefore, the activities of the Industry Ministry to support quality measures since the mid-1980s should be mentioned. In 1987, a working committee of the Danish Technology Council (Teknologirådet, using the National Agency of Industry and Trade as secretariat) was appointed to discuss aspects on the promotion of quality which at that time emerged as a further relevant aspect in addition to other elements of innovation policy. According to the proposal of this working committee the KUP (Kvalitets Udviklings Programmet = Quality Development) -programme was initiated in 1988. A government funding of 55 mill Dkr should be spent in a period between 1988 and 1990 on activities regarding global and sectoral promotion of total quality control, TQM-projects in specific companies, and an improvement of the Danish quality infrastructure. An additional funding for consulting has been spent in 1991 (11.5 mill Dkr).

At the same time (1988-1990), the "management and cooperation"-programme was initiated. Its main task was to promote the awareness of management and employees to use a non-adversary approach to gain economic success, improved labour relations, improved working conditions in an integrated manner. Three fields of interest were the generation of experiences in cooperation, distribution of knowledge, and education and training of management and employees. The amount of money spent for this programme was approx. 30 mill Dkr. In October 1991 e.g., there was a large conference presenting results and experiences from about 150 companies which participated in the initiative.

A third initiative to be mentioned is the Bedre Udnyttelse af Produktionssystemer (BUP)-Programme (1988-1990). It supported the improved utilization of production systems with approx. 50 mill Dkr. It should be noticed that within this programme the production system was defined as an interplay between technical, administrative and social elements. It was argued that the "realization of productivity potential associated with new advanced process technology depends on the improvement of the interplay between the sub-systems" (Gjerding 1993, 75) mentioned.

Between 1988 and 1992, the Danish government spent approx. 151.5 mill Dkr for three programmes focusing on quality and cooperation initiatives especially in the manufacturing sector. It is evident that by these programmes, a shifting of the industry policy focuses became visible. There was an increasing emphasis on

- cooperation between parties within the individual company and organizations in the neighbouring environment;
- an integrated approach to technical and organizational innovation; and
- a strengthening of the human resource management aspects developing the technical and organizational competencies of both management and employees.

The Danish industry policy is still ongoing from the conviction that Danish manufacturing companies should exploit productivity potential of the existing capital stock rather than investing in new types of high technology. And furthermore, it is promoting human resource management as one of the measures to improve productivity growth. (cf. Gjerding 1993, 100)

3. Looking for **promoters** of participation efforts, competence and human capital have obviously been accepted as a productive resource and there is a growing awareness to cooperatively support the efforts. Furthermore, it is agreed upon the fact that direct and indirect or representative forms of participation are complementary and not exclusive forms of participation.

4. Concerning **research traditions** related to participation, it is evident that the socio-technical school was not that influencing on policy in Denmark as it was in Sweden or Norway. Only few experiments were initiated in Danish industry in the 1970s. But the socio-technical school was nonetheless successful in promoting ideas and values related to industrial democracy, human-related work psychology and work place design. In the 1980s, the reception of results of the German industrial sociology ("Neue Produktionskonzepte") had some influence on the research activities related to work structuring and organizational development.

The **participatory development of software** has been inspired by these industrial democracy-oriented programmes. Focusing the present "state of the art" in participatory software development in Denmark, it can be stated that participatory software development has been one relevant aspect in research policy in Denmark among others during the last five years (compared to early 1980s).

The knowledge developed within research projects on that subject has been disseminated mainly through university education, i.e. through the master programmes in computer science and information science, and thus to companies employing trained personnel. The involved universities are in Aalborg, Aarhus, Copenhagen and Roskilde. In addition, it has been distributed through the Centre for Experimental System Development at Aarhus University financed by the Danish Research Programme on Informatics.

Concerning supra-national cooperation, most of the work in the period 1975 to 1985 was done in close cooperation with Norway (mainly 1975-1980) and Sweden. Recently, the cooperation among the research groups has been less intense, e.g. on the level of exchange of ideas at workshops or conferences, particularly at the yearly IRIS workshops (Information Systems Research Seminar in Scandinavia).

2 Scheme Activities

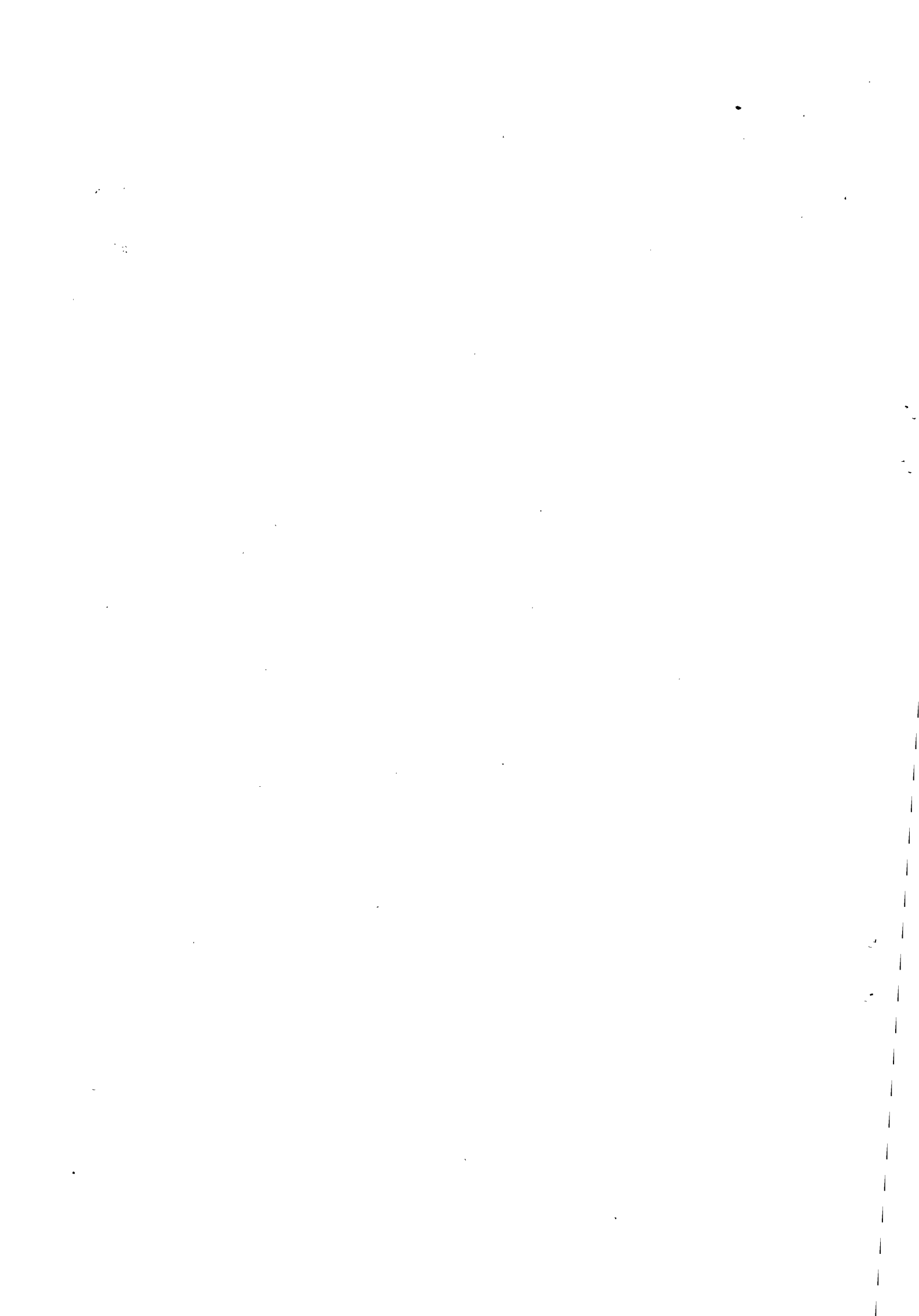
1	Scheme	
Name of Scheme: "Knowledge and Quality" (K&Q)-Programme		
Address: Danish Agency for Development of Trade and Industry Industriministeriet Tagensvej 137 DK- 2200 København N Phone: +45.35.868686 Fax: +45.35.868687	Country:	Denmark
	Type:	Programme
	Geographic Coverage:	National
2	Character of the Scheme	
Initial Goals - Changes during Implementation This is a programme launched by the Danish Ministry of Industry, coordinated by the Danish Agency for Development of Trade and Industry. The initial goal of the K&Q-programme is to support especially the strategic perspectives of Danish small and medium sized enterprises by developing their performance in quality and productivity.		
Specialized on Participation / Participation as one Element among others: Related to these objectives, participation is one integrated aspect among others within the programme.		
Basic Objectives for Participation Measures: The basic objective for participatory measures is the conviction that participation as a quasi-natural element in a modern conception of productivity and quality production. To reach these objectives is not a question of working harder, but of working smarter.		
Targeted Sectors & Target Groups: There is no specific targeting for the programme. It is directed to support industry, trade, and private services. The target groups are single companies and groups of companies.		

3 Scheme Organization	
Start Date: 1993 September End Date: 1995 December	Total Cost over Lifetime: 31.000.000,00 ECU 1993 12.500.000,00 ECU 1994 12.500.000,00 ECU 1995 6.000.000,00 ECU Degree of public funding: 50% for projects
Number of permanent Staff: 4-5	
4 Areas of Activity	
Activities supported The scheme is providing support for the development and promotion of "tools" for an increase of productivity and quality. General areas of activity are organizational development, human resource management, TQM, quality measures, and measures to increase productivity. Activities supported are projects with groups of workers, consulting for management, initiating dialogue groups in single firms, distribution of information to workers and management, and training programmes.	
5 Impact	
Number of Projects funded & Type of Projects The number of projects funded in 1993 was about 10-20, in 1994 it raised up to 7-800, and in 1995 it will be around 2-300. There will be about 1000 projects (projects in single firms and complex projects) funded by K&Q in total. There are no figures available on companies or employees involved.	
6 Trends / Evaluation	
The K&Q programme is based on several smaller preliminary initiatives like KUP or BUP (cf. above). There was no evaluation until now, because most of the projects started in summer this year. There are no results available at present.	

1 Scheme	
Name of Scheme: Arbejdsmiljøfondet (Danish Working Environment Fund)	
Address: Arbejdsmiljøfondet Vermundsgade 38 2100 København O	Country: Denmark
Phone: +45.31.205533	Type: Fund
Fax: +45.31.205833	Geographic Coverage: National
2 Character of the Scheme	
Initial Goals - Changes during Implementation The Working Environment Fund is subordinated to and working in close cooperation with the Working Environment Council. It is also closely related to the 12 Branch Security Councils, to the Ministry of Labour, and to the Occupational Health Service. It is managed by a board, headed by the managing director of the Danish Working Environment Service, in which all labour market organizations are represented including employees and managers of private and public institutions. Arbejdsmiljøfondet's main task is information, training and research in questions of work environment.	
Specialized on Participation / Participation as one Element among others: Participation is seen as on central element in obtaining improved working conditions and work organization.	
Basic Objectives for Participation Measures: Projects related to participation primarily have a twofold objective: <ol style="list-style-type: none"> 1. developing methods for anthropocentric forms of production related to the Danish Action plan against monotonous and repetitive work. 2. developing a qualification programme for the staff in the Occupational Health Service to work as consultants in the developing process in order to obtain a successful process of change in the companies. The projects operate on two levels: <ol style="list-style-type: none"> 1. within the company involved, a change process is to be initiated under guidance of the Danish Occupational Health Service/ Work Environment Fund. 2. within the Occupational Health Service, experiences in initiating these processes are developed and distributed to increase the advisory competencies. 	
Targeted Sectors & Target Groups: While stressing health and security in work life (ergonomics, hazardous substances, noise) on the one hand, the Arbejdsmiljøfondet is also concerned with the psychological impact of work, cooperation, influence and responsibility, and work structuring in all sectors. It is targeted towards a change in sectors of industry where a typical tayloristic structure of production is still in use. Projects will be funded in companies where monotonous and repetitive tasks can be found still.	

3 Scheme Organization	
Start Date: (of the projects) May 1994 End Date: May 1996	Total Cost over Lifetime: annual 65.000.000,00 DKR for projects 150.000,00 ECU
Number of permanent Staff: 2 (for projects)	
4 Areas of Activity	
Activities supported There is a certain amount of money spent for developmental projects related to the tasks of the Fund which is integrated into the Danish system of health and security of working environment. General areas of activity are organizational development, vocational training, human resource management, consulting, and technological development. Activities supported are consulting of management, and organizing the exchange of experiences.	
5 Impact	
Number of Projects funded & Type of Projects There has been a support of 150.000 ECU per annum for projects over the last three years. Additionally, there are dissemination activities (in information and educational projects). These activities are funded by approximately the same amount of money.	
6 Trends / Evaluation	
A future perspective of the Fund lies in supporting research and development projects focusing on employee involvement to a larger extent than before. The projects will be linked - as it is - to the development of training programmes and information material in order to guarantee a better dissemination of results.	

FINLAND



1 Background

1. In the 1970s and early 1980s, the Finnish **system of industrial relations** tended to be more conflict-ridden than in most other European countries: Finland had a high rate of strikes related to wage negotiations. One reason for this fact is seen in the centralized way unions and employers' organizations negotiated on wages. Bargaining normally started by centralized negotiations on the guidelines for agreements on a branch or sectoral level. Collective agreements normally last for one or two years in Finland.

There is a high degree of unionization (72%) in Finland. Presently, there are three main groups of trade unions to be found: the Central Organization of Finnish Trade Unions (SAK), the Finnish Confederation of Salaried Employees (STTK), and the Confederation of Unions for Academic Professionals (AKAVA). The largest employers' organizations are the Confederation of Finnish Industry and Employers (TT) which was founded in 1907 (representing about 7000 companies which employ approx. 580.000 people), and the Employers Confederation of Service Industries (LTK, with 7300 member companies employing 320.000 people) (Mikola-Lahnammi, Alasoini 1994, 3f.).

The main accent on participation is presently set on the shop steward system. The shop stewards are representing the trade unions at the workplace and they are to control the obedience to agreements. The formal representation is quite well established ("chief shop stewards" for every company; departmental shop stewards) and supported by several agreements e.g. in the private sector since 1946 and in the public sector since 1974. Due to the 1974 agreement, participation has been organized in representative bodies alongside the line organization - initiating "cooperation committees" and works councils. By a municipal agreement on workplace democracy signed in 1977, these regulations were transferred from the state sector to other municipal bodies. The shop steward system in Finland is well established and comparatively strong in public sector as in private sector. It is protected by several agreements of employers' organizations and unions.

The practice of agreements is quite complicated, because different groups of employees in industry (e.g. blue collar workers, supervisory staff) have own collective agreements in each branch, while some unions representing e.g. lower level office workers usually sign one agreement for all branches (Mikola-Lahnammi, Alasoini 1994, 5).

2. Looking at the **political context**, in 1946 the Act on Productivity Committees initiated a disclosure of information on economic situation of the company for the private sector. Four times a year, this information had to be provided by the management to the employees. (Buharist et al. 1994, 18) This regulation was replaced after a long debate by the Co-determination in Companies Act in 1979. The basic intention of the Act is that decisions are to be defined in collaboration among management and employees. There are regulations on necessary information and negotiation with employees about relevant changes in organization and changes concerning their workplaces while the final decision is to the management. But the status of works councils is voluntary. The Act has been amended in 1989 taking mergers and buy-outs into account.

Based on the Co-determination Act, several agreements between the unions and employers' federations on rationalization, productivity, technological development etc. followed. E.g. in 1981, there was an agreement of employers' and employees' central organizations on co-operation in Finnish Working Life which was renewed in 1986 and in 1989. According to Kauppinen (1994, 167), "(t)hese agreements did not lead to large changes in the laws, but they were important because they showed that co-operation is the way solutions in working life should be found".

Present changes are related to a dramatic increase of unemployment since the early 1990s (up to 20%) which are an impact of recession and worldwide changes in economy. Accordingly, new activities of the labour market organizations became necessary to support the adaptation to these changes. According to the literature, there is a present trend towards decentralization and to develop a more flexible labour market system integrating new ele-

ments while the basic structure is kept (Kauppinen, Lahtonen 1994). One of the relevant aspects are the attempts to improve training structures during the last years (In Finland, vocational training has been based on a school system apart from working life.)

3. Concerning the **promotion of participation**, it is stated that due to the recession impact, measures to gain a higher degree of commitment to companies' financial objectives became more and more important (Mikola-Lahnamäki, Alasoini 1994, 17). After a period of low interest in participation issues, it seems as if the subject is regaining interest with the recession as "one way of improving corporate productivity and financial performance, and thus helping with the depressed economic situation in general" (loc.cit. 30)

4. Contrasting the development in most other nordic countries, **research traditions** in action research are relatively new in Finland. Extended working life development projects have not been carried out in Finland in the 1970s and early 1980s; accordingly, there is no action research tradition or programmes on industrial democracy to be found at that time. Workplace oriented development has been related to rationalization issues and problems of health and safety (Buhanist et al. 1994, 18).

First broader attempts were initiated by the tripartite Committee for Labour Relations which was appointed in 1974 to conduct research in working life development in Finland and in other countries. Its main objective was to focus the development of working life and to provide information to the labour parties on the "state of the art". The research focus shifted from investigations into strikes, labour disputes and management in the early 1980s to action research oriented projects. Since 1989, the Committee has become the steering group for the research activities of the Finnish Ministry of Labour. At that year, the responsibility for essential working environment and labour protection affairs shifted to the Labour Ministry. A first and project oriented attempt in action research has been launched in the late 1980s when a couple of about 10 action research projects were started by the Labour Ministry (Buhanist et al. 1994). One will be more extensively described below (JOY-programme).

All of the action research projects mentioned have had a complex and network-oriented structure involving several researchers and project sites; at least three of them explicitly focused on democratic dialogue concepts. The experiences of each project has been documented (Kauppinen, Lahtonen 1994).

A further step in research was the three year "Working life 2000"- programme of the Finnish Ministry of Labour. It conducted investigation into the ongoing changes in Finnish working life, especially into the management of change which has been identified as one of the main deficiencies in change processes. The central aims of the programme were

- to analyse the key features of structural change in society and in working life;
- to investigate the current trends in restructuring;
- to create future visions of working life;
- to contribute to legislation development on working life matters.

About 40 studies have been launched within that programme until 1993.

"The studies demonstrated the ongoing, powerful move towards local workplace negotiations as well as reforms in companies and in public administration. We were switching from the 'top-down' reform of working life to the 'down-top' reform, from reform through incomes policy to reform within companies and public administration." (Kauppinen 1994, 12)

A new tripartite work group on working conditions has been appointed in autumn 1992 to further develop these ideas and results. In 1993, it has suggested to the Ministry of Labour to focus an action oriented programme focusing on:

1. organizational development and adoption of new technologies;
2. improved human resource management;
3. development of social competence in organizations; (Buhanist et al. 1994, 31)

The programme started in 1993, its name is "Workplace Finland - Workplace Europe" and it will run until 1998.

At the same time, the Economic Council of Finland initiated a national programme on productivity, coordinated by the Ministry of Labour. The programme's intention is to develop employment and welfare opportunities and to support the development of work organizations. (Buharist et al. 1994, 36)

2 Scheme Activities

Both the initiatives identified in Finland, JOY and the "Promotion of Productivity Cooperation", can be characterized as sub-programmes or complex projects of broader initiatives focusing on action research funded by the Ministry of employment or related to the Finnish Productivity Programme.

1 Scheme	
Name of Scheme: "JOY" (= Johtaminen, Organisaatio, Yhteistyö) = "Leadership, Organization, Co-operation"	
Address: Timo Kauppinen Fin. Ministry of Labour Working Environment Division PO Box 524 SF 00101 Helsinki Phone: +358.0.1856-8945 Fax: +358.0.1856-896/-8957	Country: Finland
	Type: Programme
	Geographic Coverage: National
2 Character of the Scheme	
Initial Goals - Changes during Implementation The JOY-programme has been conducted by the Research Unit of the Finnish Labour Ministry. As its name and its orientation towards conference methodology indicates, it was closely connected to the Swedish LOM-programme and the Norwegian SBA-programme which worked on comparable subjects. While JOY can be seen as a programme, the Research Unit of the Labour Ministry's Working Environment Division is a permanent organization. In the Research Unit, 7 persons are about to prepare research and development projects. The annual funding for these projects is 2-3 mill FIM. The central objective of the JOY-programme was to initiate organizational research and development projects in which management, employees and union representatives cooperate. The main areas of interest for these company activities are management, organization and co-determination procedures.	
Specialized on Participation / Participation as one element among others: JOY introduced the conference methodology to Finnish working life. Employee participation was one of the key features of the programme (as was at the LOM-programme).	
Basic Objectives for Participation Measures: The basic objective of the participatory measures was to involve all employees into the procedures of organizational development and to facilitate the co-operation of management and employees in general.	
Targeted Sectors & Target Groups: The structure of JOY was oriented to sectoral projects involving 2-7 organizations. It was structured by 3 sub-projects in 10 industrial organizations and 2 hospitals. The follow-up projects of the conferences are continuing still (in paper and pulp industry). Focusing the targeted sectors, in 1988, the first project was launched by the Research Unit itself in paper and pulp industry (3 companies), 1991-1992 the Finnish Employers' Management Development Institute (FEMDI) worked in 7 companies in metal industry, and in 1991-1992 the University of Helsinki carried out projects in 2 hospitals. Furthermore, the JOY-conference approach has been used by another research project in clothing industry. JOY was accordingly directed to single companies (initiating conference) and groups of companies (exchanging experiences). The projects have been selected according to the interests and basic prerequisites (financial situation e.g.) of the companies involved.	

3	Scheme Organization	
Start Date: 1988 End Date: 1993	Total Cost over Lifetime: annual (2-3.000.000,00) FIM (research budget of the Ministry's unit)	
Number of permanent Staff: 7	Degree of public funding: 100% The funding is based on the subsidies of the Research Unit of the Labour Ministry's Working Environment Division.	
4	Areas of Activity	
Activities supported All the sub-projects in the companies involved have initiated conferences in the beginning for the start-up of organized change projects, while later conferences for the exchange of change experiences were organized. The company projects dealt with several issues like team work, communication etc. The main area of JOY-activity was on organizational development. Supported activities were the initiation of dialogue conferences, the exchange of experiences and in some cases consulting of management.		
5	Impact	
Number of Projects funded & Type of Projects 12 companies and organizations have been involved over the lifetime of JOY. There are no exact figures available on the number of employees involved. In principle, all employees should have been involved, but in fact, a part of them were actively involved in conferences and projects. There are no development programmes preliminary to JOY, but several research activities.		
6	Trends / Evaluation	
There are no development programmes preliminary to JOY, but several research activities. JOY has not been evaluated. The results were presented and discussed at several conferences (e.g. Kauppinen/ Lahtonen 1994). Increasing international competition has been identified as main constraint for the promotion of participatory approaches. The task would be to improve productivity by human resource strategies.		

1 Scheme	
Name of Scheme: Productivity for the Future (Finnish Productivity Programme) Sub-Project: Productivity Cooperation	
Address: Prof. Dr. Jorma Saari Fin. Institute of Occupational Health Laajaniityntie 1 SF 01620 Vantaa Phone: +358.0.47471 Fax: +358.0.890713 E-Mail: josa@occuphealth.fi	Country: Finland
	Type: Programme
	Geographic Coverage: National
2 Character of the Scheme	
Initial Goals.- Changes during Implementation The Productivity programme is part of an all-around effort to improve international competitiveness, employment, standard of living and quality of working life in Finland. A tri-partite steering committee has initiated 9 sub-projects with different tasks aiming at a support of productivity development. Since late 1993, the steering committee of the Programme and the Finnish Productivity Centre are correspondent members in EANPC.	
Specialized on Participation / Participation as one Element among others: Employee participation is an integrated part of the sub-project while most other projects of the programme are loosely tied to aspects of involvement. Key areas to be studied are: <ul style="list-style-type: none"> - models of effective co-determination and their impact on business success; - effective ways of stepping up co-determination in commercial enterprises; - pay systems conducive to productivity; - practical tests exploring the impact of cooperation and pay incentive on staff and company as a whole. 	
Basic Objectives for Participation Measures: The basic objectives for these measures to be fostered are the promotion of innovativeness, the improvement of working conditions, and the development of new wage and salary systems.	
Targeted Sectors & Target Groups: All sectors of industry and public or private services are to be addressed by the sub-project. Its focus is on the single company. The selection criteria for projects are a strong commitment to a participational and cooperative approach in productivity improvement.	

3 Scheme Organization	
Start Date: June 1994 End Date: December 1996	Total Cost over Lifetime: for the programme 2.4 mill FIM in 1994 1994 50.000,00 ECU 1995 200.000,00 ECU 1996 200.000,00 ECU
Number of permanent Staff: 5 (in programme) 50 (in Finnish Occupational Health Centre)	Degree of public funding: 20%
4 Areas of Activity	
Activities supported The main task of the cooperation project is to initiate and generate projects within companies and in administration. The second task is the dissemination of information and the exchange of experiences. General areas of activity are organizational development, human resource management, and technological development. Activities supported are joint consulting of management and works councils, and the exchange of experiences.	
5 Impact	
Number of Projects funded & Type of Projects In 1994, about 20 single company projects have been initiated. Due to the recent start, there are no other results available.	
6 Trends / Evaluation	
The project as well as the programme are still ongoing. They have not been evaluated.	

3 Activities in Related Fields or in Preparation

1 "Workplace Finland - Workplace Europe"-Programme

The "WF-WE"-programme has been initiated in 1993 and it will run until 1998. It is about to start.

The programmes' intention is to enhance productive employment and local initiative by developing productivity, quality of working life, flexibility in adaptation and competence in companies thus combining short- and long term well being of personnel and enterprises.

The programmes' objective is to support organizations in building up a programme for further development and success by:

- defining main problems and obstacles to be solved in productivity and quality of working life;
- outlining future visions for work organization based on the Finnish scenario;
- initiating various management and development programmes adapted to the national culture;
- supporting organizations in adopting new management and development activities;
- developing labour legislation and standards which are regulating working life.

The programme is action research oriented. It focuses on the four key aspects mentioned (productivity, quality, flexible adaptation, competence)

The programme is composed by 4 research modules focusing on specific questions of relevance for the changes in Finnish industry and services. These are:

1. focusing on the analysis of Finnish workplaces;
2. investigations into European and international comparison (benchmarking);
3. focusing on the evaluation of Finnish management system and development methods;
4. "Sampo" (a mystical everlasting source of wealth in Finnish poetry) is dealing with the consequences of jobless growth and is intending to create visions for future work.

Each module will have several research and development projects.

The activities will be coordinated by several teams:

- the national steering group will provide new ideas and support;
- the "action team" will operate as a network of researchers;
- and each module will have an action group composed of academics, representatives of private business, consultants, and representatives of labour market parties.

The Labour Ministry's Research Unit will act as secretariat and management group for the programme. There are no exact figures on subsidies and manpower available at present.

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2 Finnish Productivity Centre

The Finnish Productivity Centre (FPC) has been restructured in 1987 in order to serve all sectors in Finnish economy. Due to disagreement between the member organizations, the board

decided to minimize costs; therefore, no permanent personnel is employed. The tasks are distributed among the members of the board which leads to a networking structure of the Centre.

FPC has ten member organization including employers' organizations, unions, the Finnish Standard Association, and the Ministry of Finance.

Its main activities are focusing regional short seminars (1/2 day), Productivity Day seminars, publication, and international activities. FPC is giving a Productivity Cooperation Award to organizations where substantial productivity work has been cooperatively acquired.

Address:

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FRANCE



1 Background

1. The **system of industrial relations** in France is quite specific and it is dominated by three main players: unions, employers, and government.

The largest unions in France are the General Confederation of Labor (CGT) which has been closely related to Communist Party; the French Democratic Confederation of Labor (CFDT) with a socialist party-orientation; the Worker Force (FO) which is less connected to parties than the others mentioned, and the Confédération générale des Cadres (CGC) (General Confederation of Executives). Most activities on the shop floor level or most of the negotiations at least involve two of these organizations. Since the 1950s, their activities spread to many public and para-public organizations.

Despite the regulated and broad influence of the unions, there was a dramatic decrease of union representation and membership during the last 20 years. The degree of organization meanwhile fell to approx. 10% (in industry to even 6%). But about 70% of the elected representatives are members of the unions.

Most of employers (approx. 70%) are organized in the Conseil National du Patronat Français (CNPF). It is stated that the unions are easier to be accepted by employers since their influence is decreasing.

There is a quite complex representation structure on a company level:

1. The Comité d'Établissement/ Comité d'Entreprise (in companies with more than 50 employees) is formed by union representatives elected every two years and by the management. There is one meeting every month on administrative and labour issues (social and cultural matters) which is conducted by the top management. A discussion of work force reductions is possible if all parties agree upon. But there are only few bargaining issues of importance left, because the main bargaining is on industry level in France.
2. Délégués du Personnel (in companies with more than 50 employees). Their elections are organized by management every year. They are concerned with the every-day problems of the employees.
3. Délégués Syndicaux (union's representatives): Since 1969, there is a formal representation of the unions in the companies. The unions representatives are nominated by unions.
4. The Health, Hygiene and Safety Council (CHSCT) is elected and concerned with problems in these areas. As the expression groups, it was introduced by the Auroux Laws in 1982.
5. Groupes d'Expression (expression groups): In all companies with more than 200 employees, expression groups can be initiated. There are 4-5 meetings of 2 hours every year, in which management has to answer questions formulated by the groups. Each group consists of about 15 employees from a single office or assembly line. Expression groups are handling topics related to working conditions, quality of work (since 1986), and the organization of work. The legal text is documented in Chouraqui/ Tchobanian (1991, 151-157).

This representation structure on the company level has been characterized as over-complex particularly while unions have to face increasing legitimization problems and an overload of tasks to their active members (Lecher 1994).

A second aspect relevant for the participation issue is the polarization in the social structure on the firm level. The standard pattern of relation between management and blue collar workers has been described in a way that employees work on command in a strictly hierarchical structure ("pyramid type"), sometimes facing patriarchal and authoritarian management styles of the "Présidents de la Direction Générale (PDG)" or a "patron" attitude (Hoss 1993). This is even fostered by a "rough type" of personnel management (Lecher 1994).

In France, for a long time the shop floor level was predominantly seen as a sphere of principle conflict between management and workers with clear-cut conflict structures according to this image. But instead of a super-tayloristic blockade, there is a highly increasing productivity rate which in many businesses is due to a lower degree of bureaucracy (compared to Germany e.g.), a preference on verbal communication and informal disclosure, and a resulting higher degree of flexibility in structuring time and organization. (Hoss 1993)

A "two-level atmosphere" seems to be specific for bargaining processes in french companies: "unions and management always seem to fight intensely on all subjects, yet agreements are negotiated in the background at normal pace. This is a key issue for understanding industrial relations in France" (Goater/ Richer 1993, 122).

2. Facing the **political context** of innovation and participation, the Auroux-Laws from 1982 have to be mentioned. They initiated an extension to unions' competencies in negotiations on a company level and extending the competencies of the *Comités d'Entreprise*, furthermore they limited fixed term contracts, and they initiated the "groupes d'expression" (direct expression groups). The intention was to support both sides, i.e. productivity gains by increased work organization and a support of unions by a regulated negotiation and cooperation.

Accordingly, they were motivated by political and by economic reasons. By favouring "citizenship" and "democracy" in firms, expression groups are a remarkable step in the development of employees' involvement because this was the first time in France that wage earners on the production line were granted the individual right to a collective voice concerning aspects of the workplace. Born in the 1982 recession period, the Auroux Laws tried to support the development of an interactive or cooperative type of modernizing firms related to new technologies applied and a new way of thinking on human resource management. It should be noted that the regulation was opposed by one of the main union organizations (FO), while CFDT and CGT accepted it. But nevertheless, the initiative was quite successful and about 5000 company agreements initiating expression groups were signed.

The interesting point is that - contrasting the schemes analysed in this study - a legal basis has initiated a decentral implementation and decentral negotiations in the companies in order to gain a broad initiative for workplace restructuring and workplace oriented efforts. In order to document the impact of the fairly unique concept of expression groups, a long-time research cooperation between social scientists and unions has been organized under the name *PAROLES* (*PAROLES I* 1984-1989, *PAROLES II* 1990-1995). (cf. Chouraqui/ Le Tron/ Pinaud 1993)

A first evaluation of the expression groups initiated done in 1986 marked that in practice expression obviously does not mean decision, and that in several cases staff was not willing to accept the new right or draw consequences from the groups. "Hierarchy defended its position through inertia" (Linhard 1989), and tendencies to a "running out of breath" were diagnosed. Further reasons for problems of the expression groups were mentioned:

1. There was no feedback from the expression with unions' resources. The increasing weakness of unions lead to a further lack of support.
2. Unions' representatives remained sceptic towards the value of these groups (danger of by-passing representative structures).
3. A tendency to transform the expression groups to a management supported kind of quality circles was ascertained. This is seen as an intermingling of the individual rights basis of the expression groups (concerning everyone) and company managed change programmes (involving volunteers). (cf. Lecher 1994)

Regarding the general impact of the expression groups over ten years, it can presently be stated: "Sur le plan général, les lois Auroux ont stimulé ou même créé un vaste mouvement négociatoire dans les entreprises qui s'est concrétisé par un nombre chaque année croissant de signatures d'accords (plus de 6500 aujourd'hui contre moins de 2000 avant de 1982) sur des thèmes multiples. C'est ainsi que paraissent aujourd'hui se rejoindre, au niveau de la communauté proche de travail, les différents thèmes de la négociation collective et les préoccu-

pations quotidiennes des salariés qui sont l'objet de l'expression." (Bevand/ Chouraqui 1993, 22)

Concerning French industry policy in the late 1980s and early 1990s, there is a contradictory retreat of the state during the 1980s to be found. While a privatization of large businesses was performed, at the same time the government was initiating high-tech development in large projects ("high-tech Colbertism" (Hoss 1993, according to Cohen 1992)). Participation, work organization and related topics have not been primary aspects of policy subsidies or relevant aspects of industry policy.

Concerning the present situation of participation efforts, experts report of about 10.000 firms which initiated Groupes d'Expression. Additionally, some 30000 quality circles have been initiated until 1992, but this happened without spreading into other aspects of participation. Many of the only had a short term perspective. Furthermore, the quality circles sometimes had to face similar problems as the expression groups related to the inertia of tayloristic organization principles. (Pinaud 1993, 10)

So, it is not astonishing that there are only few activities in the area of participation, which obviously is no topic of predominant interest in present policy.

3. Looking for **promoters** of participation, it can be stated that there is quite a good regulatory basis for participation in France, but there are few actors left to use the space (Linhart 1989). Large parts of the unions stayed apart in their traditional abstinence to direct ways of participation. The different positions of the unions towards participation of employees in innovation processes (fear of by-passing unions' influences vs. promoting active involvement) reflect different forms of behaviour, practices, education, and general culture amongst rank-and-file union activists. (Pinaud 1993, 13)

4. Focusing on **research traditions** in France, it can be stated that research traditionally is strictly discipline oriented and only few activities in integrative approaches have been launched. This is particularly true for strictly separated research areas between engineering and social sciences.

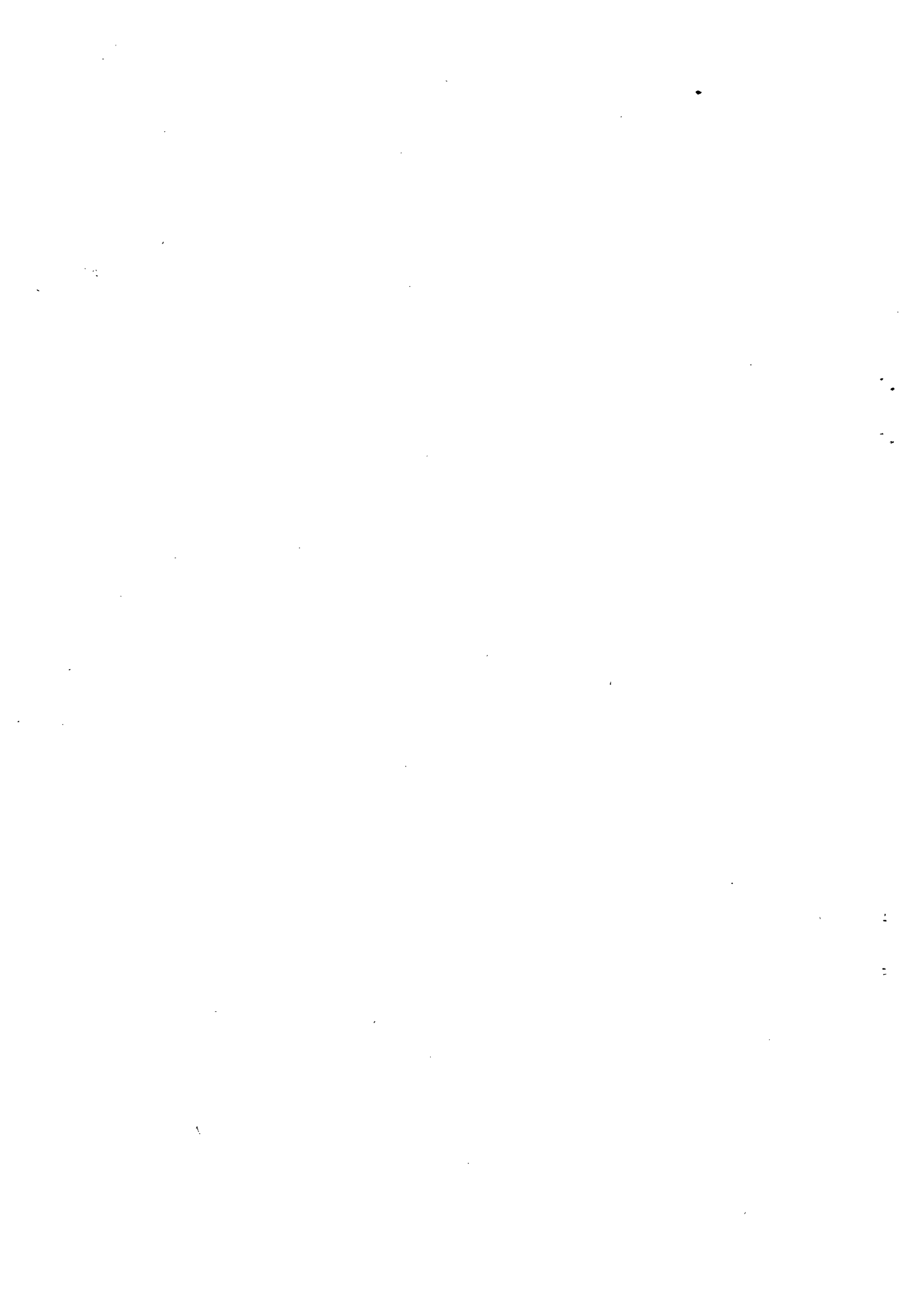
Several research programmes have been launched in the 1980s by the Research Ministry in order to work on that point (PIRTEM, HTT, continued by ETTE-program with an increased focus on labour market problems). But these activities have been terminated in 1993.

2 Scheme Activities

1 Scheme	
Name of Scheme: Agence Nationale pour l'Amélioration des Conditions de Travail (ANACT)	
Address: ANACT 7, Blvd. Romain Rolland 92128 Montrouge	Country: France
Phone: +33.1.42314040	Type: Organization Public Establishment
Fax: +33.1.47357012	Geographic Coverage: National
2 Character of the Scheme	
Initial Goals - Changes during implementation ANACT is a permanent organization founded in 1973. It was initiated to conduct research into and disseminate information on the options of improving working conditions. ANACT is now supporting innovation development on a company level by focusing on an improvement of working conditions and on the improvement of the overall efficiency of the company. ANACT is developing methods to support technological, organizational, and social change. It is assisting negotiations between employers organizations and trade unions. Meanwhile, 12 regional sub-units of ANACT have been established.	
Specialized on Participation / Participation as one element among others: Participation as an issue is an integrated part of the methodology of project development in the companies. Besides being a cross subject over different "competency departments" of ANACT, it has been set in ANACT's programme of activities as one of the topics to be specifically focused and worked out.	
Basic Objectives for Participation Measures: Participation is presently considered to be a key factor in improving working conditions. Only the involvement of employees can secure that the "real work" is taken into account in designing equipment, stations, jobs, and organization.	
Targeted Sectors & Target Groups: All sectors of industry and services, be it public or private, can be addressed as a field of ANACT's intervention. The targeted groups are single companies, groups of companies, branches, services of ministries, hospitals etc. A cooperation of management and works councils is intended. The selection criteria for activities are 1. innovation of the activity, 2. contribution to an improvement of working conditions, and 3. consultation/ participation of employees.	

3	Scheme Organization	
Start Date: 1973 End Date: permanent	Total Cost over Lifetime: annually 10.000.000,00 ECU (approx. 65-69 mill FF during the last years)	
Number of permanent Staff: 122	Degree of public funding: approx. 70%	
4	Areas of Activity	
<p>Activities supported</p> <p>ANACT's main areas of activity are</p> <ol style="list-style-type: none"> 1. analyzing and answering to the demands addressed by companies, branches, or services; 2. diffusion of information by conferences, workshops, training courses; 3. initiating work groups to conduct investigation into relevant areas (including employers, unions, researchers, and consultants) 4. publishing information products, books, and a monthly magazine. <p>General areas of activity are organizational development, human resource management, consulting, health and safety at the workplace, and designing development projects. ANACT is closely cooperating with consultants focusing on similar methodological principles in restructuring processes as are participation oriented proceeding, integrative approach in systems design etc.</p> <p>Activities supported are consulting of management, a joint consulting of management and works councils (Comités d'Entreprise), dialogue groups in single firms, the organization of the exchange of experiences, distribution of information, and the initiation of dialogue structures and conferences. Furthermore, ANACT initiates change projects concerned with organizational, technological, and social aspects, physical working conditions, health and security (prevention) programmes etc.</p> <p>One of ANACT's activities is the "diagnostic court" (short audit). It is an audit lasting between one and three days which seeks to identify the problems the of problems and develop an action plan for its implementation.</p>		
5	Impact	
<p>Number of Projects funded & Type of Projects</p> <p>In every intervention of ANACT, the workers representatives are involved. In 1993, the number of companies involved was:</p> <ol style="list-style-type: none"> 1. 404 - for "short audits" (free of charge for the companies); 2. 91 - for expertise of FACT (a fund for the improvement of working conditions initiated in 1976 and giving subsidies to the companies; managed by the ministry; annual budget 1995: 25 mill FF) and consulting public assistance; 3. 25 sharing projects (acting like a private consultant). 		
6	Trends / Evaluation	
<p>The evaluation of the activities is organized according to the methods used:</p> <ol style="list-style-type: none"> 1. The "short audits" have been evaluated by a team of consultants appointed by ANACT. They studied the process and its results in a sample of companies where "short audits" have been done. 2. The same procedure was used for the FACT measures, done by the service of the ministry in charge of this fund. 3. Recently, an evaluation of one project (building of a new factory) in which ANACT was involved has been finished. It was done by a team of ANACT and ECT (a CNRS research institute). <p>The results are about to be published.</p>		

GERMANY



1 Background

1. The German **system of industrial relations** is characterized by "cooperative conflict solution" mechanisms based on a broad societal and industrial consensus which, even in periods of recession, has not (yet) been substantially damaged. There are two main strings of workers' representation:

- The system of co-determination is based on the Works Constitution Act (1972). In Germany, works councils are granted legal rights in consultation and co-decision making on a range of matters (recruitment, dismissals, retraining). But works councils have no co-determination rights in structuring, organization, and job design. There are only rules for the disclosure of information and consultation rules. Despite the fact that there are no legal regulations to co-determine work organization directly, the works councils' influence in practice can be much higher due to co-determination rights in related fields (vocational training, remuneration) and influences on employees' opinions. So it can be stated that works councils are provided with some legal power to influence and participate in work structuring. But it has to be stated as well that in many cases, there is a lack of information and creativity to use these chances.

Works councils are statutory independent of the trade unions organization structures. In most cases, they are not involved in collective bargaining matters and works councils can not decide on industrial action. They are legally charged with the supervision of implementing industrial agreements.

- The second string is on industry or regional level where unions and employers organizations negotiate on wages and on basic principles of working conditions. German trade unions are relatively well staffed and well financed. Workers and employers' organizations in Germany are represented by comparatively centralized and encompassing organizations. In the German system of collective bargaining, negotiations are made on the industry level, either nationwide or regional. Many of the agreements are initiated and negotiated in a few "pilot" regions and then disseminated over the different regions. Agreements are legally binding on the signatories and their members. If requested by both parties, there is an option for an agreement to be declared binding by government decree.

The institutional setting is completed by a developed labour court system, by the institutions of labour administration (Bundesanstalt für Arbeit), and a developed system of vocational training in which government, unions and employers' organizations are integrated.

The main organizations of the employers are threefold (with a lot of sectoral and regional subdivisions):

- the "Unternehmerverbände" (Confederation of Entrepreneurs) are lobbying organization and representatives of industry in public debates;
the "Industrie- und Handelskammern" and "Handwerkskammern" (Chambers of Industry and Commerce, Chambers of Trade) with a compulsory membership represent interest of industry on a regional or local area and they have legally defined tasks e.g. in vocational training; the German umbrella organization for the chambers is the "Deutsche Industrie- und Handelstag (DIHT)".
- the "Arbeitgeberverbände" (employers' confederations) are primarily concerned with the representation of industry's interests in social matters and they are negotiating wage contracts. The German umbrella organization is the "Bundesvereinigung der Deutschen Arbeitgeberverbände (BDA)". About 80% of the companies are (voluntary) members of BDA sub-organizations.

The German unions are organized along the industry structure principle, what causes that one union is represented in the whole company. Unions organize workers and employee alike. 16 branch or sectoral unions are united in the "Deutscher Gewerkschaftsbund (DGB)" (German Federation of Unions). The DGB has about 11.8 mill members, the degree of organization is

approx. 35%. Largest branch unions are the IG Metall (metal workers' union, 3.6 mill members) and the Gewerkschaft Öffentliche Dienste, Transport und Verkehr (ÖTV, union for public services, transport and traffic services, 2 mill members). Wage negotiations is due to the member unions and not directed by DGB. Apart from the DGB there are specialized unions for employees (Deutsche Angestelltengewerkschaft (DAG), 600.000 members) and the Christliche Gewerkschaftsbund (Christian Federation of Unions, 300.000 members).

A new aspect in collective agreements passing the limits of wage negotiations and working times has been focused in 1988, when an agreement in metal working industry (Nordwürttemberg/ Nordbaden as "pilot" region) was signed by the confederation of metal employers and the German union of metal workers. It is primarily taking care of maintenance and extension of employees' qualifications. According to this agreement, works councils and employers jointly define the skill needs of the enterprise and the skilling interests of the workers and then try to reach a company agreement on the perspectives and measures to be taken.

Due to the German unification the initiatives of the unions focusing on participation have decreased. Since 1990, the building of union infrastructures in the five new federal states has absorbed a lot of energy and competencies.

2. Concerning the **political background** during the last years, there is a broad debate on how to guarantee a further development of industry in Germany. Apart from the specific problems of the German unification (breakdown of industrial structures in the new federal states), there is a growing awareness of the vulnerability of the German position in the worldwide economy. The German economy's success is based on a mixture of high product quality, customized design, high reliability, and efficient repair and maintenance service depending on engineering capacities and a qualified workforce. There is an increasing service sector in Germany but the strength still lies on manufacturing industries. But the decline of manufacturing tool industry, the problems of the automobile and automotive sector, and the position of the electronics industry in world market led to the question how the structural change can be managed.

Looking to the shop floor, a mix of company initiatives based on quality oriented measures, productivity improvement, and new management strategies and the reduction of production costs can be found, some of which are based on involvement. This is - at least on a discussion basis - a shift in orientation compared to the computer integrated perspectives of the 1980s initiated by the competitive challenge of Japanese and American production.

But despite the discussion on new production concepts and lean production strategies even in public (mass-media awareness), it can be stated that in Germany no legislation measures or nation-wide collective agreements have been initiated to increase participation or co-determination with respect to innovation or organizational renewal. The acceptance of technical and organizational changes on a workplace level has been quite high, and comparative studies have remarked that German industry is relatively flexible in this respect (compared to other countries).

Quite a broad and locally differentiated infrastructure in technological and organizational consulting and transfer has been built up during the last years (cf. below) to further support these changes. But presently, the success of these efforts seems to be limited.

3. Concerning the social partners' **positions to participation**, there are no changes in legal regulations on representative participation or the Works Constitution Act (WCA) related to a further increase of participation visible. Several initiatives have been launched during the 1980s by the DGB and by the Socialdemocratic Party but these efforts could not change the structural regulations related to participation in detail. The most relevant changes for this subject have been regulated in agreements on company level and in wage contracts.

Concerning the industry unions, there is a broad based opinion on direct forms of workers' participation that these measures might be used to by-pass the guaranteed co-determination rights of the works councils. The combination of a rough and cost oriented company policies along with the introduction of quality and productivity measures involving employees is obviously leading to a complex situation for the works councils in the companies. Chances for an

upgrading of working conditions have to be negotiated but the potential of humanization effects seems to be overestimated. It is an ongoing debate in the unions on how to handle this specific situation. Without an intervention of the works councils, a worsening of working conditions is likely while a success is not guaranteed by works council activities. So, unions increasingly initiate and organize training and support for works counsellors and activists.

The introduction of participation oriented measures is accepted by the employers' organizations as a legitimate and potentially fruitful strategy connected with human resource management efforts and a long-time strategy while further co-determination rights are strictly refused. It seems as if there is a growing consensus on a necessary change in wage structures among unions and employers organizations related to the changing organizational needs.

Both social partners have fostered participation and human resource oriented approaches during the recent years in their programmatic papers, e.g. the Metal Workers Union since 1984 or the Confederation of Metal Industry Employers (Gesamtmetall) recently.

4. In Germany, there is a remarkable **research tradition** in participation and innovation areas which is closely related to the "Humanisierung des Arbeitslebens" programme launched in 1974 and the succeeding "Arbeit und Technik"-programme. It was the largest research and development programme covering problems of an integrated and participation oriented innovation approach in Germany. In the beginning, the programme has been focusing on health and security of working life, on technology development, on work structuring, and on transfer activities.

Despite this initiative initiated in the 1970s, there is no clear cut or coherent socio-technical systems design tradition in Germany. But there is a broad basis of research oriented projects and experiences in efforts covering the area of innovation and participation.

2 Scheme Activities

1 Scheme	
Name of Scheme: Federal Work and Technology (Arbeit und Technik)-Programme	
Address: Projektträger Arbeit und Technik DLR Südstrasse 125 53175 Bonn	Country: Germany
Phone: +49.228.3821-0	Type: Programme
Fax: +49.228.3821229	Geographic Coverage: National
2 Character of the Scheme	
Initial Goals - Changes during implementation The AuT-programme is a research and development oriented programme cooperatively managed by the federal ministries of research and technology (BMFT), of labour and social affairs (BMA), and of education and science (BMBW). It succeeded to the "Humanisierung des Arbeitslebens"-programme reflecting the conceptual change in its new name. On the other hand, at this change several transfer activities have been reduced or finished. The transfer activities of AuT are primarily based on market driven distribution, on definition of standards, and on institutions active in transfer as is the Federal Institute for Occupational Health and Safety e.g. The operative programme management is done by the "Projektträger Arbeit und Technik" located at the DLR, a federal research institution.	
Specialized on Participation / Participation as one Element among others: The federal AuT-programme's main intention is to promote an integrated innovation approach covering technology, human qualification, work organization, and health aspects in a coordinated manner. The aim is to increase working conditions and to involve employees in that process.	
Basic Objectives for Participation Measures: Participation is regarded as a precondition to increased working conditions and economic success of firms. Innovation implies participation.	
Targeted Sectors & Target Groups: The programme is targeting all sectors of industry; in private service sector it is primarily focusing on health and geriatric care. In public services, it is targeting municipal administration. The main target groups are single companies or groups of companies including the works councils. The main selection criteria for projects are: <ul style="list-style-type: none"> - relevance to the mid-term focuses of the programme; - applicability to practice; - need for a supported implementation ("Umsetzungsrelevanz"); The present mid-term focus of research and development activities ("Mittelfristige Handlungsfelder") is on modern work concepts and production concepts in (1.) industry and (2.) services and in (3.) fostering preventive security of health in working life.	

3 Scheme Organization	
Start Date: 1989	Total Cost over Lifetime: 1991 95.500.000,00 DM 1992 88.700.000,00 DM 1993 69.800.000,00 DM 1994 73.100.000,00 DM
End Date: -	
Number of permanent Staff: 25	Degree of public funding: 100% (contributions of the companies in projects)
4 Areas of Activity	
Activities supported General areas of activity are organizational development, human resource management, technological development, and industrial safety and health (new approaches of prevention). The measures supported are technology development projects, coordinated development projects on a firm level ("betriebliche Modellprojekte im Verbund"), and research projects. The programme is focusing a broad perspective of activities which have recently been reformulated. It is stated that there is no clear cut perspective of future workplace and organization patterns. Therefore, it is necessary to conduct investigation into the following areas: <ol style="list-style-type: none"> 1. the development of modules for new forms of work, production and service concerning "tomorrow's workplaces" (aspects investigated are: flexible distribution of work tasks between man and machine; use and development of work experience; concepts and tools for a holistic type of software development). Another main focus is on new forms of work organization for the innovation of enterprises (aspects investigated are: effective forms of production work in producing components and fitting; chances and risks of group work in firms' organization; new forms of work organization and qualification as innovative strategy of companies etc.). Furthermore AuT's intention is to develop and disseminate concepts, support, and procedures for planning of innovation processes. 2. A second area is preventive security of health in working life covering new institutional forms for the health system on the one hand and working conditions and health on the other. 3. Sectoral or branch projects are a third area of activities. Presently, there are branch projects initiated in construction business, printing, short distance public transport service, and health care services. The intention of the branch projects is to develop solutions for problems relevant for the whole branch. By integrating the branch associations, employers organizations and unions, further vocational training institutions etc. It is intended to broaden the scope of dissemination and to guarantee a close link to practices on shop floor level. These projects have a medium term perspective (more than 5 years) and consist of several sub-projects. 4. A last emphasis is set on supporting research in these areas in the new federal states. 	
5 Impact	
Number of Projects funded & Type of Projects Numbers on participatory projects are not available as are numbers of companies or works councils involved because participation is one element in most of the projects funded.	
6 Trends / Evaluation	
Several of the finished programme areas ("bureau and administration", "freight transport on the road", "production") have been evaluated by external institutes, but the evaluation has not been published. The main problems faced by the projects are the transfer of results to every-day practice which is restricted by lacking time, lacking qualification on different levels, or lacking agreement on the bind-	

1 Scheme	
<p>Name of Scheme: Work and Technology (Arbeit und Technik)-Programme of the Federal State of Bremen</p>	
<p>Address: PT Arbeit und Technik Bremen ITB - University of Bremen Grazerstrasse 2 28359 Bremen</p> <p>Phone: +49.421.2184641</p> <p>Fax: +49.421.2184637</p>	<p>Country: Germany</p>
	<p>Type: Programme</p>
	<p>Geographic Coverage: Regional</p>
2 Character of the Scheme	
<p>Initial Goals - Changes during Implementation</p> <p>The primary objectives of the Independent Bremen "Arbeit und Technik"-programme are</p> <ol style="list-style-type: none"> 1. fostering work-oriented innovation processes 2. building-up regional networks of social and economic actors including scientific and educational facilities 3. contributing to the integration of social and economic state policies. <p>The responsible public agency for the funding is the State of Bremen in combination with European funds (ESF, EFRE).</p>	
<p>Specialized on Participation / Participation as one Element among others:</p> <p>Participation is an integrated issue of the Bremen AuT-programme and it is implemented on different levels of the programme, e.g. on projects' level, in the advisory board, and in programme management.</p>	
<p>Basic Objectives for Participation Measures:</p> <p>The basic objective for participatory measures is seen in the close combination of educational and organizational efforts combined with the diffusion of technologies, e.g.</p> <ol style="list-style-type: none"> 1. for the implementation of building control systems in the sanitation, plumbing, and electrical trades; 2. for the transfer and dissemination of adhesion technologies in small and medium sized companies; 3. for the improvement of communication and cooperation structures between end product manufacturers and supply companies. 	
<p>Targeted Sectors & Target Groups:</p> <p>The programme is primarily targeted to craft trades and small and medium sized companies, as well as to production oriented services. Target groups are single companies (including works councils), groups of companies (including works councils), and a cooperation of works council and management is intended.</p> <p>The main selection criteria for projects are</p> <ol style="list-style-type: none"> 1. to develop solutions for existing problems of health and skill, organizational and technical development in the areas targeted; 2. to initiate combined projects of different partners in the perspective of sustainable innovative regional networks, industrial clusters and structures; 3. fostering cooperation of companies and institutions as well as participation of employees, works councils and work-related organizations. <p>The scheme intends to generate, integrate and institutionalize projects in the perspective of building up new innovative structures as mentioned.</p>	

3 Scheme Organization	
Start Date: 1990 End Date: -	Total Cost over Lifetime: 1991 625.000,00 ECU 1992 1.000.000,00 ECU 1993 1.375.000,00 ECU
Number of permanent Staff: 5	Degree of public funding: 75% (Including EU co-funding)
4 Areas of Activity	
<p>Activities supported</p> <p>General areas of activity are organization development, vocational training, human resource management, technological development, the cooperation of companies and organizations initiating and implementing new activities in agencies, laboratories etc. Supported activities are projects with groups of workers, the organization of the exchange of experiences, training programmes, technology development projects, the initiation of dialogue structures and conferences, and combined work and technology projects and activities.</p>	
5 Impact	
<p>Number of Projects funded & Type of Projects</p> <p>Up to present, 9 complex projects have been funded (since 1991, 3 projects started annually). During this time, 32 companies have been involved, and 12 works councils took part in the programme.</p>	
6 Trends / Evaluation	
<p>As a measurement for results, it is stated that the acceptance and demand of craft and industrial companies, chambers of craft trades and commerce, labour market parties, work-oriented institutions, public agencies and bodies is decisively developing.</p> <p>The Bremen AuT-programme is based on the experiences of other National and European programmes in the area of work humanization or work and technology. An evaluation concept is in progress. The evaluation will be done as a formative or interactive evaluation by the project management.</p> <p>Presently, there is a trend towards combined funding with EU-programmes (ADAPT e.g.).</p> <p>Main constraints for a participation oriented approach are found in the structural conservatism relating to organization practices which prevent cooperation and synergy effects.</p>	

1 Scheme	
<p>Name of Scheme: Programme Mensch und Technik - Sozialverträgliche Technikgestaltung (Socially Acceptable Shaping of Technology of the Federal State of North Rhine-Westphalia)</p>	
<p>Address: Projektträger SoTech / IAT Munscheidstrasse 14 45886 Gelsenkirchen</p>	<p>Country: Germany</p>
<p>Phone: +49.209.1707-255</p>	<p>Type: Programme</p>
<p>Fax: +49.209.1707-110</p>	<p>Geographic Coverage: Regional</p>
<p>E-Mail: boeckler@iatge.de</p>	
2 Character of the Scheme	
<p>Initial Goals - Changes during implementation</p> <p>The federal State of North Rhine-Westphalia has launched the SoTech-programme in 1985 as part of a broader initiative fostering innovation and technological change. The programme will be finished in 1996, and presently, there are no more new projects to be started.</p> <p>The initial goals of the programme have been the promotion of humanization of working life, initiation of a shaping of technologies according to social objectives, and fostering dialogue in all areas concerned by technological change (including everyday life).</p> <p>During the programme, the orientation has shifted to a more innovation-oriented perspective and it has been concentrated to working life problems. The SoTech-programme is aiming to reach a combination of high-skilled work and modern technologies operating in modern patterns of work organization. Accordingly, the type of projects funded has shifted from research to development oriented projects.</p>	
<p>Specialized on Participation / Participation as one Element among others:</p> <p>Participation has been set as one of the main objectives of the programme. But, since the starting of the programme, this is to be integrated in a broader perspective of supporting the innovation capability of firms and their environment.</p>	
<p>Basic Objectives for Participation Measures:</p> <p>As described, the involvement of workers and works councils is an elementary condition for project funding in projects related to shop-floor activities.</p>	
<p>Targeted Sectors & Target Groups:</p> <p>According to the broad understanding of participation, SoTech's target groups are companies, groups of companies, unions, consultants, associations (e.g. of engineers), and vocational training centres.</p> <p>The targeted sectors of the SoTech-programme are "horizontal", i.e. it is not restricted to a specific industrial sector. It was targeting the implementation of microelectronics and new information and communication technologies in the beginning.</p> <p>Criteria for the selection of projects are:</p> <ul style="list-style-type: none"> - involvement of all those concerned; - consensus of management and works council; - support (not substitution) of company activities; - transferability and disclosure of results; - integration of women; - no further segmentation of internal labour markets. 	

3 Scheme Organization	
Start Date: 1985 End Date: 1996	Total Cost over Lifetime: 37.500.000,00 ECU 1991 1.500.000,00 ECU 1992 2.600.000,00 ECU 1993 2.400.000,00 ECU
Number of permanent Staff: 4 + 4 in the NRW Ministry of Labour Health and Social Affairs (partly concerned)	Degree of public funding: 70% of the projects if private companies are involved
4 Areas of Activity	
Activities supported <p>The main areas of SoTech's activity are organization development, vocational training, consulting, participatory shaping of technologies, and a development of the North Rhine-Westphalian infrastructure in consulting and vocational training.</p> <p>The activities supported by the programme are joint consulting of management and works councils, dialogue groups in single firms, exchange of experiences, distribution of information, initializing dialogue structures, and training programmes.</p> <p>The programme is presently funding development projects (on firm level or with networks of project partners), for dissemination oriented projects with engineering associations e.g. ("Multiplikatoren-Projekte"), for technology assessment projects, conferences, workshops, seminars, and for vocational training measures. The exchange of experiences is supported by "Technologlegespräche" (public presentations and discussions of an expert panel) on selected topics. The dissemination of the results is supported by the RKW in North Rhine-Westphalia. (cf. below)</p>	
5 Impact	
Number of Projects funded & Type of Projects <p>The projects initiated are partly funded by the companies involved (approx. 30%) while subsidies are given for the scientific or consulting support. The programme has been funding 9 projects in 1991, 10 in 1992, and 7 in 1993. About 20-25 companies have been involved in the programme annually. By all activities, the programme reached approx. 10000 employees and about 100 works councils.</p>	
6 Trends / Evaluation	
<p>The programme has not been evaluated but a preliminary compilation of the results and research findings has been published. Success of the programme is further indicated by an increasing demand for SoTech-support by the companies during the last years. Several initiatives of the programme have been continued after the end of the subsidizing. The curricula developed in SoTech-projects have been transferred to regular use in the companies' training programmes.</p> <p>As main obstacles for a participational approach, the programme identified ongoing productivity problems, traditional organization structures and management practices, and decreasing working conditions.</p>	

1 Scheme	
Name of Scheme: Rationalisierungskuratorium der Wirtschaft (RKW) (Rationalization Committee of Industry)	
Address: RKW Postfach 5867 65733 Eschborn	Country: Germany
Phone: +49.6169.495-0	Type: Organization
Fax: +49.6169.495303	Geographic Coverage: National
2 Character of the Scheme	
Initial Goals - Changes during Implementation The RKW is a permanent organization working on a national scope and with regional sub-organizations in all the 16 federal states of Germany. It has a tri-partite advisory committee in which the ministries of economy and of labour are represented. The regional offices differ considerably in funding (public subsidies from the federal states in some cases). Its task is to provide information on rationalization processes and on the structural change in Germany. It acts as the German national productivity centre. It is mainly directed towards management and employees in small and medium sized companies in production and services.	
Specialized on Participation / Participation as one Element among others: Participation has become one element of RKW's broader perspective to increase productivity and to improve working conditions during the last years. Participation is seen as a permanent area of activity. There are no specific resources provided for participational efforts.	
Basic Objectives for Participation Measures: The reason for a support of participatory efforts is seen in the fact that human resources are a key factor in economic success of German industry. Participation measures are intended to improve decision making, employees' performance, industrial relations, and working conditions. Supporting the accelerated diffusion of new technologies is only a special case in which participation is helpful.	
Targeted Sectors & Target Groups: RKW is primarily addressed to small and medium sized enterprises. It is focusing all sectors of industry and of private services, esp. those services directly concerned with the improvement of productivity. Target groups are single companies, unions, and individual workers or groups of workers. The cooperation of management and works councils is intended. The main selection criteria for RKW-activities are the potential gain in long-term economic advantage (increased productivity) and the improvement of working conditions.	

3	Scheme Organization	
Start Date: 1952 End Date: permanent	Total Cost over Lifetime: (no exact figures available)	
Number of permanent Staff: approx. 360	financial support by the German Federal Ministry of Economic Affairs	
4	Areas of Activity	
<p>Activities supported</p> <p>RKW is active in information services (publications), consulting, organization of conferences, seminars and the development of technical, economic, and human resource concepts. General areas of activity are organizational development, human resource management, and consulting.</p> <p>Accordingly, RKW is supporting consulting activities for management or a joint consulting of management and works councils (done by RKW's own consultants or supported by subsidies), the organization of the exchange of experiences, the distribution of information, training programs, and the initiation of dialogue structures or conferences.</p>		
5	Impact	
<p>Number of Projects funded & Type of Projects</p> <p>There are no specific RKW participation projects. Therefore, no figures are available.</p>		
6	Trends / Evaluation	
<p>RKW is continuously evaluated by advisory bodies in which government, unions, and employers organizations are represented.</p> <p>The main constraint of a broadened involvement orientation is presently seen in the domination of traditional managerial approaches.</p>		

1 Scheme	
<p>Name of Scheme: Technologieberatungsstelle beim DGB Landesbezirk NRW (TBS) (Technology advisory centers related to the Confederation of German Unions in North Rhine-Westphalia)</p>	
<p>Address: Technologieberatungsstelle beim DGB Landesbezirk NRW Hauptstelle Lothringer Strasse 62 46045 Oberhausen</p>	<p>Country: Germany</p>
<p>Phone: +49.208.25046</p>	<p>Type: Organization</p>
<p>Fax: +49.208.20630</p>	<p>Geographic Coverage: Regional</p>
2 Character of the Scheme	
<p>Initial Goals - Changes during Implementation</p> <p>Another specific scheme in North Rhine-Westphalia is the TBS. It is a permanent organization, publicly funded by the North Rhine-Westphalian Ministry of Labour, Health and Social Affairs. The initial goal set at the beginning (1981) of the TBS activities was supporting the structural change in North Rhine-Westphalia by supplying works councils with information, consultation, and training in the fields of new technologies, new forms of work organization, concepts in qualification, and information on hazardous and dangerous substances. These are the basic tasks still.</p> <p>The TBS has built up 6 regional bureaus at Bleibfeld, Münster, Mönchengladbach, Köln, Hagen, and Oberhausen (central office) in order to provide services all over North Rhine-Westphalia and to be in close contact to works councils.</p>	
<p>Specialized on Participation / Participation as one Element among others:</p> <p>TBS is specialized in the support and consulting of works councils related to computer aided technologies, to the reorganization of work and production (lean production, workgroups, quality management etc.), to the protection against hazardous substances and health aspects in working life, and to support works councils' activities (support in moderation, visualising techniques e.g.).</p>	
<p>Basic Objectives for Participation Measures:</p> <p>The opportunity to directly support works councils is based on German co-determination laws which enable works councils to receive an independent consultation in several areas in which co-determination rights were granted. The consultation is to be paid by the employer.</p>	
<p>Targeted Sectors & Target Groups:</p> <p>There are no specific industry sectors targeted; in private services, financial services are focused as are municipal bodies in public services. The TBS will carry out consulting projects when there is a visible perspective for the development of working conditions, a broadening of participation, and a fostering of innovation in the enterprises involved.</p> <p>The main target groups are single works councils, groups of works councils, and unions. But cooperative activities of unions and works councils are supported, too. The TBS activities are initiated on demand of works councils.</p>	

3	Scheme Organization	
	Start Date: 1981 End Date: permanent	Total Cost over Lifetime: 20.000.000,00 ECU annual 2.400.000,00 ECU
	Number of permanent Staff: 50	Degree of public funding: 80%
4	Areas of Activity	
	<p>Activities supported</p> <p>According to the objectives, the TBS' main focus in consulting and in company level projects is on improving of working conditions. The scope of activities has been broadened during the last years towards aspects of environmental policies within companies and towards an innovation oriented consulting.</p> <p>The main areas of TBS activity are consulting and the organization of workshops and training courses. Furthermore, TBS is organizing conferences for trade unions, works councils and policy makers. The focus of the TBS' activities is on organizational development, human resource management, consulting, and technological development.</p>	
5	Impact	
	<p>Number of Projects funded & Type of Projects</p> <p>The number of companies/ works councils involved in consulting projects is slightly increasing from 210 in 1991 to 230 in 1993. There is a similar trend in the number of participants at training measures which increased from 2000 in 1991 to 2500 in 1993. Over all, approx. 200.000 employees have been involved.</p>	
6	Trends / Evaluation	
	<p>The North Rhine-Westphalian TBS-case is the most developed union oriented consulting agency in Germany. It should be noted that there are several other "Technologieberatungsstellen" in the other federal states with a similar field of activities but with a different form of funding, e.g at Berlin, Bremen/ Lower Saxony, Hamburg, and in the States of Hesse, Rhineland-Palatinate, Saarland, and Schleswig-Holstein. Furthermore, North Rhine-Westphalia is the only federal state with this kind of built-up infrastructure covering the whole federal state.</p>	

3 Further Activities

1 Programme "Arbeit und Technik in Sachsen" (Work and Technology Programme of the Federal Freestate of Saxony)

Similar to the programmes in North Rhine-Westphalia and Bremen, the federal state of Saxony is about to launch a work and technology programme. According to the specific problems of restructuring and rebuilding an industrial structure in the new federal states, the programme will focus on an integrated renewal process fostering work-oriented innovation, organizational development, and adequate technologies.

The aim is to support a "socially acceptable" innovation process, an increase of working conditions and a reduction of health and safety risks, and a work oriented (re-)organization of production integrating ergonomic, ecological and social criteria. (Projektträger Arbeit und Technik Sachsen 1994, Gerlach 1994)

The target groups will be small and medium sized enterprises and crafts trade. The integration of works councils into the project design or a definition of the social objectives ("soziales Pflichtenheft") is a necessary condition for funding. It is intended to give subsidies to integrated and cooperatively organized projects which are to be the nuclei for a further development of "innovative networks". Research organizations, consulting, and companies should take part in an exchange of experiences.

It is intended to provide an integration of analysis and investigation, evaluation and development of alternative solutions, implementation and transfer.

The main areas of activities will be the implementation of an extended concept of health and safety in working life, an increased organization of production and work structuring, and activities in planning, time measuring, and time scheduling related to wage concepts. (Lichte/Matic 1994)

There will be a programme board, in which unions and employers, technology centres, scientists, Saxony's government and two federal programmes will be represented. A project management agency has recently been founded. The programme is bound to run for 8 years with an evaluation after three years. Presently, there are no ongoing projects, still, due to budgetary obstacles. The planned budget for 1995 is approx. 2 mill DM. The responsible institution for the programme is the Saxonian Ministry of Industry and Labour.

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2 "Arbeit, Technik und Organisation in Niedersachsen (ATON)" ("Work, Technology and Organization in Lower Saxony"-Programme)

Since late 1993, a specific programme of the federal state of Lower Saxony is about to be developed in close cooperation of government and social partners. The Ministry of Social Affairs presented a first concept for this programme in December 1993. (Schweres/ Balzer 1994) The focus shall be on a support of the structural change. The programme is adapted to the specific needs of the federal state. Therefore, implementation of new organization models is supported while there is less focus on basic research aspects. The programme is primarily directed to support the innovativeness of small and medium sized enterprises and crafts trade which are the primary target groups.

Specific aspects taken into account are changing management strategies, participation, new forms of work organization, product development, technology transfer and use, health and safety aspects, process innovation, qualification, system optimizing, and enhanced controlling concepts.

Two characteristics can be highlighted:

- Besides projects in single companies, the programme will support a network oriented type of projects. Collaborative projects of companies and research institutions will be supported in order to produce and transfer models for specific problems. Management and works councils will take part in as do unions and employers' organizations and other institutions. There will be projects in the "supply chain" (or among companies related by simultaneous engineering efforts e.g.) as well as on a branch or sectoral level.
- The programme will concentrate on different aspects of organizational renewal. As main areas of activity, it will cover aspects of health and safety in working life, human oriented design of technology as well as the organization of production and work and additionally, vocational training.

The programme concept has been accepted by the government and it is intended to start the programme in 1995. But presently, there are budgetary restrictions. A first demonstration project is about to start presently. The responsible administration unit is the Ministry for Social Affairs. It is planned to install a programme administration unit and to initiate a specific council (with scientists and labour market parties as members).

Address:

Programm ATON

Niedersächsisches Sozialministerium

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3 "Arbeit und Technik"- Programm Berlin/ Brandenburg (Initiative for a joint "Work and Technology"-programme in the federal states of Berlin and Brandenburg)

With a different emphasis and political background, the federal states of Brandenburg and Berlin are about to develop a joint "Work and Technology"-programme. The preparation is organized by the "Forschungs-, Innovations- und Technologiekommission" (Joint commission for research, innovation and technology of both federal states) in which the secretaries of the ministries concerned (Ministerien/ Senatsverwaltungen für Wirtschaft/ Arbeit und Frauen) and the heads of the labour market parties of both states are represented in. A sub-commission on "Work and Technology" is in charge of the initiative. Presently, the sub-commission's task is twofold:

- initiation of pilot projects. At present (February 15, 1995), a first project is launched and 4-5 others are about to be accepted or decided on.
- developing of a programme concept and selection criteria for projects. The draft concept for the programme is about to be developed. It will be presented and discussed in summer 1995. The present label for the projects is "Verbundprojekte im Bereich Arbeit, Umwelt und Technik" (collaborative projects in the areas of work, environmental aspects and technology). (Senatsverwaltung für Arbeit und Frauen 1994, 33-36)

Projects aim at an integrated innovation of technical aspects and work organization. Accordingly, vocational training and participation are of main interest. The present initiative is prima-

rily targeted towards SMEs and cooperative projects will be subsidized with priority. The projects have to be supported both by management and works councils and a scientific support for the projects has to be organized.

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4. Federal Quality Assurance Programme / Computer Integrated Manufacturing Programme

These programmes are integrated elements of the production technology oriented support programmes of the Federal Ministry of Education, Science, Research, and Technology. They are supporting basic research projects on the one hand and they are initiating collaborative projects with several industrial and research partners on the other. A third task is the strengthening and support of transfer. Elements of technology assessment will also be included.

One of the main areas of activity of the Quality Assurance Programme is the interaction of quality assurance and organization and work design. In order to support a strengthening of this aspects, involvement of employees is a necessary condition for success. The programme will be terminated in 1996.

The CIM-programme is focusing on the support of holistic approaches of planning and implementation of CIM-concepts which have to be outlined for the individual enterprise. Holistic approach means an integration of technological and organizational aspects. The programme is primarily directed to companies in selected branches in the New Federal States. Its duration is limited: January 1, 1992, to December 31, 1995. The total budget for these 4 years is approx. 100 mill DM.

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5. Institut Arbeit und Technik Nordrhein-Westfalen (Institute Work and Technology)

The Institute Work and Technology (IAT) was founded in 1988 as a part of the Science Centre North Rhine-Westphalia. Its focus is the future development of work and industry in modern industrial societies. This includes e.g. research on the implementation of new technologies and new forms of work organization as well as the interrelation between structural change and the labour market. One major task is to assess the consequences of European integration for the North Rhine-Westphalian economy. The IAT's objective is not only to integrate technical, economic and social aspects in research, but also to look for practical solutions based on scien-

tific research. One common guideline of the research work and consulting activities is the intelligent link between qualified work and modern technology as a prerequisite of cultural and economic development and stability. Most modern technology can be bought on world's markets - what can not be bought are skills and capabilities of people.

The IAT is organized in four departments:

1. Production Systems: Research, development and testing aims at work-oriented "shaping" of ICT-based production systems. The main emphasis is set to

- develop integrated concepts for work-oriented and customer-oriented production (anthropocentric production systems),
- develop and enhance means for participative human resource management, and
- development of prototypes of ICT-systems for specific uses.

2. Labour Market: The main emphasis of this department is to conduct research into the interdependence of structural change and labour market development. Fields of research are

- the analysis of adaptation problems in the labour market and the development of preventive policies,
- the investigation into changes in qualification and job structures and the development of an adapted organisation of further vocational training,
- the "shaping" of time structures within the firm and their compatibility with individual autonomy with respect to the implications on the conditions of employment and collective agreements.

3. Industrial Development: The department scrutinizes the connection between market trends, industrial products and production strategies and the future trends of market competition. The research is focusing

- entrepreneurial and policy strategies in international comparison in order to look for strategic alternatives, and
- innovation and production strategies in selected industries in North Rhine-Westphalia with respect to international changes.

4. Service Systems: This department is concerned with the development of private and public services in order to develop perspectives for effective "service systems". Research will be conducted into

- customer orientation as a criterion for effectiveness and quality of services,
- organisation and human resource management structures stressing the importance of participation, and
- practical options for new services by cooperation of different suppliers.

IAT is basically funded by the North Rhine-Westphalian government. It has a staff of approx. 40 scientists.

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GREECE



1 Background

1. After the end of the dictatorship in 1974, a national **system of industrial relations** was re-established along with the restoration of democracy. Since the Constitution of 1975, there is a legal right to union activity (Art.23 §1), to strikes (Art. 23 §2), and to wage negotiations (Art.22 §2). This system of industrial relations is based on collective bargaining, consisting of four different types of agreement:

1. the General National Collective Agreement;
2. the National Collective Agreement for Similar Professions;
3. the Local collective Agreements for Similar Professions; and
4. the Special Collective Agreements for Similar Professions.

"The organizational structure of the Greek trade union movement follows a similar (although not identical) logic as the pattern of the institution of collective bargaining" (Papadimitriou 1991, 21) described above. Most of the unionized workers are working in the large-size firms, in mining enterprises, in banks and in public administration, while in private SMEs the relative weight of unions is very low. The largest Greek umbrella organization of the unions is the Greek Union Federation (GSEE) which unites a large number of sub-unions (84 branch unions, 88 regional centres, 3000 smaller company unions in 1990). (Kounzis 1993).

The largest employers' organization is the Confederation of Greek Industry (SEV) which is representing most of the largest 400 Greek companies. It covers more than 40 branch organizations and several regional units. But there still are branch organizations of employers which are not members of SEV. Other large umbrella organizations are the GSEBE (Geriti Synomospondia Ergatou Ellados) for the crafts and the Greek Confederation of Trade Organizations.

In fact (Jecchinis 1993, 23), the labour relations are characterized by a lack of negotiation culture in which "Greek employers are generally hostile to unionism and cultivate a paternalistic position towards their workers. Their political and social beliefs, their values, and their attitudes to business are mostly conservative". There is a comparable traditional distrust of union members towards employers, or in general, of workers towards authority. This can be explained by traditional political reasons, but these attitudes have conserved the strict ideological differences. In this sense, Jecchinis and other researchers agree when it is said that "the contribution of Greek trade unions to the socio-economic development of modern Greece has been limited, because they have been both the creation and the victims of political paternalism, conflicting ideologies, and government intervention." (Jecchinis 1993, 29).

In general, the main characteristics of the Greek system of industrial relations are described as follows:

1. There is a close interrelation between unions and political parties which is leading to a lack of union autonomy. (cf. Kounzis 1994)
2. The Government is trying to ensure union support in order to implement own economic policies.
3. The union structure (dependent on the structure of collective bargaining) creates functional problems;
4. The employers are not interested in consensus procedures, and consequently, they are not interested in dialogue and have little know-how in dealing with conflicts;
5. There is a strong presence of "clientele relations" and "corporatist thinking", especially in the public sector trade union movement. (Papadimitriou 1991, 22)

2. Looking at the **political context** of participation, the legal instruments to support participation related efforts are the Greek Act No. 1365/ 1983 on the "Socialization of the Public Enterprises and Utilities", the Act No. 1568/ 1985 on the "Establishment of Health and Safety Committees", and the Act No. 1876/ 1990 on the development of an independent agency for the "Organization of Mediation and Arbitration (OMED)". Wage negotiations on a national level e.g. have been regulated by laws granting a right to intervene to the Ministry of Labour and, additionally, there was a compulsory arbitration until 1990. The reformulation of these

laws (by OMED) has widely abolished state intervention into the negotiation processes, but it still is possible. (Kounzls 1994)

As in many other European countries, in the 80's workers participation schemes have been developed and promoted. In Greece, it was during this decade when the implementation of some international labour conventions began regarding the institutionalizing of health and safety committees, and workers' councils. Legislation was also introduced concerning the participation of worker representatives in the administrative boards of public enterprises (Jecchini 1993, 2).

It seems as if in those firms in which some activities towards workers participation in the have already been in the decision process, the new legislation has been applied with less difficulties, and where there were less labour conflicts (e.g. ETMA Group, TEOCAR S.A./Nissan - which have adopted quality circle initiatives since 1983 -, SIEMENS, or Hellas Can, among others).

On the other hand, it can be stated that issues of participation and quality of working life came into public discussion by government initiatives during the 1980s (Nicoalou-Smokoviti 1989, 393) like the initiating of works councils and health & safety committees by socialist government. Since 1989, "the trend towards participation considerably subsided." (loc.cit.). At the same time social actors were more or less inactive in these areas, and the dominating topics of collective bargaining were wages and institutional questions (Papadimitriou 1993, 240)

The economic problems of Greece are indicated by two aspects:

- The structure of industry: 90% of Greek companies have 10-15 employees or less what is related to concentration and capital shortage. On the other hand, only approx. 50% of the economically active citizens are employees.
- The structure of production which has been characterized by a lack of skilled personnel, a lack of technological investment and intersectoral specialization, low productivity and the dominance of traditional production areas. (Papadimitriou 1993, 236-239)

As referred by Giannitsis (1994, 478), "actually, the most important problem concerning industry in Greece is reflected in its limited capability to initiate a 'new development cycle'. Small firm size, low degree of processing, absence of strong domestic linkages, and weak and fragmentary technological capabilities are indicating the existence of a weak and vulnerable productive structure at both the macro- and the micro-level".

In a recent survey in which more than 70% of the companies had less than 300 workers, it was found out that nearly 2/3 of the companies offered production bonuses to their workers. Approx. 35% of the companies said that labour-management cooperation contributed to increased productivity. At the same time, "improved work organization and improvements to the work environment are more highly rated as contributor to improved productivity by the union representatives than by management" (Jecchini 1993, 12).

Jecchini's reference cases - ETMA, Teocar, Siemens and Hellas Can - are companies that have already developed some forms of participation of employees, mostly related to quality control and management. Those companies were those that have easily applied and developed the formal opportunities given by the works' council legislation mentioned above.

At the ETMA Group this council was formed together with the health and safety committee. It could profit from past experiences of joint consultation committees that dealt with collective bargaining, welfare, health, working conditions, training and even technological change. Teocar, an automobile company that produces closely related to Nissan, has adopted some of the basic principles of Japanese management, and it is the pioneering firm dealing with the organization of Quality Circles supported by unions. Siemens, as Teocar, has developed some German principles of management and has applied a total quality system in cooperation with the unions. At Hellas Can, the existing informal joint consultations have been developed towards the organization of health and safety committees that are negotiating aspects of work organization and production improvements.

In all of these cases, the State only played the role of legislator that opened the opportunity to the social partners (and especially to the employees) to organize consultative bodies.

Some of the policies have been dependent to changes in the Governments more than expected (especially those connected to the "Socialization of public enterprises" Act of 1983 mentioned above). The only success can be found at the implementation of works' council and health and safety committees, i.e. with "low level" participation schemes. The reasons for this relative success is seen by Jecchinis lying in a better preparation of the legislation and the fact that these initiatives enjoyed a wider support. There was a bundle of inter-related measures for the improvement of working and living conditions.

But still there is a need for "more government assistance in vocational education programmes and cooperation in technical training programmes with the support of educational institutions" (Jecchinis 1993, 20), because the lack of skilled labour and of better qualified technicians. The report is finally stating that supporting schemes aiming at the diffusion of active involvement of employees, together with a gradual change of industrial culture, would be beneficial to the development of the Greek economy as a regional pole in a global market.

3. The **positions towards participation** can be characterized according to the conclusions of Jecchinis report. There, it is referred that there is a favourable opinion of the social partners about the beneficial effects of indirect and direct forms of participation and involvement of employees in innovation processes. Nevertheless, the report stresses "the traditional distrust that workers have for employers, which has been kept alive by ideological influences. Old fashioned and hostile attitudes of employers toward trade unionists have also contributed to the development of a situation which is not conducive to any form of cooperation" (Jecchinis 1993, 37).

Other reports are underlining the need for significant changes in the social relations of work as preconditions for an overcome of Greece's present crisis. The industrial restructuring and consecutive technological development requires a harmonization of the socio-institutional framework (Petmesidou 1993, 111-126). But this does not mean that there is a public discussion on participation and employees involvement in innovation.

In fact, Papadimitriou (1991, 2) explicitly refers that "the discussion regarding the upgrading of work and the improvement of employees' working conditions is almost non-existent. The fact that labour conditions have not yet been studied systematically in Greece is due mainly to a) the absence of any industrial relation, b) the absence of a substantial interchange of thoughts among the social partners about the future of human work, c) the weaknesses of the Greek research system, especially the low level of socio-economical research."

All experts agree on the fact that there is no tradition at all in the Greek industry and services in employees' participation in innovation processes. Although, there is an emerging group of technicians and scientists claiming for the need of a nation-wide debate on this issue which should lead to the improvement of social dialogue and industrial restructuring, the impact is still fairly low.

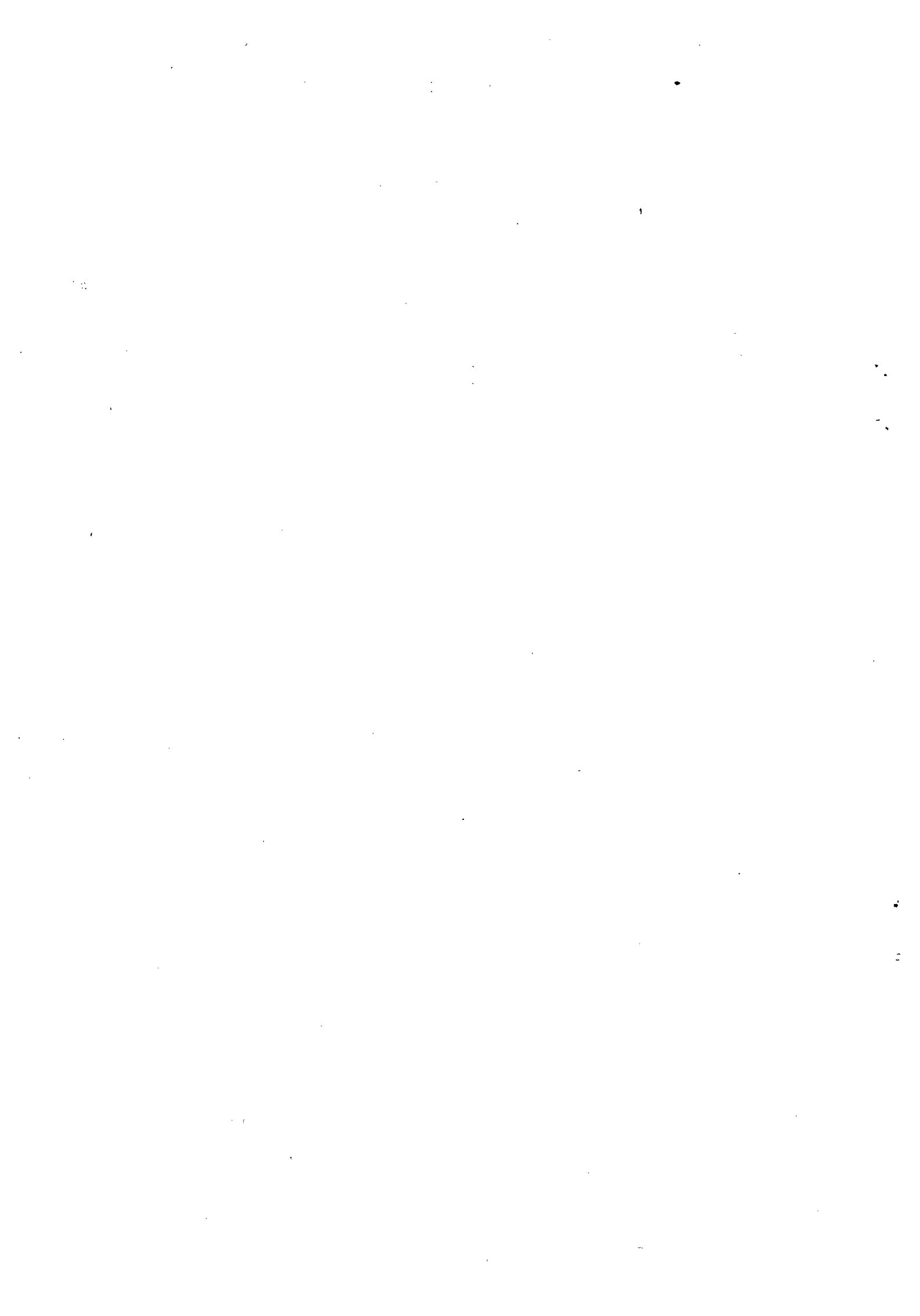
2 Scheme Activities

The only institution which could be identified as supporter of participatory activities in Greece is the Greek Productivity Centre.

1 Scheme	
Name of Scheme: Greek Productivity Center (Ei.Ke.Pa)	
Address: EIKePa Kapodistriou Street, 28 GR 10682 Athens	Country: Greece
Phone: +30.1.3600411	Type: Organization
Fax: +30.1.3640709	Geographic Coverage: National
2 Character of the Scheme	
Initial Goals - Changes during Implementation EIKePa is a scientific non-profit organization supervised by the Greek Ministry of National Economy. Its task is the promotion of productivity by transfer of know-how, development, and application of new technologies, modern systems and organizational techniques in administration and production. EIKePa's present plan of action is focusing on <ul style="list-style-type: none"> - contributing to the adaptation of Greek enterprises to the integrated European Market; - modernizing the present infrastructure in various sectors; - supporting the development of new production activities; - reinforcing the dynamic of Greek Enterprises. EIKePa has established 18 service centres in Athens and all over the country.	
Specialized on Participation / Participation as one Element among others: EIKePa is oriented to human resource development, participation therefore is one element in their activities.	
Basis Objectives for Participation Measures: Human resources development and involvement is regarded as a principal factor in the improvement of productivity.	
Targeted Sectors & Target Groups: Public and private enterprises and organisations are addressed by EIKePa.	

3	Scheme Organization	
Start Date: 1953 End Date: permanent	Total Cost over Lifetime: (not available) Degree of Public Funding: (not available)	
Number of permanent Staff: (not available)		
4	Areas of Activity	
Activities supported Fields of activity are management, organizational development, information technology and technology applications, ergonomics, quality assurance and technology evaluation. Activities supported are human resources development and training, consulting and knowledge transfer, applied research and research studies, documentation and international cooperation.		
5	Impact	
Number of Projects funded & Type of Projects (not available)		
6	Trends / Evaluation	
(not available)		

IRELAND



1 Background

1. The Irish **system of industrial relations** is characterized by a voluntarist tradition as is in the UK preferring collective bargaining instead of legal intervention. The Industrial Relations Act (1990) again minimized state intervention in industrial relations but there is some regulation e.g. by the trade dispute law, the trade union law, and several industrial relations institutions. These institutions are focused on the regulation of conduct of industrial disputes or the initiation of conciliation services. It is felt that generally there is a trend to move towards a more active role for the state since entering the EU in 1973. The setting of minimum standards is felt to be the state's main task but generally Irish industrial relations practices is still close to the Anglo-Saxon adversary model.

A second identifiable trend is the growing consensus achieved between the Social Partners on a national level (cf. agreements) against a general background of less cooperation at the firm level. There is a tradition of collective negotiation on a firm level on employment contracts, organization of work, training, and wage structures. These agreements were signed by the Irish Business and Employers Confederation (IBEC) and by the Irish Trade Union Congress (ITUC) as the largest representatives of the social partners in Ireland.

A further point to be mentioned is the pull-effect to British labour market in expansion periods of British industry. As seen from an Irish perspective, there was an historic tendency to talk of a common labour market with the UK. Northern Ireland has developed own structures in industrial relations amalgamating Irish and UK approaches.

2. The **political context** for participation is predominantly set by collective agreements between state, employers organizations and unions which agreed to the national partnership as a response to dramatic situation in economy during the 1980s.

In 1987, the Programme for National Recovery (PNR) was signed as a tripartite agreement. The intention of the programme was to agree a lowering of wage increases together with commitment of the employers to increase training and education and to examine employee participation as an appropriate means to increase organizational performance. In 1990, the Programme for Economic and Social Progress (PESP) was launched. It also regulated that the wage increases stayed quite low, but additionally focused on several other social and labour policy aspects, esp. the promotion of voluntary participation as one of these elements. The 1994 Programme for Competitiveness and Work (PCW) moves on with the topics set by the former agreements.

Developing the Partnership Approach is the title of one section (Sec. V, PCW 1994, 57-59) of the PCW. The focus of the Programme is directed to World Class Manufacturing which could be achieved by using participatory approaches. It is said that "the development of employee involvement at the enterprise level would hold out the hope of greatly increased productivity as employees begin to have both a greater interest and involvement and the performance of the enterprise in which they work and begin to respond to shared responsibility on appropriate matters." (PCW 1994, 58)

Irish industrial policy is aimed at attracting foreign investments on one hand, and at strengthening its own industrial base on the other. This is considered to be notable i.e. the fact that the foreign owned firms are much larger than the domestic firms (average number of employees). Most of these foreign companies are working in high-tech or high added value areas. The economic situation, especially of the traditional branches, is relatively weak compared to the foreign firms.

Presently, the Irish economy is characterized by a high level of unemployment, and is experiencing some problems in adapting to the European Market and worldwide competition. There is a dominance of relatively small Irish firms and there is still a large public sector and a comparatively large agricultural sector (as is in other states on the European periphery).

There is an impression that indigenous Irish firms don't foster involvement as extensively as do foreign owned firms (O'Siochrú 1994). The defence of existing workplaces is obviously a hinder-

ing factor for the unions to take a more active role in promoting participational efforts. A 1992 IPC report estimates that about 100 initiatives to develop participational change processes were carried out all over Ireland in that year. Experts state that it is unlikely that a further legislation will be introduced to promote direct forms of participation. Therefore the initiatives will stay more or less fragmented, and voluntary.

3. Looking at the **positions on participation**, it can be understood that systems of employee involvement and participation have generally referred to indirect forms of participation in Ireland. There is no widespread system of works councils in the private sector or regulated representation in Ireland, apart from the negotiation rights and the bargaining experience of shop stewards.

First attempts to introduce participation were initiated by the government in 1977 with the passing of the Workers Participation (State Enterprise) Act (WP(SE)A). This law regulated the election of worker directors as members (for 3 years) of the company boards in 7 public organizations.

During the eighties, participation evolved as a topic in political discussions. In 1985, the Advisory Committee on Worker Participation was initiated by the Department of Labour. The Committee made several recommendations to support the introduction of participation. Several case studies were published. The 1988 amendment to the WP(SE)A extended the legal coverage of the law and the worker director mandate was set to 4 years.

In 1991, a joint declaration on employee involvement was published by the employers' organization and unions (ICTU & IBEC). This statement on participation is not legally binding on the membership, but it indicates a measure of support for participation initiatives and it nominates the IPC as national participation agency. This agreement was intended to foster participational efforts and gives recognition to the fact that international competition is requiring structural changes in all the companies. Secondly, cooperative developments on the EU level (like the social dialogue) are seen as a valuable support for an adaptation to the ongoing change processes, and thirdly, since the 1980s, there is a growing national consensus on supporting a "human factor" based approach in structural change.

4. As far as can be stated now, there are no **research traditions** in fostering participational efforts in Ireland.

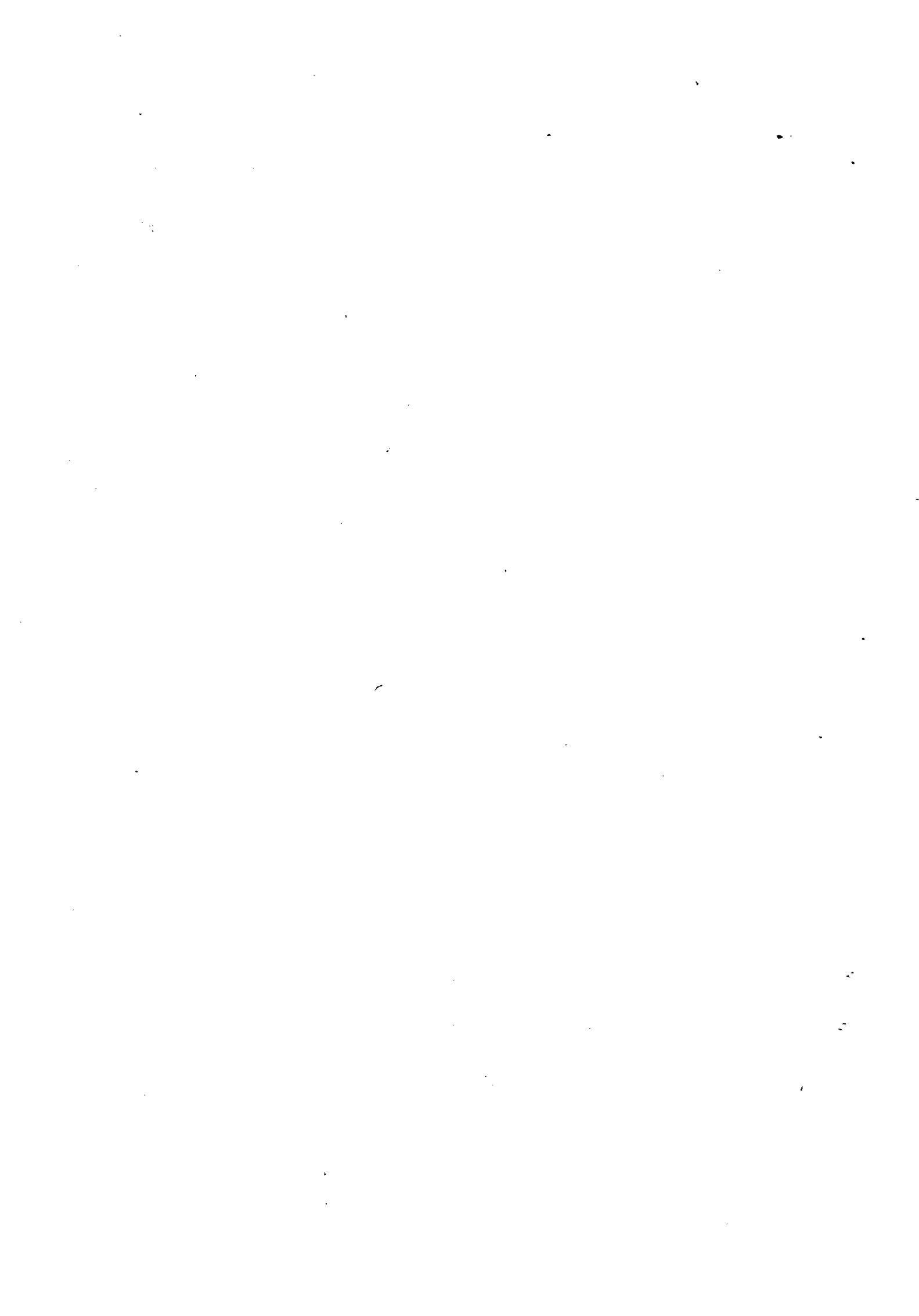
2 Scheme Activities

Concerning the social partners, IBEC will promote participation through conferences and seminars during 1994. The Irish Productivity Centre as the acknowledged agency will develop a national initiative with the support of the Department of Enterprise to promote employee involvement in private sector enterprises as a special project which is intended to be funded by the European Social Fund.

1 Scheme	
Name of Scheme: The Irish Productivity Center (IPC)	
Address: 35-39 Shelbourne Road Ballsbridge Dublin 4	Country: Ireland
Phone: 00353.1.6686244	Type: Organization
Fax: 00353.1.6686525	Geographic Coverage: National
2 Character of the Scheme	
Initial Goals - Changes during Implementation The IPC has a kind of tripartite umbrella: the IPC Council, which consists of ICTU and IBEC representatives working together with observers from the Department of Enterprise and Employment (Labour & Social Affairs / Industry). IPC is a consulting and advisory organization. It is a member of the Association of European Productivity Centres.	
Specialized on Participation / Participation as one Element among others: One of the primary tasks of the IPC is to deliver particular expertise and practical advice on the introduction of employee involvement initiatives. This work covers communication schemes within firms, consultation and information disclosure with employees, financial involvement, new forms of work organization, small group work, and the introduction of forms of representative participation. The need for improved competitiveness of Irish industry and service is seen to increase the potential for job satisfaction, identification and commitment to the firm, and the provision of a safe and healthy work environment. The development of firms is integrally directed to social and economic aims. Among the continuing organizational tasks of the IPC, participation is one aspect among others. The IPC identifies and uses employee involvement as an integral part of continuous improvement programmes and culture change within companies. Looking at specific programme initiatives, IPC is currently active in a social dialogue training initiative in which the design is based on clearly identifiable participational principles.	
Basic Objectives for Participation Measures: The objective of these participatory measures is to establish dialogue within organizations between the social partners so as to facilitate the introduction of change and lead to job creation, quality attainment, multi-skilling which supports the preference for team working structures leading to increased competitiveness.	
Targeted Sectors & Target Groups: The targeted sectors are public and private services as well as industry. The target groups are single firms or groups of firms, unions and individual workers. Programmes, in the main, have been generated to test hypotheses or to establish benchmarks in the field of social change within organizational settings. Selection criteria for projects are e.g. number of jobs created, number of innovative changes introduced, all normally described and results identified as a measure of effectiveness of the participational process. A unique approach to establishing a cooperative basis in Firms has been the Shared Learning process which underpinned the first cross boarder interorganizational pilot project undertaken in the EU. Aspects of these designs provide for a series of workshops between the active participants drawn from the networks of active organizations. At these events internal or company based change projects are firstly proposed and then developed, introduced and assessed. The results were shared with all involved participants and active companies.	

3 Scheme Organization	
Start Date: 1963	Expenses: 1990 1.359.047,00 Ir£ 1991 1.560.101,00 Ir£ 1992 1.437.031,00 Ir£
End Date: permanent	
Number of permanent Staff: 26	Degree of public funding: 18%
4 Areas of Activity	
<p>Activities supported</p> <p>General areas of IPC activities cover organizational development and consulting on productivity matters. These consulting activities cover different areas:</p> <ul style="list-style-type: none"> - review of productivity/improvements and competitiveness; - Introduction of new operating technologies/ World Class Manufacturing, Total Quality Management. - establishing sub-board participation structures in semi-state organizations under the aegis of 1988 Worker Participation Act. IPC has facilitated participation in the following organizations: Bord Na Mona, Bord Gals, Great Southern Hotels, FAS - The Employment and Training Authority, CERT, Bord Iascaigh Mhara, Dublin Port and Docks Board, The Nuclear Energy Board, The Blood Transfusion Board, RTE, and others. <p>The main participation activities supported by IPC are joint consulting of management and unions through works councils, dialogue groups within firms, exchange of experiences, distribution of information to workers and management, and the initiation of dialogue structures and conferences. IPC is not funding any projects undertaken by other organizations or institutions.</p>	
5 Impact	
<p>Number of Projects funded & Type of Projects</p> <p>IPC has through its annual work programme and EU sponsored initiatives designed, facilitated, and evaluated a multiplicity of initiatives which impact on Irish business and which are deemed to be in the national interest. Enhanced competitiveness has resulted in individual industries and industry sectors. The IPC's work has enabled many trade union workers and managers cope with the complexities of change through participation techniques and the centre's work impact direct on numerous organizations and many thousands of workers annually.</p>	
6 Trends / Evaluation	
<p>The current national social Partnership Programme for Competitiveness and Work (PCW) has designated the IPC to carry out specific work in its capacity as the national participation agency. IPC is being supported by the social partners to facilitate the development of new work organization in Ireland. As main constraint for participatory approaches, the achieving of a "critical mass" of organizations and individuals within organizations to lead large scale participative change is identified. The second problem is the diffusion of pilot projects into a wider setting. Hindering factors are the lack of professional resources and the availability of funding to facilitate the introduction of change on a large scale. A last aspect is the lacking of a working agreement between the social partners to establish a change culture in businesses and industry.</p> <p>Results obtained in earlier pilot projects have been acknowledged in the international arena and are used as benchmarks for comparative purposes, as e.g.</p> <ul style="list-style-type: none"> - participatory activity within networks of organizations; - large scale mobilization of competence within programmes of change. <p>The future work of IPC is likely to heavily concentrate on providing expertise and advice on employee participation and designing leading new approaches within this field. Also the centre is developing a body of expertise and methodologies which are being utilized by specialists to support the industrial relations machinery of the state. Participative techniques are featuring prominently in this important work.</p>	

ITALY



1 Background

1. The Italian system of industrial relations is described as an adversary type of system. There are only few legal regulations, so most of the topics can be regulated by contracts or based on negotiations. This lack of legal control and coordination rules - be it on a national, branch or company level - led to a slow development of negotiation procedures compared to other developed European countries. (Treu 1993) A second aspect to characterize it is the political orientation of the unions. A third aspect closely related to that is the "ritualistic attitude in handling conflicts" (Nacamulli 1993, 207) because by this way of conflict handling the effectiveness and political power of the unions could be demonstrated best. This is related to the strategy of the unions to use strikes as a means for political mobilization in former years.

During the period from 1985 to 1989, unions lost membership and militancy while at the same time, they were challenged by management initiatives to "let the labour force play a more active role in management processes" (Nacamulli 1989, 209). The unionization rate in industry was estimate to be approx. 40% in 1988. In recent years, a trend has been reported towards a further segmentation of industrial relations in Italy according to the north-south bias, the different perspectives of (a majority of) small and (few) large companies, of public and private companies, of industry and service, and of differing management strategies. Additionally, since the early 1980s, there is an ongoing trend towards decentralized bargaining. (loc.cit.) "... , debate has taken place between those supporting the usefulness of participation schemes between unions and companies and those who, in the light of the alleged decreasing capability of unions to represent their members, stated the need for "human relations"- oriented policies of proactive management." (Nacamulli 1989, 214)

There are three larger confederations of unions in Italy with a large amount of vertical and horizontal sub-structures and close linkage to the former political parties:

- Confederazione Generale Italiana del Lavoro (CGIL), which has been closely related to communist and socialist parties; in 1990, CGIL had approx. 5.15 mill members.
- Confederazione Italiana Sindacati Lavoratori (CISL) with relations to the former christian-democratic party had approx. 3.5 mill members (Treu 1993, 205).
- Unione Italiana del Lavoro (UIL) which organized socialist, social-democratic and republican oriented workers.

An integration has been planned for a long time, but this is cancelled now due to the deeply rooted opposition within all the unions' membership. But due to the restructuring of the Italian political system, the role of the unions and their links to the political system has to be re-evaluated.

The largest employers' organization is the Confindustria (131,150 member companies employing approx. 4 mill people), the Intersind for companies in public ownership (329 member companies with 383,000 employees), and the ASAP representing 140 publicly owned petrochemical companies (employing 130,745 people.) (Treu 1993) There are further large organizations for crafts and trade.

2. The main legal regulation is the "Workers' Statute" (Law 300/1972) which is granting union activities in companies without hindering by the employer. But, as mentioned, there is no fixed pattern of employee representation or participation. For a period of time, beginning at the late 1960s, "workers delegates have been implemented as a shop floor level representation of the employees, but the were diminishing during the 1980s. (Treu 1994)

But, as is in most other mediterranean countries, the participation oriented activities have been limited to single company efforts.

Telljohann (1993, 157/158) classifies four different approaches for the Italian Companies:

1. group work oriented approaches;
2. quality oriented approaches, which started in the early 1980s but - in many cases - without significant and ongoing success;

3. economic incentives based on wages; and
4. direct communication activities.

These initiatives are just the opposite to the traditional Italian separation between different groups of employees (production workers, "quadri" (lower and middle management), engineers, technical employees and management). The initiatives have been based on agreements or on an informal basis.

Since the 1970s, several state owned companies have launched initiatives in job enrichment. In 1986 the IRI group has signed a protocol initiating a consultation and participation system between management and unions. "The problem at the heart of these agreements was the ambiguity of the role of the consultative committees, which, as far as IRI was concerned, should remain technical bodies without negotiating power, whereas the unions, in particular the CGIL and the works councils (consigli di fabbrica), regarded them as vital prerequisites to negotiation. ... Despite resistance to implementation of procedures to provide information prior to any important decision-making (...) the IRI group was nevertheless, thanks to this agreement, able to undergo a relatively smooth reorganisation during the 1980s." (Guarriello 1994, 25)

Apart from other experiments in financial participation in large private companies (Fiat, Olivetti, Barilla, Parmalat), the Zanussi experiences should be mentioned as the most far reaching example for a participative strategy. After a first agreement in 1991, new collective bodies were initiated with decision and/or consultation rights concerning aspects like environment and safety, work organization, introduction of new technologies, and vocational training - related to the number of employees. Zanussi, owned by Swedish Electrolux Group since 1985, has also started joint training schemes for managers and workers (which is not unknown in other industrial sectors in Italy). (Guarriello 1994, 25/26)

As in other countries, the implementation of participatory activities within the companies followed up "fashion" waves. Those activities were mostly related to quality improvement, and direct management-employee communication. An exception from this fashionable trend are programmes for reconstituting of working groups because some of them have been initiated by trade unions pressure.

Garibaldi's report (1991, 34) mentions that there is a change of paradigm of Italian management, i.e. the emergence of the concept of company-wide quality control. This new paradigm is based on the conviction that quality of a product - which is a crucial problem for a global competitiveness - depends mostly on the quality of the working process. Thus, the quality of working process can only be achieved by involvement of workers. In other words, is possible to refer that quality and direct involvement can not be dissociated.

At the regional level, some of the most interesting activities were developed at Emilia Romagna region. At the end of 80's, the unions (in an agreement with FIAT and regional units of steel and iron federations FIOM, FIM and UIM in southern Italy) claimed that organizational changes are aiming at the increase of efficiency. But they are also aiming at the development of workers professional skills and a general improvement of working conditions (Telljohann 1991, 39).

Other incentives lay on the possibility of relating the wages to the company performance. Nevertheless, the motivation capacity of such programs is quite modest. Normally, "after an initial period of interest and curiosity, the integration capacity of the schemes seems to be losing its edge, unless they are continuously revised or, better still, positioned within a broader plan of participatory company management" (Regalia 1992, 27). This was what has happened at some companies in the Emilia Romagna region.

As Telljohann (1991, 39) mentions, "the company requirement to link pay to productivity has induced the unions to seek a way for pairing them which excludes incentive mechanisms. An innovative content of the agreement consists in the acceptance of the union proposal to link pay and productivity at the level of work organization. This kind of approach promotes a col-

lective initiative of the workers aimed at a more efficient structuring of work organization. In concrete terms this means that parts of the pay are tied to the measure of reduction of the production cycle".

3. Concerning the positions to participation, according to Regalia (1992, 31), during the 1980's, the direct involvement of employees and unions grew in co-relation with the need for a reduction of uncertainties deriving from a turbulent market situation and new production needs. This is a remarkable change compared to the 70's where the militant participation of workers and the unions gave a conflict oriented character to the labour activities.

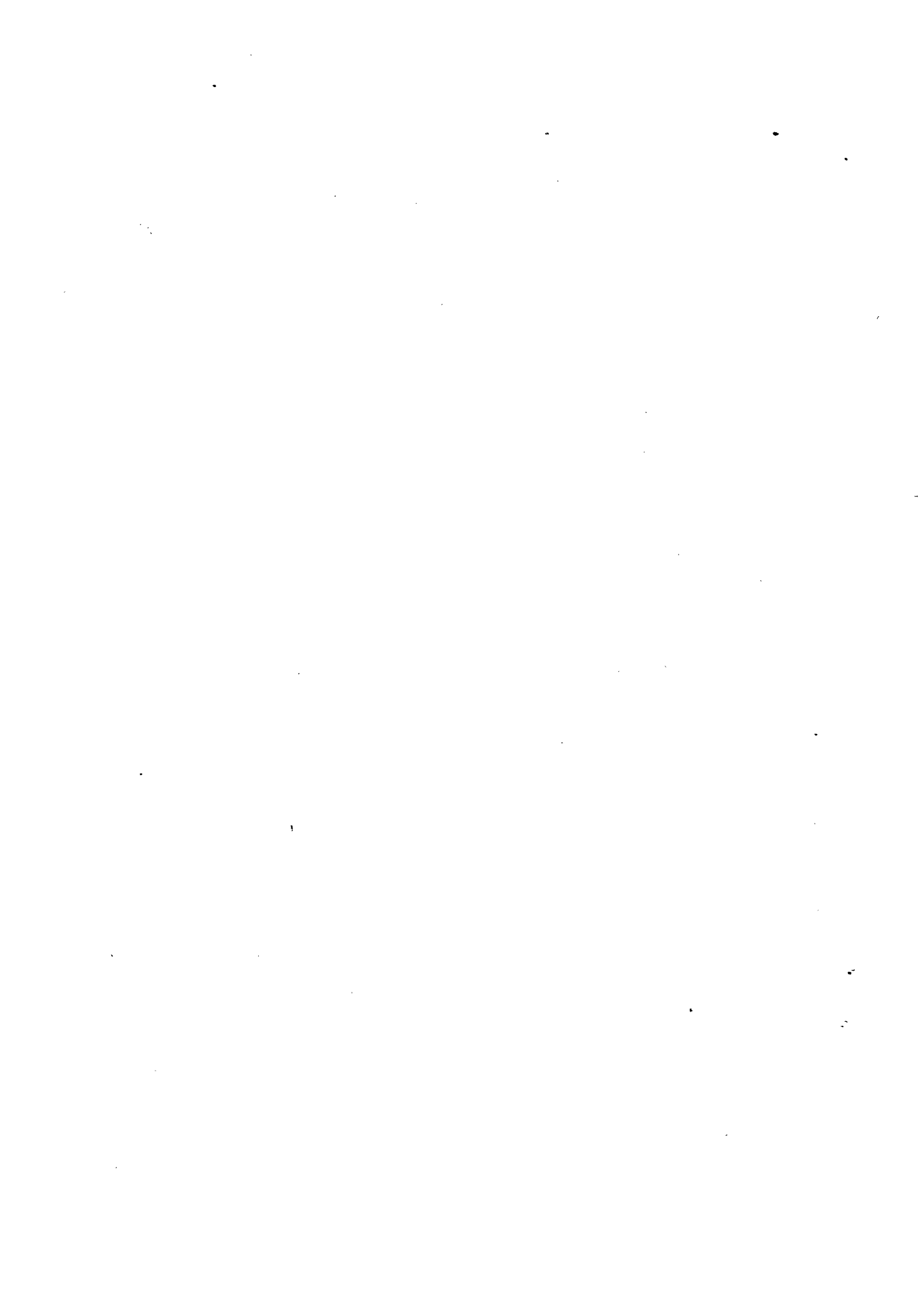
But actually, participation is not a mobilizing issue any more. The diffusion of the topic is based on problems related to the production of information, changes in information flows, and communication techniques, which may cause a change in the unions' traditional organizational structure and orientation.

4. Italy is well known for its research tradition. It is considered even of one of the world major publication and field research activity in social sciences, and especially in Sociology of industry, organizations and work. At the European level it is considered to be a country with one of the longest research traditions, that, in this case, goes along with first socio-technical experiments in 1950's. The main research centres in the field of participation, employee involvement, organizational innovation, can be found in Milan, Rome and Bologna. But the majority of publications is written in Italian and they are not well known abroad.

2 Scheme Activities

No specific scheme activities could be identified.

LUXEMBOURG



1 Background

1. The system of industrial relations in Luxembourg can be characterized by several bi- and tripartite structures.

In the 1970s e.g., a tripartite negotiation model ("Tripartite") for problem solving was initiated for the steel sector. The steel crisis met Luxembourg's industrial core area because at that time about 29,000 of 150,000 Luxembourg employees were working in Arbed owned steel mills. The bargain between state, employers, and unions has been a unions' guarantee for social peace for reaching slower lay-offs and a contribution of the state to the social plans. But there is a longer tradition of tri-partite institutions and "tripartism" in Luxembourg:

- a. Since 1924, there are profession based chambers for employers and for employees as corporative institutions. There is (for employees' representation) the "Chambre de Travail", the "Chambre des Employés privés", and the "Chambre des Fonctionnaires et employés publics". For the employers' representation, there is the "Chambre de Commerce", the "Chambre des Métiers", and the "Chambre d'Agriculture". The members are elected by a mail poll for five years by all employees and all employers (for their chambers) based on lists which are nominated by unions e.g.. The Chambers are associated to the legislation process. Apart from that, they have competencies in questions of vocational training.
- b. The Councils for Social and Economic Affairs was initiated in 1966. It is a consulting unit for the government and it is concerned with problems of several economic sectors or of the whole economy. The Council may be asked to give recommendations to legal initiatives of the government. There are 35 members, 28 are nominated by the labour market parties, 7 members are independent.
- c. Further tripartite coordination committees on a professional or single branch level can be initiated by government to give further advice for specific questions.

Representative participation on company level is structured by two units:

- There are delegates of the personnel to be initiated in companies with more than 15 employees. Employee delegates are elected based on lists which are proposals of the unions or which are initiated by 5% of the company's employees.
- There is a bi-partite company council in companies with more than 150 employees. The company council is consisting of an equal number of employee and management representatives. Employee delegates nominate the representatives. There is a disclosure of information to the council concerning the economic situation of the company and a responsibility for social affairs. The employee delegates have a right to be supported by external consulting for specific topics to be discussed.

2. The largest organization of unions in Luxembourg is the OGB-L (Onafhängege Gewerkschaftsbond Letzebuerg) which was founded in 1979 and which is uniting 14 professional unions. Founding OGB-L was an initiative to overcome the traditional separation and to unite all Luxembourg unions. But the effort failed due to the denial of the Christian unions. 11 professional unions are united in the LCGB (Letzebuenger Chreschtliche Gewerkschaftsbond). The degree of unionization is estimated to be approx. 66% (= 100,000 organized employees). OGB-L has about 35,000 members, LCGB about 21,000 (1989), other employees are members of about 6 smaller unions. (Schintgen 1993, 234)

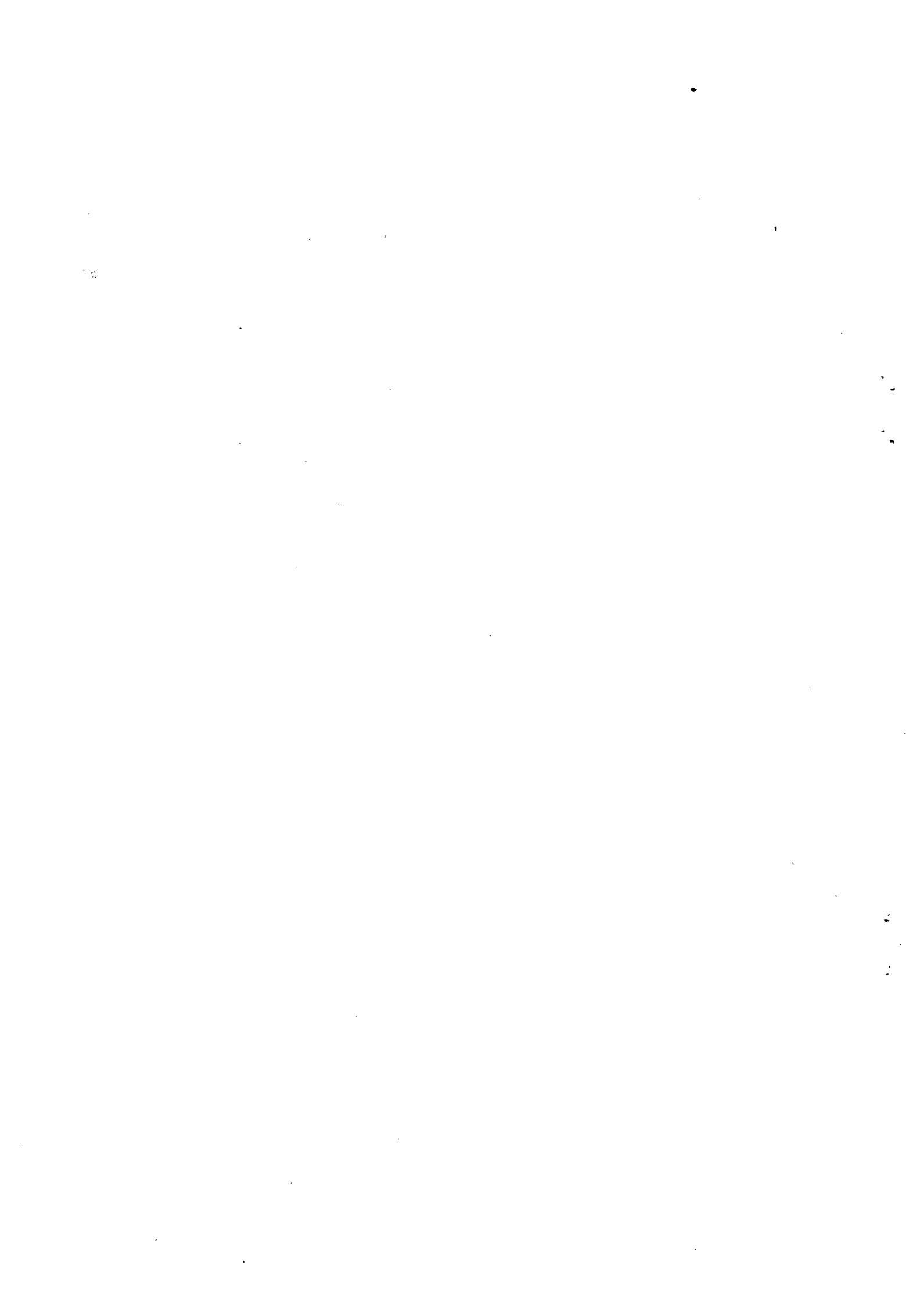
The largest employers' organizations are the Fédération des Industriels Luxembourgeois as umbrella organization for 10 branch federations, the Fédération des Artisans with 51 professional federations, and the Confédération du Commerce Luxembourgeois. The Association des Banques et Banquiers Luxembourgeois (ABBL) and the Association des Compagnies d'Assurance agréés au Grand-Duché de Luxembourg have gained an increasing role during the last ten years. This is related to the shifting of the industrial structure towards service sector and banking.

Since the mid- 1980s, the OGB-L launched several initiatives for labour and social laws. Negotiations have focused on wages and increasingly to new technologies' implementation and related topics.

2 Scheme Activities

In Luxembourg, no public funded schemes concerned with participation in innovation could be identified.

THE NETHERLANDS



1 Background

1. The Dutch **system of industrial relations** is based on a cooperative style of regulation on a national as well as on a firm level, and on a tradition of consensus to which all parties involved are still standing. It is based on three basic elements: legal regulation, bi- and tri-partite organizations on a national and on branch level, and co-determination on the shop floor level.

Most of the tripartite organizations were established after the second world war as institutions of a "centraal overleg" (i.e. a central council for discussion) e.g.:

- Stichting van de Arbeid (Labour Foundation) is a bi-partite (unions and employers) council discussing economic and labour problems concerning wages and working conditions. Central agreements (without legal binding) can be discussed and signed here.
- Sociaal-Economische Raad (SER, Social-Economic Council) is a tri-partite advisory board, consulting to the government in questions of economic and social policy.

In spite of all critique to the function and the low performance of these bi- and tripartite councils, it is still believed that they are necessary for regulating cooperative industrial relations.

There is a detailed regulation for few co-determination rights on the firm level. The works councils have 3 - 25 members. They are elected by the employees among the candidates named on lists. Most of the election lists for works councils are organized by unions. The councils have to be elected in firms with more than 35 employees (what does not mean that they always exist), while firms with 10-35 employees have to do a convention of all employees twice a year. There are works council rights in information disclosure concerning working times, vocational training, hire and lay off, investing and changes in business. There is a co-determination on the distribution of monetary gain, on working and leisure times, on work studies and evaluation of work places, on health and security of working life, and on apprenticeship. The functioning of works councils has been regulated in several laws in 1950, 1971, 1979 and 1982.

The 1979 Law transformed the Works Council into a representative unit of the company's employees with rights to counsel management, to take initiatives and to order research. Works councils can obtain limited money from the company to gather external consulting on technology, automation and related topics. The 1982 Law on Working Environment provided further opportunities to initiatives. Since 1990, the included request on human design of work is in force (the latest available knowledge on health sciences, ergonomics, design etc. has to be taken into account in order to create work places that promote employees' general welfare), since 1993 the works councils have extended rights in matters of working conditions. In the advisory boards of large companies ("Raad van Commissarissen"), there should be one member responsible for the supervision of social policies within the company ("werknemers-commissaris").

Due to different ideological positions, three main organizations of the unions emerged. These are the Federation of Dutch Unions (Federatie Nederlandse Vakbeweging, FNV) which has good relations to the social-democratic Partij van de Arbeid (PvdA), the Christian National Unions Federation (Christelijk Nationaal Vakverbond, CNV) with similar contacts to the Christen-Democratisch Appèl, the Unions Centre for Middle and Higher Employees (Vakcentrale voor Middelbaar en Hoger Personeel, VHP) and the BLHP for higher-ranking employees. This structure is related to the "pillarization" in Dutch society, describing the four different social and ideological positions: protestant, catholic, liberal, and social-democratic. But the affinity between the parties and the unions has been decreasing as the "pillarization" has lost its importance during the last two or three decades. The degree of unionization of the workforce is approx. 25% and decreasing, too. There are several institutions of the employers as well: VNO (Confederation of Dutch Enterprises), Dutch Christian Employers Confederation (NCW), and the Royal Dutch Entrepreneurs Confederation (KNOV). VNO and NCW are closely cooperating since 1994. KNOV has recently united (October 4, 1994) with a smaller employer organization. Its new name is "Koninklijke Vereniging MKB Nederland" (Royal Dutch Confederation of Small and Medium Sized Enterprises) and it is representing about 120.000 companies.

The main activities of these organizations are concerning the negotiation of wages on a central national or branch level. There are only few differences between workers and employees left. Unions and Employers also frequently disseminate their opinions in other matters as are employment, educational system, or social security.

2. Looking at Dutch **industry policy**, the focus has been set to macro economic regulations during the 1980s. Structural change is accompanied by agreements on wages and prices instead of a complex intervention and subsidies to specific firms.

The present role of Dutch government in initiating research and development activities in areas of social and technological innovation is limited and there is few stimulation of the participation aspect in innovation processes. (for the 1980s: cf. den Hertog & Schröder 1989, 70f.)

According to an expert's statement, the improvement of quality of work and working conditions might open a wide area of activities to involvement oriented measures. Employee participation is necessarily introduced when control and decision competencies related to their own work and to work organization are given to the employees in restructuring and decentralization processes.

The present situation of economic development can be characterized by the following problems perceived: increasing internationalization of industry, a de-industrialization particularly of small businesses, an increasing fostering of the service sector strengthened by a polarization of the overall industrial structure in the Netherlands where a few very large companies are on the one side, while a decreasing "Mittelstand" and a large number of small businesses on the other side are struggling for their survival in increasingly international markets.

3. Looking for **promoters** of participatory approaches, no activities of the unions and employers' organizations focusing on participation in innovation could be found. Despite the broad basis of cooperation in Dutch system of industrial relations, participation on the shop floor level is primarily seen in delegative and representative forms (co-determination) and direct forms of employee involvement are obviously not a topic of policy debated or of Dutch industrial policy. It is as well no specific political issue for the unions.

The obedience to and preference of institutionalized channels of representation and workers participation seems to be one reason for the low degree of awareness on direct forms of employee involvement. According to Dankbaar (1991, 13), the active role of the works council in organization development and in the implementation of new technologies has been supported by several methodologies developed by unions and research groups (checklists by an FNV technology support unit, and "Social Technology Assessment").

It was stated by experts that employee involvement is no topic of discussion any more but participation in a broader sense seems to be accepted as a means for industrial renewal. Consensus oriented practice of management (which has been described in a comparative research study as typical for the investigated companies in the Netherlands) obviously leads to an acceptance of new organizational approaches (Dankbaar 1993). Together with the consensus oriented style of industrial relations in general, there seems to be no need for a further promotion of employee involvement.

4. Looking for **research traditions** related to participation and innovation issues, in Netherlands since the early 1960s there is a tradition in socio-technical systems design (STSD) supported by large companies like Philips (stressing alternatives for production bureaucracy and the "work structuring approach") (Benders 1993, 18), or Dutch Postal Giro Service (focusing on organization development). A third line stems from the work of the socio-technical group of the Netherlands Institute for the Improvement of Work and Organization (NKWO), a private foundation, and the private consultant group Koers Consultants, focusing on methodology and consulting practices (Dankbaar 1991, 14f.). The central publication of de Sitter, seen as a main focus in dutch socio-technical thinking, was published in the early 1980s. (Benders 1993, 20)

After some years of reserve, the Dutch socio-technical systems design-tradition received further support by the TAO-programme (1988-1993, allocating 6.3 mill Dfl.) focusing integrated

renewal of production systems and service organizations and on the other hand the development of new products in order to accelerate the innovation process. This programme focused on the concept of "design-oriented research", i.e. the development of a scientific knowledge base for an integral design of socio-technical systems.

Modern Dutch STSD approaches can be characterized by the emphasis on expert knowledge for design processes. But it is also stated that this knowledge is to be applied in a participatory context. The process of organizational change is understood as "an educational programme in which the members of the organization learn to analyse their own organization and to design it themselves" (Dankbaar 1991, 16).

While the design concept has been broadly accepted, this concept has led to critical debates with respect to the implementation process and its implication for unions and workers interests. "Whereas socio-technical design proceeds on the assumption that it is in the interest of all to increase the controllability of the organization, the design proposals have not always pleased everyone." (Dankbaar, loc.cit.)

Apart from this tradition, during the 1970s a participation oriented research programme was launched ("experimental programme on workers participation") inspired by the industrial democracy-oriented programmes in northern Europe. 14-15 experimental projects were carried out. The evaluation of the programme considered that the programme was coping on an ideological basis. Obviously, an integration of companies' objectives and the quest for democratization could not be realized at that time.

But there seems to be a furtherance of developing participation related concepts like semi-autonomous work-groups. The development and the implementation of these concepts are meanwhile supported by some consultant groups.

2 Scheme Activities

According to the answers of several experts, there is no specific publicly financed scheme or programme in the Netherlands on research or implementation of participation related to innovation purposes.

3 Activities in Related Fields

Activities to establish a union oriented support infrastructure for technical and organizational questions - according to the German "Technologieberatungsstellen" - have been initiated in 1987 and at that time government accepted funding until 1990. Government also provided subsidies for training courses on new technologies for unions activists and for shop stewards. Additionally, several research groups have been established as consultants to the works councils like Stichting Technology en Zeggenschap (STZ, Institute for technology and democracy, 1985) or SANT (Institute for Work and New Technologies). But the extent of these activities and institutions is limited.

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Looking for other research activities in publicly funded institutions, we could find the following:

1 Commissie Ontwikkeling Bedrijven (COB/SER) was a permanent committee of the Social-Economic Council. It was bi-partitely managed by employers and unions with observers of the ministries of Economic Affairs and of Social Affairs. For the task to commission research on functioning of enterprises, production, and work organization, COB/SER has received an annual research budget of about 2 million Fl. (approx. 870.000 ECU in 1991). The projects funded were closely related to practice with the intention to support practical changes. COB itself was an outcome of the COP-evaluation (productivity centre) in the late 1970s, but since the mid-1980s there was a substantial decrease in the amount of subsidies. COB/SER has recently terminated its activities. It was the Dutch member of the European Association of Productivity Centres.

In 1991, COB/SER published the results of an investigation into autonomous task group organization in Dutch industries in which 13 companies were examined. The results demonstrated the need to foster employee involvement in order to reach a successful reorganization process. The availability of information about results, the adjustment of the wage system, and an adequate staffing were found to be critical success factors. Particularly the existing wage systems are an obstacle to increasing participation.

2 One of the Institutes of the Netherlands Organization for Applied Research (TNO) is to be mentioned, the **TNO-NIPG**, which did several research studies for the Ministry of Social Affairs and Employment. NIPG, together with NIA, has developed the WEBA-Instrument ("Welzijn bij de Arbeid" - Well-Being at Work) to assess working environment effects. The instrument is used according to the health and safety regulations in the Netherlands.

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TNO-NIPG

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3 Nederlands Instituut voor Arbeidsomstandigheden (NIA) (Dutch Institute for Working Conditions) was founded in 1987 by a fusion of the CCOZ-foundation (concerned with problems of absenteeism, founded in 1974) and the Dutch Institute for Work Safety (founded 1891), and is providing services in research training and information. It has a composed board of management with equal numbers of representatives from government, employees' and employers organizations.

NIA's main focus is on problems concerning absenteeism, job design and work organization, workplace optimization, management systems for working environment and their implementation, and training in related fields. NIA is primarily providing services to companies and institutions as well as to government, policy makers or specific organizations. These services are concentrated to the field of safety, health and quality of work. Additionally, NIA is working as a source of know-how, information, and facilities to intermediary.

NIA has a permanent staff of 160 people and an annual turnover of approx. 21 mill Dfl. around 70% are generated on the open market. Subsidiaries are provided by the Dutch Ministry of Social Affairs and Employment and from the AAF/AOF Disablement Insurance Fund for specific services in the area of information, documentation, research, and training.

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NORWAY



1 Background

1. The **system of industrial relations** in Norway can be characterized by a long tradition of social dialogue between the employers' organizations and the unions. Since the first basic agreement in 1935 between the social partners, the cooperative character of regulations has been further developed. There are agreements on wages and working conditions, and there are regulations of labour market based on agreements signed by employers and unions. The basic agreement is renewed every four years.

The largest national organization of the unions is the LO, founded in 1899 and representing 29 national unions. The Confederation of Norwegian Business and Industry has been founded in 1989 as a unification of preliminary organizations and is representing about 11400 member companies.

2. The present **political context** for participation is regulated by detailed definitions of how work environment should be arranged. This has been fixed in the Work Environment Act in 1977. In art 12 of this law, the principles for shaping the work environment developed in earlier field experiments have received legislative expression.

The representational rights for employees were enlarged in 1989 by broadening the scope of the rules to companies with 30-50 employees.

There are three elements by which the development of labour policy is fostered in Norway. The first is legislation esp. on employee participation and on working conditions, the second is negotiation on national and local agreements between employers and unions, and the third is company development implemented e.g. by HFB programme.

3. The **positions of the social partners on participation** have been fixed since 1982 when "Company Development" Agreement between Norwegian Federation of Trade Unions (LO) and Norwegian Confederation of Industry and Trade (NHO) was signed. This agreement (an integrated part of the renewal of the basic agreement) is looked at as a constitution of working life. The Joint Action Programme - Enterprise Development (HABUT/HBF) is an implementation of this agreement.

The 1982 agreement has been reformulated twice in 1986 and then in 1990, when the focus shifted the "value added by means of broad participation". The intention of the programme is to foster "better companies by better workplaces". It is going to be reformulated presently.

The present situation concerning participation efforts is characterized by the active role of the social partners in Norway which have been the driving force for working life reform while the government tends to be cautious. The mutual dependency and cooperation perspective of the social partners covers three areas:

- there are rules for conflict solving (In negotiations on wages);
- there are joint committees for cooperation and co-determination;
- there is a framework and guidelines for the development of work based cooperation and broad based participation.

4. Looking at the **research traditions**, it can be stated that Norway had a pioneering role in work organization and questions of industrial democracy. There is a long tradition in the field of work research and organizational change. First cooperatively organized projects have been initiated in the 1960s in the Norwegian Industrial Democracy Programme (1962-1969), which was tripartitely funded. According to the field experiment tradition of action research, projects were working in 4 field sites. Especially one of them, Norsk Hydro, became the basis for several initiatives in other plants of the company in the years following. But the diffusion of these first projects did not take place along the expected paths. There was only few diffusion into the industry sectors in which the experiments were located while the afore mentioned project had a broad influence on following experiments in the USA and at Volvo/ Sweden. Another valuable result of these early projects was the experience that: "when top leaders who shared the values of the programme understood the concepts, saw the links between the concepts and

the company strategy and hence became involved, change could happen very fast ...” (Qvale 1994c, 5)

After 1969, two different paths of conceptual and policy development can be identified in Norway: There are on one hand (a) the joint activities of the labour market parties (which led to the HABUT/ HF-B programme) and (b) initiatives for sectoral programmes (which can be seen as predecessors of the SBA programme) on the other.

(a) The labour market organizations LO and NAF (later NHO) created a joint secretariat in order to support different diffusion strategies like

- seminars for joint teams of enterprises taught by key persons of the first field experiments. According to experts statements, they have not been very successful. The limit of this kind of transfer strategy (copying of solutions) became visible in the first company-meets-company workshops in 1968.
- a series of job design oriented workshops for teams of enterprises in which methods for socio-technical analysis and the design of jobs and work organization were taught.

After some years with less joint action (approx. 1974-1980) and with LO focusing on work reform primarily by legislation, HABUT (later HF-B) was initiated. It was based on a collective agreement between LO and NAF. During the 1980s, it can be seen as an industrial relations programme on a low level with limited impact on productivity. But it has changed its character during recent years.

(b) The action research activities of the Work Research Institute, Oslo, where the initial attempts had been developed moved over toward other sectors of industry which were developing in a dynamic way and change was needed to a much higher degree. These sectoral programmes focused on shipping (until approx. 1980) and on the off-shore petroleum industry (initiated in 1977). Elements of both programmes have been continued within the SBA context.

For the preparation of both sectoral programmes, “search conferences” have been applied as a new method to bring together representatives of all important actors. These groups were brought together for a review of the work. The impact and the diffusion of these programmes are well documented. (cf. Qvale 1994b)

Since the 1970s, the methodology for **participational design of software** has been developed by research groups in Norway in close cooperation with institutes in Denmark and Sweden. According to experts, participatory software development has been a relevant aspect in research in Norway during the last years. Results of the research have been published as technical reports and papers; they were distributed to industrial partners and scientific communities. There are a number of papers and books describing and discussing this topic of in research in Scandinavia. Additionally, the results have been used in several university courses. The research has been financed by the Norwegian Research Council and by industry, but it has not been an integral part of a larger research programme.

As user participation has been a part of the Norwegian legislation since 1977, most professional system developers are aware of the right of users to participate in system development. But despite this fact, research of Oslo University could demonstrate, however, that planned and formally organized user participation (by trade union representatives etc.) is not very common in redesign, maintenance, and enhancement of computer systems. Users normally do participate quite a lot in an informal and consultative way: their knowledge and experience with the system as part of their work is seen as very valuable in redesign.

The research on user participation in Norway, Denmark and Sweden has been quite close over the years, and it is stated that the researchers constitute one research community. The first projects in the early 1970s were quite similar in the three countries, and they made a basis for both cooperation and diversity in later research. At present, it seems that the research in Norway, Denmark and Sweden has developed towards different directions covering different aspects of participatory design. The current research contacts seem to be more concerned

with use of research results (e.g. in teaching) and research methods (e.g. action research vs. field experiments) than with cooperation in common research projects, but it still involves exchange and discussion of research designs and results.

As a **specific** aspect, it should be mentioned that there is a close connection between the research and policy traditions in Norway and Sweden. The difference, as it was stated in literature, is mainly based on the tendency that the action research approach is a more Norwegian perspective, while the problem of job satisfaction has been the main concern of the Swedish approach.

Recently Evaluated: SBA-Programme

The basic intention of the SBA-programme was to improve organizational performance and productivity rather than enhancing participation or democratization as separate issues. Participational forms of work organization have been identified by the cooperating institutions (unions, employers, state) as a general trend. SBA therefore focused on the increase of the speed of changes by participational methods and, as a second major element, on the development of strategic networks and alliances among the organizations involved. The objective was to improve industrial performance in terms of productivity and quality. Accordingly, the program was not primarily oriented to research but to initiate practical changes in Norwegian industry. Therefore, SBA can be categorized as a research supported development programme.

The role of the SBA centre was threefold:

- with own staff initiating and/ or supporting enterprise level projects, plus creating networks of enterprises and institutions at the regional or industry sector level.
- Financing and giving professional support to other centres who were willing to take a similar role.
- Involving the (SBA-, E.L.) stakeholder organizations' experts and leadership in utilizing the learning from the projects, and supporting further institutional change." (Qvale 1994c, 9)

A broader alliance of organizations than ever before supported the programme, e.g. LO, NHO, the employers' federation for banks, insurance and retail trade, an independent white collar federation (YS), the association of municipal authorities, and government was represented by two ministries. This was the first time that the public sector was included in a joint action programme in Norway. The coalition was the outcome of a joint participatory planning process in a government commission on industrial democracy using search conference methodology in the commission itself.

By establishing a new and independent organization (SBA) financed by a contribution of each of the partners, it was planned to provide new resources for development. Therefore the main emphasis was directed to working with local enterprise or institution level projects and collaboration with external institutions. The basic intention was to work in relatively advanced fields to link these external institutions which might take an active role in the diffusion process ("institutional diffusion model"). Frequently, SBA supported the development of networks of enterprises who collectively worked together with institutions like schools, university departments or regional development agencies e.g. An important aspect of this task was to help the participants to work together sufficiently long and deep in order to develop a common understanding of their needs.

SBA was also based on the assumption that this strategy would enable the programme to mobilize larger resources than it could provide itself. SBA helped to set up links to national institutions like science foundations and the state bank for industrial development to obtain financial support for diffusion.

SBA was established as an independent foundation in 1988. It had a total budget of 8 mill ECU over a 5 years period and the 98 projects could mobilize about 200 mill NOK. 19 projects continued after the end of financial support. The average professional staff was about 6.5 persons

at SBA over the years supported by 2 persons administrative staff. SBA has been working in about 516 enterprises.

The experiences of SBA have been evaluated and documented by an international research group (Davies et al. 1993). Some of the main results can be noted:

1. SBA has been more successful with its projects on a plant level than at a branch, regional or national level. It is stated by the evaluators that there seems to be something in the Norwegian work environment which is not conducive to direct participation. This is even more astonishing in a society in which participation is universally valued. "If we attribute the lack of effectiveness at the national level to SBA, we are guilty of shooting the messenger." (Davies et al. 1993, III)
2. SBA could demonstrate that direct participation is a necessary but not a sufficient condition for Norwegian workplaces to become generally international competitive. The instruments used were directed to a simultaneous design and process orientation in a broad based socio-technical systems approach.
3. One of the main success factors seems to be the legitimacy of the changes to which the work of SBA has evidently contributed.
4. As an aspect of success, about 64% of the enterprises involved were planning to continue the SBA initiatives after the programme's end.
5. SBA seems to mark an endpoint of an era in which industrial relations has been the generative force in determining the imperatives for Norwegian working life (xi). According to the evaluators, there is a shifting dominance from the industrial relations to the industrial policy arena with a strong industrial relations underpinning. (xiii) A "cross-fertilization" of the SBA approach should be initiated throughout all Norwegian development programmes.

Supporting factors for SBA success were:

1. "Key supporting factors include SBA's tailor-made instrument packaging with its direct participatory and socio-technical systems approaches; that the work was funded, and that the ownership structure provided the potential for inter-organizational and inter-sectoral networking with national legitimacy" (vi)
2. a high level of professional competence within the secretariat of the programme. (vii)
3. a national coalition of actors linking the micro with the macro level and providing legitimacy, mobilization potential and funding. (vii)

Limiting factors were:

1. "The labour market partners and the government only gave lip service to the role of direct participation in assisting Norwegian industry to become internationally competitive" (viii). "SBA was not a core player in the competitive and power game" (loc.cit.). It was stated that the basis was rather a compromise than a consensus on a national level which caused several turmoil in implementing the programme.
2. The SBA approach was encapsulated within the traditional action research and socio-technical tradition rather than opening new ways in synergetic networking.
3. The main critique goes to the lack of an integration in industrial policy. The evaluators state that the "policy and resourcing of SBA successors must be strategically placed with the development of industry policy." (xi).
4. "Huge discrepancy between the resources (time and personnel) and the objectives of the programme" (x)
5. "Insufficient learning taking place within the secretariat between private and public sector projects".(x)

Further recommendations were given for

- a linking of micro and macro activities;

- a targeted central funding;
- an extension of education curricula;
- further development of the plurality of institutions, "which is a strength and should be capitalized on" (xiii);
- a preservation of the SBA approach which represents some major scandinavian learning experiences.

In order to provide an impression of the scope and criteria of the evaluation, two general remarks should be added:

1. It should be kept in mind, that a 5-year programme is able to initiate links between micro and macro level. But it is evident that this can only be on step within a longer process of developing a national cooperation and innovation culture. Evaluating the effects and impact of the programme just at the end might ignore results that will become visible in the long run.
2. The yardsticks of the SBA evaluation were Japanese and German efforts or large and long running technology oriented programmes. One may have doubts whether it is useful to compare the fairly small SBA-programme with these large policies. They might be more applicable as background for the large Norwegian programmes in shipbuilding and off-shore oil industry.

2 Scheme Activities

1 Scheme	
Name of Scheme: The Joint Action Programme - Enterprise Development (HABUT/HF-B)	
Address: Confederation of Norwegian Business and Industry (NHO) PO Box 5250 Majorstua N-0303 Oslo	Country: Norway
Phone: +47.2.965000	Type: Programme
Fax: +47.2.695593 (also to be reached by LO)	Geographic Coverage: National
2 Character of the Scheme	
Initial Goals - Changes during Implementation The name of the programme is derived from the agreement between the Norwegian Employers' Confederation (NAF, later: Norwegian Confederation of Business and Industry, NHO) and the Norwegian Confederation of Trade Unions (from 1982-1991 the abbreviation was HABUT, and then changed to HFB). Since the start in 1982 the program has been revised every year. There is no date set for termination. The general trend in funding is a gradual increase. It is operated by a small secretariat. The secretariat is not financed by the programme but by the unions and employers' confederations. The program was run in close cooperation with the action research activities of WRI, Oslo, as a supporting institution. The programme is directed by a board in which the social partners and action researchers are represented. The programme is administrated by the employers and unions and financed by a bi-partite fund. For projects within firms, the management has to contribute to the costs to a large amount. Since 1991 HFB has initiated support schemes at industry level for which the branch organizations of unions and employers are responsible.	
Specialized on Participation / Participation as one Element among others: Since 1991 HFB has initiated support schemes at industry level for which the branch organizations of unions and employers are responsible. In 1992, there were support schemes in five sectors, in 1993 it has been broadened to seven sectors.	
Basic Objectives for Participation Measures: Participation is the main issue and core of the programme. The programme objective is to develop organization in order to make enterprises successful, to secure employment and improve working conditions. Participation is one aspect in an integrated approach and a core element in strategy and planning processes. A broad participation of employees throughout the project has to be managed.	
Targeted Sectors & Target Groups: In 1992, there were support schemes in five sectors, in 1993 it has been broadened to seven sectors. The HFB-programme is focusing all sectors in industry covered by the basic agreement, while public services are not included. But since the end of the SBA activities it is discussed whether the scope of sectors should be broadened. The target groups of HFB are single companies including works councils, groups of companies, unions and employers' federations. A cooperation of management and unions is intended and has to be initiated at the beginning. The successful establishing of this cooperation is one of the selection criteria of the programme. The second criterium is that the projects must be related to the overall business strategy of the company.	

3 Scheme Organization	
Start Date: 1982	Total Cost over Lifetime: 1982-1991: approx. 40.000.000,00 NOK
End Date: -	
Number of permanent Staff: 4	1992 16.200.000,00 NOK 1993 18.400.000,00 NOK no public, but bi-partite funding
4 Areas of Activity	
<p>Activities supported</p> <p>Areas of activity for projects and other measures are organizational and technological development, quality improvement, reduced cycling times and just-in-time production. There are subsidies for projects with groups of workers, dialog groups in single firms, organization of the exchange of experiences, technology development projects and initial conferences. HFB was once described as an "advanced cafeteria system" (Gustavsen 1992) where the enterprises may pick what they want to serve their own purposes.</p> <p>Several instruments were offered:</p> <ol style="list-style-type: none"> 1. moderated planning conferences ("dialogue conferences", cf. LOM-program in Sweden) within firms. The main intention of these conferences is to create effective discussions about development tasks within the company by focusing the discussion process and by fostering trust, respect, and openness. There are two different types of conferences according to the type of representation: <ul style="list-style-type: none"> - the "vertical slice"-type conference is involving selected employees of different departments of the company. This type is suitable for project recruitment. - the "all inclusive"-model which is to be chosen when broad based development processes are to be initiated. The all inclusive model is a suitable means for providing legitimization of the change process, motivation of employees, identification of issues, and preliminary process experiences. 2. single projects which means: design projects primarily focusing the shop floor level primarily working on changes in work organization. Regularly, these projects have a duration of 2-3 years and are mainly located in single firms. 3. a fellowship grant system implying to pay half the wages of union and management representatives which were given special tasks concerning the development efforts. They were expected to work in pairs. But according to several problems with this measure, this has been abandoned meanwhile. 	
5 Impact	
<p>Number of Projects funded & Type of Projects</p> <p>The present amount of participatory projects is around 21 (1991) to 26 (1993). During the 1980s the percentage of the measures granted per year shifted remarkably. While the use of conferences increased (up to about 77%), grants and direct project support decreased (from 23%/38% to 12%/11% of the annual measures). The average costs for the conferences, grants and projects were about 40000 NOK, 85000 NOK and 200000 NOK (in 1991). In 1993, 470 firms have been practicing conferences. What should be noted is the decreasing amount of "pre-structure" or "built-in" knowledge being provided, on the other hand causing a need for competent supervision of the process.</p>	
6 Trends / Evaluation	
<p>The programme has been recently evaluated by a team of researchers at the university of Oslo. Further developments of the programme at present are:</p> <ol style="list-style-type: none"> 1. two sectoral programs will be launched as prototypes for further activities in branches (in newspaper sector and in services) 2. two regional development programs will be launched partly funded by the social partners (in a north-western and a south-eastern region) 3. a new program for company development is planned ("BU 2000") and prepared to begin in 1994, financed by the Norwegian Research Council and focusing on an intensifying of research cooperations. 	

3 Further Activities

1 Arbeidsforskningsinstituttet (AFI)/ Work Research Institute (WRI), Oslo

The WRI is a publicly financed institute under the directorate of the Ministry of Local Government and Labour from which the institute receives its basic funding. The total number of researchers is 36, 11 of them are contracted researchers. The total budget in 1993 reached 17,9 mill NOK. From 1995 on, the institutes income shall be financed with an amount of 50% through contract research.

The Institute is headed by a board in which the social partners, the University of Oslo and the Norwegian Research Council are represented in. Two members of the research staff are board members, too.

WRI staff is working in teaching and training at universities, colleges, company health services and other bodies. The research areas of the institute are management, organization, and the working environment.

In 1986, the name of the Institute for Work Psychology (founded in 1965, first director: Einar Thorsrud) changed to the present one. The focus of this social science research institute has always been action-research oriented what means research by practical interventions based on cooperation in change processes. Empirical Knowledge, theories, methods and new goal are developed alike. The activities covered development projects in different sectors.

The WRI has built up a network for company development which is linked to the HFB in order to achieve a direct contact with the companies to provide relevant research findings. Regional centres of competence and networks between companies are supported.

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2 Bedriftsutvikling 2000 (BU 2000)/ Enterprise Development 2000 "Concept-driven productivity development and organizational renewal"

Starting from the assumption that Norwegian industry is facing severe problems in global competition and that holistic and intensive forms of organizational development play an important role in successful dealing with this competition, there is an initiative for a research program BU 2000. It is facing the following objectives:

- Develop knowledge about those strategies, methods, forms of work and infrastructures which are necessary to start and reinforce those organizational development processes essential if Norwegian enterprises are to participate at the leading edge of productivity development.
- Develop knowledge about how to implement knowledge about organization and organizational development.
- Establish and further develop co-operation between enterprises and organizational research so that research can play a more active role in development.

This is covering questions of effectivity of enterprise organization, networking and cooperation of enterprises, international benchmarking and national patterns of productivity, mobilization of productivity potential, and governmental support.

BU 2000 will build up a network of research groups (with 5 members each) linked to a network of companies. It is intended that these research groups will be located in regional centres, too. The programme is planned to run for 7 years with a complementary evaluation.

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PORTUGAL

1 Background

1. The Portuguese **system of industrial relations** has been characterized as an adversary type. Some of the main features of present industrial relations can be mentioned:

1. there is a lack of tradition in social dialogue among unions and employers;
2. main role of the State in collective bargaining, in the institutionalization of tripartite systems for management of social welfare and for employment in public organizations;
3. strong politicizing of union actions (directly influenced by political parties). (Kovács/ Moniz/ Mateus 1990, 22ff.)

As pointed out in recent research, the employers would prefer taking the risk of a firm closure or of a radical change rather than the risk of a direct participation of workers. The problem that remains in the system of Portuguese industrial relations is related to a certain type of industrial culture (Lacomblez 1992). There seems to be a deeply rooted mistrust on both sides of the labour market parties. The experiences of dictatorship and the revolutionary period obviously led to difficulties in developing a cooperative pattern of industrial relation.

Due to the changes in international competition, this pattern is challenged in this mid-90's, but it is still characterizing the defensive behaviour of the social partners in a permanent crisis risk management. This characteristic of industrial relations is initiated by a search for immediate rentability of the employers and a lack of interest on the employees' side on any organizational and technological change.

The largest umbrella organizations of the unions are

- Confederação Geral dos Trabalhadores Portugueses - Intersindical Nacional (CGTP-IN) which has been founded in 1970 (at this time not with an official character which it achieved in 1975) as largest of the umbrella organizations; 189 unions are integrated into it (in 1990); it has approx. 800,000 members esp. in industry and it had close links to the communist party.
- União Geral de Trabalhadores (UGT) which has been founded in 1979/80 and which is well established in service sector; 57 of the unions are integrated into it; it has approx. 300,000 members and is related to the social-liberal/ democratic parties.

246 (of 388) Portuguese unions are members of either of the large groups (in 1990). The degree of unionization is approx. 30% in private sector up to nearly 100% in the national banks, but the degree is still decreasing.

The traditional structure of the unions is oriented to "professional" and branch related unions on a regional level. This structure leads to a situation that many different unions are involved on a branch level, e.g. in the Portuguese Railway 28 unions are active (Naumann 1993). UGT tried to build up new industry structure oriented unions, but members are lacking in some branches. CGTP-IN on the other hand has reached a stability of the structure. Since the late 1980s, there was a tentative approaching of both the organizations.

The unions main issue is employment. The issue of technology and workers involvement are not considered in negotiations between the social partners (Kovács 1989).

The structure of the employers' organizations is still similar to the former "gremios" (as historic predecessors). There is a trend towards small and smallest organizations and a lack of nationwide or branch oriented structures. The largest national employers' confederations are CIP as leading unit for industry, CAP for agriculture and CCP for the trades

Wage negotiations are legally regulated. Contracts become valid by being published in the Bulletin of the Labour Ministry. But there is a lack of arbitrary regulations. (Naumann 1993)

On a national level, there are continuous consultations in the "Comissão Permanente de Concertação Social" (Commission for Social Concertation) as organization of the "Conselho Económico et Social" (Social and Economic Council) since 1991. Government, employers' confederations, unions, and other representatives are members of these bodies.

After a long struggle, in 1990, there was an "Acordo Económica e Social (Agreement on Social and Economic Policy)" (which has not been signed by CGTP) regulating working time structures, "flexibility" and defining further topics to be discussed. In 1991, there was an agreement on vocational training and health aspects at workplace level (signed by CGTP). Both agreements have been accompanied by agreements on company level. The national Council may evolve as an arena for tripartite debates and agreements on a national level. (Naumann 1993)

On a company level, there are "comissoes de trabalhadores" (workers delegates) which have information and consultation rights on general strategies of the company. They have closely been related to CGTP activities, because there is no dual system of representation as is e.g. in Germany: negotiations on collective agreements can only be made by the unions according to the regulations in the Portuguese constitution (article 56, no 3).

But a decreasing influence of the delegates is reported (Ahland 1993). The rights and activities of the delegates are normally defined by an agreement. But as stated above, there are few initiatives on new technologies, participation, or vocational training.

2. For the Portuguese **industry policy**, there is a public scheme fostering participation in innovation processes: the PEDIP programme. This national development programme for industrial modernization started in 1990 and is now starting its second phase. (described below)

PEDIP is a program to support industrial investment, but in a coordinated way controlled by the Administration and supported by the European Community's structural funds. As in other countries, the approaches related to participation of employees are connected to quality improvement programmes and studies on the reorganization of work. The PEDIP program is including these items in supporting measures. Several basic studies have been launched during the first programme period, e.g. a study for CGTP on "Technological and organizational changes in industrial work" (Kovács/ Moniz/ Cerdeira 1992), another one for UGT on "Technological modernization: implications for the employment structure" (Challenge 1991), and a final one on "Flexible manufacturing systems and re-organization of work" (Kovács et al. 1992). These research activities held under the PEDIP umbrella were followed by public discussion of pertinent issues organized in conferences, and supported by the publication of books, leaflets and training sessions. There are also valuable cases of industrial firms that applied some of new concepts of work organization and participation of employees at the shop-floor level.

According to research findings on Portugal (Cristovam 1989), the participatory strategies are closely related to the implementation of Quality Circles, and especially in multinational companies. These strategies imply a pressure on hierarchical structures in the companies and cause a certain re-distribution of power. Taking into consideration other empirical studies, in the late 80's, there were 7 to 8% of portuguese firms which were using new forms of work organization (i.e. semi-autonomous working teams, task enrichment, quality circles), but almost 40% of the companies were intending to implement quality circles. Another case study has underlined this trend referring that 25% of the cases pretended to promote the creation of circles, while semi-autonomous groups were intended only by 5% of the firms (Kovács 1990). Nevertheless, it seems that at least for some firms the rigid work organization is not efficient any more.

In the early 90's, the CGTP report underlines that the production cells and semi-autonomous working groups are existing in more than 30% of industrial firms, and quality circles in almost 12% of the cases (Kovács/ Moniz/ Cerdeira 1992, 100), which indicates that the expectations on this last type of organization are decreasing: in fact quality circles have been a fashionable model that has being replaced by other types of organization. But in approx. 21% of cases, the working teams are planning their one tasks. "Firms want to promote different forms of work organization with economical aims, as productivity increase, quality improvement, quick response to orders, labour flexibility, better use of workers potentialities, job reduction, reduction of inactivity and dead-times, among others".

The control of the overall organization and its internal dynamics is a preliminary condition to initiatives to implement workers participation. This can explain why quality circles can be found especially in multinationals: most of them use procedures defined at the mother-company to implement a dialogue and involvement policy in all firms.

Nevertheless, the needs for a reform of the production structure are not compatible with the traditional organizational practices. Most of the companies innovation policies are not rooted in the social dimensions of the modernization processes. Most decision makers in companies still think that technological growth is sufficient to adapt manufacturing structures to the new industrial needs. Thus, a major effect for the introduction of new technologies lays on organizational design practices that are, most of the times, quite contradictory (Kovács 1990): while some approaches try to develop a polyvalent task for new machinery operators (programming, planning, quality control, maintenance, etc.), others deepen strategies for specialization of tasks performed by less (and even more less) qualified workers.

Mostly, the marginalization of workers in this process may compromise the success of that reform. In this sense, a follow up of the experiences in the field of organizational and technological innovation in companies and public services is needed, as is a support and legitimacy of those innovation projects. Unions may get involved in those processes, and a diffusion and research of those intervention findings should be supported by the public agencies in order to maintain a permanent feed back of such experiences.

3. Concerning **promoters of participation**, as referred above, it can be stated that unions main issue for negotiation is employment. Technology and workers participation have not been considered in the negotiations between the social partners. And the process for introduction of new technologies in SMEs is being done without any intervention from unions or workers representatives. Although this happens, in most of the cases investigated, there was acceptance of the workers if there was a guarantee for jobs and an introduction of higher levels of salaries compared to other larger firms.

4. A considerable amount of **research** concerning company initiatives in participation has been done during the recent years (cf. Kovács 1989). Although there is some amount of published research work in languages others than Portuguese, and a substantial quantity of other publications in Portuguese, research findings have not yet contributed to a new industrial culture as would be necessary. It is evident that some research teams are working in empirical field, but most of them are located at the Universities. Is expected, nevertheless, that in the next years a broader discussion will start involving experts who are working in some of the industrial infrastructures created by the new modernization policies: the so-called "Technological Centres" (belonging to the Ministry of Industry networking with the sectoral entrepreneurial associations), and S&T-Parks or innovation and technology transfer centres.

2 Scheme Activities

1 Scheme	
Name of Scheme: Strategic Programme to Vitalize and Modernize Portuguese Industry (PEDIP II)	
Address: Direcção Geral da Industria (DGI) Av. Conselheiro Fernando de Sousa, 11 P 1092 Lisboa CODEX Phone: +351.1.659160 /61 ... /69 Fax: +351.1.691042	Country: Portugal
	Type: Programme
	Geographic Coverage: National
2 Character of the Scheme	
Initial Goals - Changes during Implementation PEDIP II is the strategic programme to vitalize and modernize Portuguese Industry and to support it in gaining competitiveness, responding to technological and market changes, and encouraging modernization, diversification and internationalization of industrial structure. Its primary aims are (among others): <ul style="list-style-type: none"> - creating a favourable environment for structural adaptation to internationalisation of markets, minimizing the difficulties which arise from the upheavals generated by that process; - anticipating inevitable changes in the industrial system and conditioning elements which form a framework for to use of production factors. 	
Specialized on Participation / Participation as one Element among others: Basically, PEDIP II is a programme to support industry in modernization processes. Among the projects of the first programme (cf. above) there were several projects related to trade union activities, or demonstration projects in the area of productivity and quality oriented to foster workers participation in decision making. This type of projects is still supported and will focus explicitly on new forms of work organization and the application of working groups. Involvement is one of the aspects included in this type of projects. (esp. in measures 4.6, sub-programme 4: i.e. new forms of work organization)	
Basic Objectives for Participation Measures: Participation is seen as one element in modern forms of work organization and it may be used in demonstration projects. Involvement is focused as well in other areas of the programme: i.e. skill formation and human resources (measure 5.3) and vocational training for demonstration projects (measure 5.2)	
Targeted Sectors & Target Groups: PEDIP is directed towards manufacturing industry with a specific focus on textile and garment industry.	

3	Scheme Organization	
Start Date: 1994 End Date: 1999	Total Cost over Lifetime: 2.351 mill ECU (Presently, there are no figures available on how much of this amount is to be spent for involvement oriented projects)	
Number of permanent Staff: (not available)		
4	Areas of Activity	
Activities supported PEDIP II is supporting industry by Industrial Innovation projects, by initiating inter-company cooperation, by certification consulting and the implementation of quality assurance-systems. Main areas of activity are as well: vocational training related to productivity aspects, organizational innovation, quality aspects and health and safety aspects.		
5	Impact	
Number of Projects funded & Type of Projects Presently there are no figures available.		
6	Trends / Evaluation	
For the first period of the PEDIP-programme cf. above. The second programme has recently been started. Accordingly, there is no information available for this point.		

SPAIN



1 Background

1. Homs/ Mana (1991, 6) have underlined that the Spanish **system of industrial relations** can be defined as a "conflict-determined system". This is based on the fact that there are no macro-agreements between the social partners. The discussions about innovation are limited to the effects that new technology can have on the employment structure. "In general, there has been a lack of debate between the two parties on technological options regarding job quality and the social aspects of new technology".

Since 1978, union activities are granted by the Constitution. Based on that, there are two basic laws: the "employee statute" (Span. abbrev.: LET) allowing works councils (Comité de Empresa) and employee delegates (Delegados de Personal) as company internal involvement structures, and the union law (Ley Orgánica de Libertad Sindical (LOLS)) regulating the status of unions in the enterprises.

Wage contracts e.g. have a legal status due to the LET. They are valid for all employers and employees in its area of validity. "Non-legal" contracts are also possible but limited to the signing groups represented. Collective agreements can be negotiated by works council or delegates and management on a company level concerning restructuring of the production structure. But this is not legally regulated.

There are two large union confederations:

- Comisiones Obreras (CC.OO) which have been initiated in the 1950s by communist and left-wing catholic groups; it was founded officially in 1978 and had close relations to the communist party (PCE).
- Unión General de Trabajadores (UGT) which has been founded in 1888 and was rebuilt in the 1970s with close relations to the socialist party (PSE).

For both confederations an increasing distance to the political parties is reported (Kramer 1993). There are several other unions to be mentioned with a regional orientation (ELA-STV in Basque, CIGA in Galicia) or different political orientation (USO with christian background, CNT/CGT with anarchist background and decreasing influence). The degree of unionization is fairly low (10-15% according to Kruse (1993), 16% according to Kramer (1993)).

The activities of the unions and activities in the companies are closely related while both are formally independent. Unions often play the initiating role in order to gain the "status of representativity" which is necessary for taking part in further negotiations in different areas. (Kramer 1993)

The largest employers' confederation is the Confederación Española de Organizaciones Empresariales (CEOE) with several branch organizations as members as are e.g. AEB for banking sector or CONFMETAL for metal industry. CEPYME is a confederation especially for small and medium sized enterprises.

The period between 1977 and 1985 was called the "Concertation" period. Several national tripartite agreements have been signed by government, employers and unions. E.g. in 1980/81, there was an agreement on employee representation. But beginning with the agreement on employment (1981) the tensions (esp. between government and unions) grew due to increasing unemployment rates. Finally, the "Social and Economic Agreement" (1985) has not been signed by CC.OO. The lack of implementation and the deficiencies in social security regulations became evident and avoided further activities and national tripartite agreements. (Kramer 1993).

In 1992, CEOE and UGT/CC.OO have signed a frame agreement on vocational training which was intended to be organized by government. A levy for the restructuring of training should be implemented. (Kruse 1992)

2. Looking at the **political background** of participation issues in innovation, it can be stated that most of the existing national programmes on R&D have a budget assigned primarily to basic and applied research and for training of research staff. There is an Industrial and Techno-

logical Actuation Plan (PATI) including several programmes. The existing programmes for technological innovation (like e.g. PAUTA, PEIN, BQM) are oriented towards basic technologies (robots, sensors, AI, software), or the development of manufacturing systems (FMS, flexible storehouses, inspection and quality control) and local industrial networks. The social aspects of production systems and the empirical and applied research on socio-economical aspects of innovation or modernization are not included in these schemes.

As Homs/ Mana (1992, 17/18) mentioned, "in a wider framework, the legal provisions related to the organization of labour, labour law and industrial relations should be adapted in the future in order to facilitate cooperation between entrepreneurial associations and trade unions. In this field different national programmes should be introduced to facilitate technical retraining and re-qualification of workers affected by technological change. These programmes should be integrated in the framework of a national development plan, previously agreed by the entrepreneurs and the trade unions". But this framework did not found conditions to be applied, yet.

Nevertheless, some large-sized firms have already included the issue of participation in collective agreements with the unions (Castillo 1992, 34 and 38). But in most of the firms analysed in this report, the participation schemes are related to quality management activities, especially in the automobile sector. The approaches on a company level which promote active involvement of employees are basically determined by at least one of the following reasons pointed out by Castillo (1992, 20):

- a) a fusion or by-out processes implying a mix of organizational cultures;
- b) restructuring processes in order to involve employees to decrease absenteeism or to improve quality;
- c) the need to develop efficient information systems with new techniques in order to improve the information flows along the hierarchical structure;
- d) copying influences of sectorally or regionally dominating companies.

Normally, successful involvement approaches in Spanish firms can be found in cases when participation is considered as a production factor (Castillo 1992, 21).

But it should be kept in mind that the traditional form of work organization in Spanish factories is strictly hierarchical and separated into several levels of management. This is an effect of traditional tayloristic approaches and - related to that - a basic mistrust between management and workers in many cases (Kruse 1993). New approaches have been primarily initiated by foreign companies.

3. Although not analysing the **position of social partners** at a national and organized level (unions and entrepreneurial associations) in detail, Castillo (1992) gives valuable information about the summarized position of social partners at the company levels. It is concluded that the implementation of involvement oriented activities have to face different types of resistance and obstacles. The most important obstacle is a structural one: the rigid hierarchy that characterizes the Spanish firm. This obstacle maintains and feeds cultural resistance at all hierarchical levels.

According to Homs/ Mana (1991, 34), "the unions feel that the union representatives must receive basic training in the new technologies, to enable them to negotiate on equal terms with the management. They base their policy on the hypothesis that the labour cost of any technical innovation is not a result of the technology itself, but of the type of organization in which it is implanted, and this has been very influenced by Taylorism in Spain".

In the same way, Castillo (loc.cit.) underlines that the behaviour of Workers Committees or Unions are normally reserved, depending on aspects related to the company strategies. In other words, when workers representatives are informed or asked to take part in the investment decision process, they regularly do not refuse changes. When the decisions are taken unilaterally, the refusal mechanisms are emerging in all companies. The motivation aspects

related to employee involvement are a long-term policy matter rather than a managerial instrument for immediate results.

On a national level, in 1989 there was a "Propuesta Sindical Prioritaria" (programme) of both the large union confederations demanding increased participation and negotiations related to the implementation of new technologies (Kruse 1993). But there are few visible initiatives relate to that until now.

4. Concerning **research traditions** it can be stated that there is some sociological research in Spain. There is quite a large group of Spanish sociologists and other social scientists who are doing empirical and theoretical investigations into participation or work organization and innovation issues.

2 Scheme Activities

There are no specific public programmes that aims the increase of direct involvement of employees and/or unions in the decision process for innovation and technological changes, as is mentioned by Castillo (1992). At a regional level there are some interesting experiences, especially in the Basque Country (Mondragón) (cf. Greenwood/ Gonzales Santos 1992), and in Catalonia related to regional workers' cooperatives.

SWEDEN



1 Background

1. The Swedish **system of industrial relations** is based on a long tradition of tripartite cooperation starting with the Saltsjöbaden Agreement of unions and the employers' confederation in 1938 regulating collective bargaining and industrial action. The regulations developed are predominantly consensus oriented. Following the basic Saltsjöbaden Agreement, in the 1940 several agreements were signed regulating safety and health (1942), vocational training (1944), works councils including management and unions representatives (1946) and time-and-motion studies (1948). One main agreement in the 1980s is related to participation on the workplace level in 1982 (Agreement on Efficiency and Participation), focusing on the delegation of authority to foremen and workers. It served to companies and employees well by bringing back participation to the workplace (cf. below). (Swedish Institute 1994, 3)

The central organizations in Swedish Labour Relations are Swedish Trade Union Confederation ("Landorganisationen i Sverige", LO) founded in 1898 representing 2.2 mill members (85% of blue collar workers) in 21 member unions, the Confederation of Professional Employees (Tjänstemännens Centralorganisation, TCO) formed in 1944 representing approx. 1.3 mill members (75% of white collar employees), the Swedish Confederation of Professional Organizations (Sveriges Akademikers Centralorganisation, SACO) founded in 1947 with approx. 370.000 members in 25 national unions. LO and partly TCO are organized according to the principle of industry unionism. SACO and TCO formed bargaining alliances to some extent in the private and public sector (Privattjänstemannakartellen, PTK) but their influence diminished in the 1980s. For the employers' side, the largest organization is the Swedish Employers' Confederation (Svenska arbetsgivareförbundet, SAF) founded in 1902 and representing about 42.000 member companies in 36 member organizations (employing 1.2 mill. people). For the public sector the National Agency for Government Employers (Statens Arbetsgivarverk, SAV) is to be mentioned representing state authorities employing 312.000 people, and the Association of Local Authorities (Svenska Kommunförbundet) representing 286 municipal governments employing 725.000 people.

In spite of the changes in policies and government, the trade unions still play a prominent role in Swedish society which is a result of the general welfare policy and active labour market policy carried out during the last fifty years. They are still the main representation channel of the workforce.

Experts state a visible weakening of the "Swedish Model" of industrial relations during the last years. Employers begin to prefer local based wage negotiation. On the other hand, European integration may have an impact on Sweden's full employment policy which will be increasingly difficult to be implemented successfully.

2. The **political context** is characterized by a long time domination of Social Democratic Party government, working closely with the trade union movement, and welfare policy. Work life research and organizational development have been accepted as subject of policies during the seventies and eighties. The cooperative structure of programmes is indicated by bi- or tripartite boards and steering groups controlling the programmes but the employers' organization SAF stopped their representation in all formal governing boards of public authorities in 1991.

One of the characteristics of the Swedish system of industrial relations during the 1970s was the change from agreement based regulations to legal regulations. The legal regulations for participation have been set by the Act on Co-Determination at Work (MBL) in 1977. MBL is applied to all workplaces where at least one union member is employed. It is a basis for co-determination and negotiation in different sectors but less emphasizing cooperation in the representative bodies initiated. It is focusing the unions' representation and consultation at different levels of the company in order to support the rights of the individual union member. Works councils have been abandoned in favour of specific groups focusing problems of health and safety e.g. A second legal basis is the Work Environment Act (1978) regulating the basic structures of working conditions. The Work Environment Act is comparable to the regula-

tions in Norway but not as detailed in specifying principles for the work environment. It enables the unions to support the improvement of working conditions. Safety representatives may stop dangerous work under certain circumstances. (Swedish Institute 1994, 3)

3. The **positions** of the social partners to participation are framed by the 1982 Development Agreement ("utvecklingsavtalet"). This basic agreement of employers' organizations and unions is stating that the increase of efficiency and productivity without causing unemployment is a matter of common interest for the company and its employees. Three main areas were defined as crucial: work organization, technology, and the company's financial situation. According to that agreement, cooperation of unions and employers' organizations in developing evolved in different areas: development of semi-autonomous work groups, job enlargement and job enrichment, and measures to improve productivity. It can be stated that participation as a core element of work structuring and organizational development has been accepted. The national agreement was supplemented by several sectoral and local agreements.

What should be noted is the shifting towards a development perspective and an overcoming of the 1970s' debates on co-determination or co-influence. First attempts of the unions have been made by the 1971 decision of the LO-congress calling for greater participation in decision-making and extending the unions' influence which led to the labour regulations in the 1970s. According to experts' statements, there were parallel debates on the role of participation concerning work environment problems and productivity problems in the 1970s and 1980s. Presently, participation is agreed to be a prerequisite to modern work organization fostering productivity and healthy workplaces.

4. In Sweden, there is a certain **research tradition** in action research, work structuring and organizational change closely related to publicly funded programmes and initiatives. This was initiated in the 1960s when a number of projects were launched to increase humanization of workplaces as well as productivity. Socio-technical principles were used and further developed.

A cooperative tradition in joint programmes and projects has been further developed until the 1980s. Two programmes of this period are to be touched in particular:

1 Development Programme (1983-1988):

The Development Programme had a budget of 70 million SEK. Some 40 companies and public agencies participated and launched development projects. The programme's main focus was on development and directed to practical effects, not primarily on scientific research as was in earlier initiatives.

There is a remarkable common perspective of government, employers and unions formulated in the programme:

- a. The programme intended to foster a holistic vision of new technologies trying to initiate an integration of technology, personnel, work organization, and profit concerns in the shaping process.
- b. A second core element was the maintaining and development of skills instead of a replace of competencies as a future perspective in industrial production.
- c. This should be supported by an active involvement of employees and unions in the development processes.
- d. The program financed subsidies for consultants of project groups, training activities, and transfer and dissemination facilities.

The primary objective of the projects was the initiation of an intensive learning process within the company: "towards a learning organization". Therefore the programme focused on discussion processes to enable all groups and departments within a firm to get closer together. A follow up-programme was initiated in 1989: The "L-programme".

2 LOM-programme (1985-1990):

This programme, named according to the Swedish acronym for Leadership, Organization and Co-Determination, has become prominent in scientific discussions and in policy debates. In the late 1980s, it was a new and different approach compared to the research and experiment oriented activities. It was funded by the SWEF involving about 100 firms during its running time.

The LOM-programme's intention was to initiate cooperative development processes for new production structures focusing, firstly, on the process of initiation and problem definition within the firm, secondly, on the continuity of the change process, and thirdly, on the distribution of the results. Therefore, it can be stated that this was the first of the Scandinavian programmes which implemented a reorientation of the strategy: primarily focusing on the process, the initiation of a "communicative infrastructure" within the firms incorporating as many of those concerned as possible was seen as a main precondition to practical design work. The other element was a support offered to communicative learning and development processes by an initiation of innovative networks.

Accordingly, the basic concepts of the LOM-programme were twofold:

1. The "democratic dialogue model" of "those concerned". This was operationalised by "dialogue conferences" as main approach. This conference is bringing together management and employees of one or several firms in order to discuss central problems and useful projects. It is performed outside the company area and has an average duration of 1 to 1 1/2 days. The main problems of the company and the first steps to their solution are to be broadly discussed there. A "deep slice" of the firm's employees and management should be represented (broad approach of involvement in defining problems). This is to be seen as a further step in implementing the holistic restructuring approach on the level of single company.
2. In order to broaden the scope of experiences, LOM additionally tried to initiate branch clusters or regional clusters of firms. It was stated that not a single firm should be the unit to be changed but to initiate stable cooperation and an innovative environment. The LOM-programme was the first attempt to a systematic initiation and application of clusters or networks (working on the transfer and dissemination problem) as a creative or innovative basis.

Some of the results of the evaluation done by a group of international scientists should be mentioned:

- The conceptual gain was the process oriented approach instead of single purpose project approaches. The conferences were quite successful in initiating discussions within the companies. But there was a lack of guiding instruments thereafter. There was a "considerable skepticism with regard to the overall degree of process control achieved by the programme" (Naschold et al 1992, 12)
- The mobilization did not penetrate the everyday work processes in the companies as comparable Japanese approaches did.
- Many of the clusters did not become continuous. It was stated a "certain artificial quality" that held as long as scientists were able to support the clusters.
- A last point is, that compared with Japanese "Kaizen" and total quality approaches, LOM managed to initiate communication but it was lacking an explicit connection to aspects like quality and productivity in order to transfer the initiative to practical changes.

Three structural limitations were diagnosed:

1. The radical and egalitarian process orientation of the programme is ambivalently evaluated. The form of exclusive process orientation is one of the programmes' strengths but also precludes any efforts towards a design orientation of the programme.

2. The programme was lacking instruments to support the continuation of restructuring processes. The dialogue conference was sufficient for a start-up, but further instruments have to be used.
3. An under-utilization of programme resources was found, esp. the time perspective for the projects as for the programme as a whole seemed to be too short.

Looking at company initiatives, one of the best documented change initiatives is the ABB company-internal "T-50" programme (1990-1993). The ABB T-50 programme is an internal renewal programme of one of the largest electric & electronic companies. It was aiming at a reduction of all input factors of each product to 50%. Higher efficiency and productivity was the main objective of a large restructuring effort covering the whole company which defines itself as "multi-domestic" instead of multinational. The aim was to reach a higher market performance and directed to that e.g., a reorganization of production based on work flow instead of functional layout in a decentralized and regionally embedded company structure focusing on a human resource oriented strategy - and it seems as if it succeeded. The T-50 programme is financed to some extent (more than 100 bill SEK) by the Swedish Working Life Fund.

Presently, a shifting emphasis from psychological and experimental humanization-oriented approaches to a more profit oriented way of restructuring can be observed: Changing labour market and world market conditions obviously lead to new goals in policies adapted by the social partners and by the government. But as could be observed, humanization-oriented approaches may be more profitable than traditional ones. So, the shift is towards an integration of both aspects.

What can be stated for Sweden as for most other European countries is a broad debate on new management strategies drawn up by employers which focus on the individual worker. The situation may lead to a by-passing of union influence if the unions were not able to change their image (cf. losses in membership, esp. among younger workers).

Compared with many other European countries, one **specific aspect** is the broad approach in workplace reform, work restructuring, and participation based in Swedish society (as is in Norway). The holistic approach in innovation and organizational restructuring is broadly accepted and supported by a long term policy of involvement of employees in different programmes and approaches.

2 Scheme Activities

In Sweden there are two different types of initiatives in work oriented change. The first one is a "modular" 5-year activity focusing on the development of specific aspects in working life. Contrasting to that there are initiatives like the Swedish Working Life Fund or comparable activities. These activities are started for macroeconomic reasons in order to "cool down" an overheated economy and inflation tendencies. One example is the "Renewal Funds" which started in 1985. Companies had to pay 10% of their annual profits into a national bank account. Within a five year period, the money could be withdrawn from the companies for education, training, and development purposes.

According to an expert, a "reform" is applying a specific set of instruments to initiate and implement the changes desired while a "programme" acts as an organization aiming at the implementation of change.

It should be noted that instead of a magnitude of programmes and initiatives there is no strictly integrated policy approach in Sweden but a broad cooperation on different levels among institutions and researchers.

1 Scheme	
Name of Scheme: Arbetsmiljöfonden (AMF) / Swedish Work Environment Fund (SWEF)	
Address: Arbetsmiljöfonden (AMF) Box 11 22 Olof Palme Gate 31, Plan 3 S-111 81 Stockholm Phone: +46.8.7910300 Fax: +46.8.7918590	Country: Sweden
	Type: Fund/ Organization
	Geographic Coverage: National
2 Character of the Scheme	
Initial Goals - Changes during Implementation <p>The SWEF is a permanent organization. According to the research orientation in the 1970s, it was focusing on physical work environment and psychological factors. Meanwhile perspectives of the work are broadened. SWEF is now aiming at the improvement of working conditions by financing research and development, information and training all over Sweden and in all industrial sectors. SWEF is acting as a controlling institution as well as conducting institution.</p> <p>SWEF is an autonomous government agency, managed by a board of directors in which representatives of the social partners are working together. It is financed by a work environment levy. The administrative responsibility is to the Department of Labour.</p>	
Specialized on Participation / Participation as one Element among others: <p>Participation of employees is a core aspect in SWEF's development activities, but less important in research.</p>	
Basic Objectives for Participational Measures: <p>Participation is considered to be a necessary element or accelerator especially in improving working conditions.</p>	
Targeted Sectors & Target Groups: <p>The areas of concern are problems of work and health, work and business, infrastructural support covering research, development, experimental activities, transfer and the dissemination of information. The Fund's mission is risk reduction in work environment, making work rewarding, participatory and effective. Therefore, the general areas of activity are organizational development, human resource management and technological development.</p> <p>The main target groups are of these activities are single companies or groups of companies, unions, individual workers and groups of workers, and branch networks.</p> <p>There are selection criteria for projects:</p> <ol style="list-style-type: none"> concerning research projects: The project must be of relevance to practice and at the same time, the excellency in theory and methodology has to be evident. Regularly, the research is conducted by universities or research groups, not by the fund itself. concerning development projects: The project must be of relevance to practice, secondly, an active cooperation with companies and other organizations must be initiated, thirdly, the co-financing of the firms is necessarily initiated. In case of economic success for the firm there is an obligation to refund the costs. 	

3	Scheme Organization	
Start Date: 1972 End Date: permanent	Total Cost over Lifetime: per annum 500,000,000.00 SEK Degree of public funding: 100%	
Number of permanent Staff: 60		
4	Areas of Activity	
<p>Activities supported</p> <p>The activities supported by SWEF are subsidies for projects with groups of workers, dialogue groups in single firms, organizing the exchange of experiences, distribution of information, subsidies for consulting and training, initiating dialogue conferences and development projects.</p> <p>Presently there are several sub-programs:</p> <ul style="list-style-type: none"> - a programme focusing on continuous improving of production processes (in cooperation with an employer's organization); - a lean administration programme; - a programme focusing the organization of construction work as a service (with NUTEK); - a programme on man machine interfaces (in cooperation with NUTEK). 		
5	Impact	
<p>Number of Projects funded & Type of Projects</p> <p>About 100 (1991) to 120 (1993) participational projects have been subsidized and about 300 companies were involved in the funds activities each year.</p>		
6	Trends / Evaluation	
<p>Every programme financed by the SWEF is evaluated by varying groups of evaluators.</p>		

1 Scheme	
Name of Scheme: Learning (L)-programme	
Address: Learning (L)-programme Box 11 22 Olof Palme Gate 31, Plan 3 S-111 81 Stockholm Phone: +46.8.7910300 Fax: +46.8.7918590	Country: Sweden
	Type: Programme
	Geographic Coverage: National
2 Character of the Scheme	
Initial Goals - Changes during Implementation <p>The L-programme is a national 5-year research and development programme of the SWEF. The programme started in January 1990 and will end in September 1995. The L-programme is directed to the development of knowledge about learning at work.</p> <p>The basic objectives are the improvement of working conditions, learning and leadership, and supporting the development of the "learning organization".</p> <p>The primary objectives of the L-programme are:</p> <ul style="list-style-type: none"> - development of knowledge about learning at work; - supporting development projects at workplaces focusing learning processes; - dissemination of experiences; - supporting research on learning at work. <p>There is a national secretariat (at SWEF) and a tri-partite steering committee for implementing the programme.</p>	
Specialized on Participation / Participation as one Element among others: <p>Any organization that would not accept employee participation will not participate in the programme and will not be supported with subsidies or consulting.</p>	
Basic Objectives for Participational Measures: <p>Participation is seen as a central element of a learning organization.</p>	
Targeted Sectors & Target Groups: <p>The target groups are single companies or groups of companies, most of the projects are single firm or public agencies projects.</p> <p>Activities supported are dialogue groups in single firms, subsidies for consulting, organization of seminars, and the initiation of conferences.</p>	

3 Scheme Organization	
Start Date: January 1990 End Date: September 1995	Total Cost over Lifetime: 1991 2,000,000.00 SEK 1992 8,000,000.00 SEK 1993 15,000,000.00 SEK 1994 20,000,000.00 SEK 1995 5,000,000.00 SEK Degree of public funding: 70%
Number of permanent Staff: 3.4 (average)	
4 Areas of Activity	
Activities supported <p>There are various means for the exchange of experiences ("state of the art" reunions, workshops, conferences) organized by the programme.</p> <p>The L-programme is supporting development activities at workplaces focusing learning projects, a second focus is on training supported by external (scientific) consultation, and a third aspect is the initiation of exchanging experiences between companies, public organizations, different business sectors and researchers. "L" stands for "learning organization" directed to problems of human resource management, vocational training, and organizational development.</p> <p>Activities supported are dialogue groups in single firms, subsidies for consulting, organization of seminars, and the initiation of conferences. 70% of the projects' funding comes from the SWEF. There is a compulsory funding by the employers.</p>	
5 Impact	
Number of Projects funded & Type of Projects <p>About 40 (1993, compared to 10 in 1992) projects in many industrial sectors have been launched. There are no figures available on the involvement of companies or workers.</p>	
6 Trends / Evaluation	
<p>The programme is still ongoing and not yet evaluated.</p>	

1 Scheme	
Name of Scheme: Arbetslivsfonden (ALF) / Swedish Work Life Fund (SWLF)	
Address: Arbetslivsfonden (ALF) P.O.Box 4014 S 13104 Nacka	Country: Sweden
Phone: +46.8.7183460	Type: Fund / Programme Public Authority operating for a limited period of time
Fax: +46.8.7169710	Geographic Coverage: National
2 Character of the Scheme	
<p>Initial Goals - Changes during Implementation</p> <p>This presently is the largest Swedish approach in supporting restructuring processes. The capital was acquired from all employers giving 1.5% of the overall income sum to the fund from September 1989 to December 1990. The money will be spent within five years from July 1, 1990 to June 30, 1995.</p> <p>The fund is managed by a board of directors with representatives of the different political institutions and of the social partners. The central office is at Stockholm. 24 regional sub-organizations with their boards and 3-4 people staff were founded which contribute to their own projects or programmes.</p> <p>The projects run by the companies have three major objectives:</p> <ul style="list-style-type: none"> - Improving the working environment; - Stimulating new workplace organization; - rehabilitation of employees on long term illness leave. <p>There are three elements to be increased: better health for the individual, higher profitability for the companies, and in effect decreasing costs for the social system.</p>	
<p>Specialized on Participation / Participation as one Element among others:</p> <p>SWLF's objective is to increase productivity and to increase of work environment. It is not research oriented but directed to initiate changes on a workplace and company level. Participation is one aspect of the fund's work to be supported due to the experience that projects generate better results if they are participation oriented. So, participation is one of the central aspects of implementation.</p>	
<p>Basic Objectives for Participational Measures:</p> <p>Participation is not one of the Fund's objectives but the "workplace programmes" are jointly initiated by employers and employees.</p>	
<p>Targeted Sectors & Target Groups:</p> <p>Projects were funded in all sectors of industry and public administration bodies.</p> <p>Targeted groups are single companies in which workplaces should be restructured. Funds activities are directed towards management, but sponsored projects always involve the employees concerned by the changes.</p>	

3 Scheme Organization	
Start Date: June 1990 End Date: June 1995	Total Cost over Lifetime: 1,300,000,000.00 ECU = 11,000,000,000.00 SEK
Number of permanent Staff: 112	Degree of public funding: 33% A total sum of 33bill SEK has been invested related to SWLF activities, which leads to a degree of 33%.
4 Areas of Activity	
Activities supported The firms involved contribute at least for 50% of the project expenses. The social partners' organizations should formulate industry wide or branch oriented programmes. Several sub-programmes exist (e.g. for consulting). The fund is giving subsidies (30-40% of the costs) for <ul style="list-style-type: none"> - planning and implementation of integrated workplace projects; - cooperatively formulating the aims and measures to be implemented; - implementing the project within definite time limits; The company has to pay for the rest. SWLF is sponsoring approx. 25,000 projects, organized by company management. The regional branches of SWLF are promoting management to launch "workplace programmes" and to apply for financial grants from the fund to enable the company to implement the project. General areas of activity are organizational development, vocational training, human resource management, consulting, technological development, ergonomic renewal, and employee rehabilitation. Activities supported by the fund are subsidies for projects with groups of workers, subsidies for consulting, training programmes, technological development projects, the initiation of dialogue structures or conferences, and a work related rehabilitation of employees.	
5 Impact	
Number of Projects funded & Type of Projects Up to the present, approx. 25,000 "workplace development programmes" (i.e. workplace projects) were initiated. These projects evidently are of very different types and ranges of change. It has been estimated that about 23000 companies have been involved. This still seems to point at SWLF as one of the worlds' largest change programmes at present. About 1.5 mill men and 1.7 mill women have been involved in the projects.	
6 Trends / Evaluation	
The SWLF has set up a specific programme for evaluation, measuring of results, and evaluation. The evaluation of the fund's activities, done by the Swedish Institute for Working Life Research, is still going on. A sample of 1500 projects is to be evaluated.	

1 Scheme	
Name of Scheme: ITYP - Information Technology in the service sector for development in productivity and professional skills	
Address: c/o NUTEK Ulf Eklund S-11786 Stockholm	Country: Sweden
Phone: +46.8.6819100	Type: Programme
Fax: +46.8.196826	Geographic Coverage: National
2 Character of the Scheme	
Initial Goals - Changes during Implementation ITYP is a programme financed and managed by NUTEK, the Swedish National Board for Industrial and Technical Development. It has focused on action oriented research and development to increase the effective use of information technology (IT). ITYP supports the development of systems and specification tools for business, including knowledge processing, development of new IT-based services, and applications of IT for small businesses. Presently ITYP is launching new activities in which most of research and development will be concentrated, as are	
<ul style="list-style-type: none"> - IT-support to integrated public front-office services; - decentralized service production for small scale business; - network based knowledge processing; - packaging and use of interfaces for self instructional systems; - system reviews for better use and re-use of software; etc. 	
Specialized on Participation / Participation as one Element among others: Within this programme, participation is one element within a broader perspective of technological development.	
Basic Objectives for Participational Measures: Involvement is seen as a necessary precondition for the diffusion of new technologies and an improvement of working conditions, but the first task is to promote productivity in service sector and to support the growth of Swedish software industry.	
Targeted Sectors & Target Groups: Projects were funded in all sectors of (private and public) services and in software development. The intention of the projects is to provide a triangular cooperation between the software provider, the service provider (user), and researchers. Co-funding of industry is intended (by providers and users). There has to be a plan for the commercial development and marketing of the products. All projects have to promote both productivity and professional skills.	

3 Scheme Organization	
Start Date: 1988 End Date: 1996	Total Cost over Lifetime: annually 2,220,000.00 ECU (= 20 mill SEK)
Number of permanent Staff: 2.5	Degree of public funding: approx. 40% support is conditioned with pay back rules
4 Areas of Activity	
Activities supported ITYP is initiating and evaluating development projects. The programme is also financing yearly expositions and conferences. (cf. initial goals) ITYP is supporting larger development consortia, usually performing some of the activities mentioned (triangular cooperation in R&D).	
5 Impact	
Number of Projects funded & Type of Projects All projects supported have included participation of the end-users. There are no exact figures available. There are no figures available on the involvement of companies, works councils or workers.	
6 Trends / Evaluation	
ITYP is the first Swedish national development programme in service sector. It was evaluated in spring 1994 by an independent group of experts on software development and service sector development. The evaluation report has been published in Swedish.	

1 Scheme	
Name of Scheme: DUP - Technical Support and Socio-Technical development in the process industry	
Address: c/o NUTEK Klas Barklöf S-11786 Stockholm	Country: Sweden
Phone: +46.8.6819100	Type: Programme
Fax: +46.8.196826	Geographic Coverage: National
2 Character of the Scheme	
<p>Initial Goals - Changes during Implementation</p> <p>DUP is a programme financed and managed by NUTEK, the Swedish National Board for Industrial and Technical Development. It is an industry oriented programme, which is about to enter its last three year period. The main objective is to develop and implement information technology based tools and organizational means which support a human operator in supervising and controlling complex industrial processes, broadening the working tasks, increasing competencies in order to reach higher levels of quality, safety, and economy.</p> <p>The final period will concentrate on building of full scale demonstration systems on site, which will serve as examples of well integrated organizational and technical development processes.</p>	
<p>Specialized on Participation / Participation as one Element among others:</p> <p>Within this programme, participation is one element within a broader perspective of technological development. All projects have to include end users in the development process.</p>	
<p>Basic Objectives for Participational Measures:</p> <p>Involvement is seen as a necessary precondition for the diffusion of new technologies and an improvement of working conditions</p>	
<p>Targeted Sectors & Target Groups:</p> <p>Projects were funded in pulp and paper industry, chemical industry and food industry. The programme is addressed towards single companies.</p> <p>The basic concept is comparable to the concept of ITYP programme (cf. above). The intention of the projects is to provide a triangular cooperation between the software provider (developer), the participating industry (user), and researchers. Co-funding of industry is intended (by providers and users). All projects have to promote technological, organizational, and professional development. Participation is used in developing the demonstration activities.</p>	

3 Scheme Organization	
Start Date: 1987 End Date: 1996	Total Cost over Lifetime: annually 1,220,000.00 ECU (= 11 mill SEK)
Number of permanent Staff: 1 full time + 3 external consultants	Degree of public funding: approx. 40%
4 Areas of Activity	
Activities supported DUP is initiating and evaluating development projects. The programme is also financing yearly exhibitions and conferences. A second group of activities is the production of demonstrations, video productions, handbooks, educational activities, and a programme database (CD-ROM). General areas of activity are organizational development, vocational training, human resource management, consulting, and technological development. DUP is supporting larger development consortia, usually performing most of the activities mentioned (triangular cooperation in R&D).	
5 Impact	
Number of Projects funded & Type of Projects All 47 projects supported have included participation of the end-users. Approx. 2/3 of these projects have been performed in production sites and have therefore included end-user participation. 1/3 of the projects were laboratory oriented or of a descriptive character. There are no figures on involvement of employees or works councils available. There are 11 demonstration sites funded by DUP.	
6 Trends / Evaluation	
DUP was the first Swedish national development programme with this kind of clear technical and organizational development perspectives. It will be evaluated in 1996. As main constraints for the promotion of a participational approach, a lack of experience in integrated technical and organizational development processes could be identified in participating industries and consultants.	

1 Scheme	
Name of Scheme: INPRO - Integrated Product Development	
Address: c/o NUTEK Karl Olof Fentorp S-11786 Stockholm	Country: Sweden
Phone: +46.8.6819100	Type: Programme
Fax: +46.8.196826	Geographic Coverage: National
2 Character of the Scheme	
Initial Goals - Changes during Implementation INPRO is a programme financed and managed by NUTEK, the Swedish National Board for Industrial and Technical Development. It is a new programme following traditions of earlier programmes in product development, modelling, the use of CAD-systems and similar areas of concern. The new initiative will pay more attention to the organizational and participatory aspects of product development and is less focusing the technical support for construction and development.	
Specialized on Participation / Participation as one Element among others: Involvement and cross-functional integration in product development processes is one of the main focuses of the programme.	
Basic Objectives for Participational Measures: Within this programme, participation is a measure to increase the speed and creativity of product development, to shorten the distance between construction and production, to facilitate custom-order production, concurrent engineering and re-engineering, and by this, to increase and disseminate the competencies in the companies.	
Targeted Sectors & Target Groups: Projects were funded in manufacturing (mostly mechanical) industries with own products. The programme is addressed towards single companies or groups of companies. There are no specific selection criteria for the projects.	

3 Scheme Organization	
Start Date: 1993 End Date: 1999	Total Cost over Lifetime: annually 670,000.00 ECU (= 6 mill SEK)
Number of permanent Staff: 1 part time + 1 external consultant	Degree of public funding: 100%
4 Areas of Activity	
Activities supported INPRO is supporting projects which are initiated and evaluated. It is providing educational support and it is organizing a special consultant group. General areas of activity are organizational development, vocational training, human resource management, consulting, and technological development - with a varying degree in each project. Activities supported by INPRO are adapted to the specific needs of each project.	
5 Impact	
Number of Projects funded & Type of Projects INPRO is presently supporting 5 projects, all of which are based on the participation of the personnel involved. About 8 companies are taking part in these initiatives. Figures of employees involved are not available as are further results (with respect to the starting date of the programme).	
6 Trends / Evaluation	
INPRO will be evaluated in 1996.	

1 Scheme	
Name of Scheme: SAMT - Cooperation and Technology	
Address: c/o NUTEK Klas Barkdöf S-11786 Stockholm	Country: Sweden
Phone: +46.8.6819100	Type: Programme
Fax: +46.8.196826	Geographic Coverage: National
2 Character of the Scheme	
<p>Initial Goals - Changes during Implementation</p> <p>SAMT is a cooperatively funded programme. NUTEK and the Swedish Work Environment Fund are jointly supporting the projects. The programme is directed towards research and development in Computer Supported Cooperative Work.</p> <p>Equal emphasis is put on human cooperation systems on one side and on the technical support for such systems on the other. The projects have a multi-disciplinary profile.</p>	
<p>Specialized on Participation / Participation as one Element among others:</p> <p>Involvement is seen as a means to facilitate more efficient ways in cooperation and the development of group oriented organization.</p>	
<p>Basic Objectives for Participational Measures:</p> <p>Within this programme, participation is a measure as well as an objective for reaching the aims of the projects.</p>	
<p>Targeted Sectors & Target Groups:</p> <p>Projects are funded in industry. The programme is addressed towards single companies or groups of companies.</p> <p>The selection criteria for projects are:</p> <ul style="list-style-type: none"> - each project should direct the aim of the programme in an innovative way and - include both technical and organizational perspectives, i.e. perform research in close cooperation with companies. 	

3 Scheme Organization	
Start Date: 1993 End Date: 1999	Total Cost over Lifetime: annually 890,000.00 ECU (= 8 mill SEK)
Number of permanent Staff: 2 part time NUTEK officials + 1 part time SWEF official	Degree of public funding: 100%
4 Areas of Activity	
Activities supported SAMT is supporting projects which are presently initiated. General areas of activity are organizational development and technological development. Activities supported by SAMT are adapted to the specific needs of each project.	
5 Impact	
Number of Projects funded & Type of Projects SAMT is presently supporting 11 projects, all of which are based on the participation of the personnel involved. About 16 companies are taking part in these initiatives. Figures of employees involved are not available as are further results (with respect to the starting date of the programme).	
6 Trends / Evaluation	
SAMT carries on the tradition of the MDA programme and it will be evaluated in 1996.	

3 Other Schemes in Related Fields

1 Institutet för Arbetslivsforskning/ Swedish Centre for Work Life Research

The former Arbetslivcentrum (name changed on 1st July 1994) plays an intermediary role between policy, practice and science. It has been founded in 1977 and its main tasks are in research and in the dissemination of research results. As most of the institutions, it is directed by a board with representatives of the social partners and government.

After a decision of Swedish Parliament in 1991, the institute initiated a global restructuring. As a consequence, the Budget was reduced by 12.5 mill SEK and 36 persons were laid off. The Institute was transformed into a pure research institute with a second focus on the education of researchers in cooperation with universities.

The main research focus is on four fields:

1. internationalization and European integration; projects are concerned with "Nordic Labour Law in an EU perspective", "Industrial relations and co-determination in an internationalized economy", "Unemployment and productivity", and "Industrial relations and trade union cooperation in internationalized industrial corporations".

productivity, workplace development and skill formation; projects put investigation into "The Work Life Fund as a change program" and "Public Sector systems change".

3. labour market policy and changing industrial relation systems; projects are concerned with "The future of national unions" and "Swedish unions after World War II, SFEAV"

4. women in working life; with research project on "LO and women's paid employment after World War II" and "The National Board of Education - the SÖ project".

The interdisciplinarity of the research is the core element which provides a specific and supplementary status of the Institute to regular research in social sciences.

The criteria for research projects led to a procedure of selection which is initiated by a formal research proposal presented by researchers. The proposal is to be examined inside the institute and by external referees. After that, the proposal will be started according to its relative weight and to the financial subsidies of the institute. All projects will be evaluated.

Address:

Institutet för Arbetslivsforskning

Kungsbroplan 3a

Box 12670

S 11293 Stockholm

tel +46.8.6170300

fa +47.8.6531750

2 NUTEK - Närings- och Teknikutvecklingsverket (Swedish National Board for Industrial and Technical Development)

As one task among others, NUTEK is focusing on technical development aspects related to computer technologies and it is running several specific programmes. (cf. above)

Specific aspects of this part of NUTEK's work are:

- a cooperation with the Swedish Working Life Fund. In 1993, both organizations decided to cooperate and co-fund projects with local employers to develop demonstration projects in which development and use of new information technologies is integrated with organizational and environmental efforts in order to promote productivity and better working conditions. About ten projects of this type have been started with an average budget of 10 mill SEK (= 1.1 mill ECU) each. These projects have nearly unique conditions for integrated development processes. (NUTEK-contact: Klas Barklöf)

- a programme on methodologies for complex systems which is operating across several departments of NUTEK. The overall goal is to produce general methods, tools, description models etc. in order to ease development, production, maintenance and use of complex technical systems. The programme is running for six years with a budget of approx. 8 mill SEK. (NUTEK-contact: Arne Otteblad)
- specific programmes for universities' support e.g on
 1. information systems covering aspects like system development, participatory design strategies, CASE tools, etc. (annual budget: 7 mill SEK, NUTEK-contact: Klas Barklöf)
 2. Cognition Technology based R&D focusing on systems development based on human cognitive psychological functioning on the one hand and on the other hand focusing on development of computer support for cognitive tasks.
- a research programme on Programming systems and Software Engineering
- a research programme on language technology.

Address:

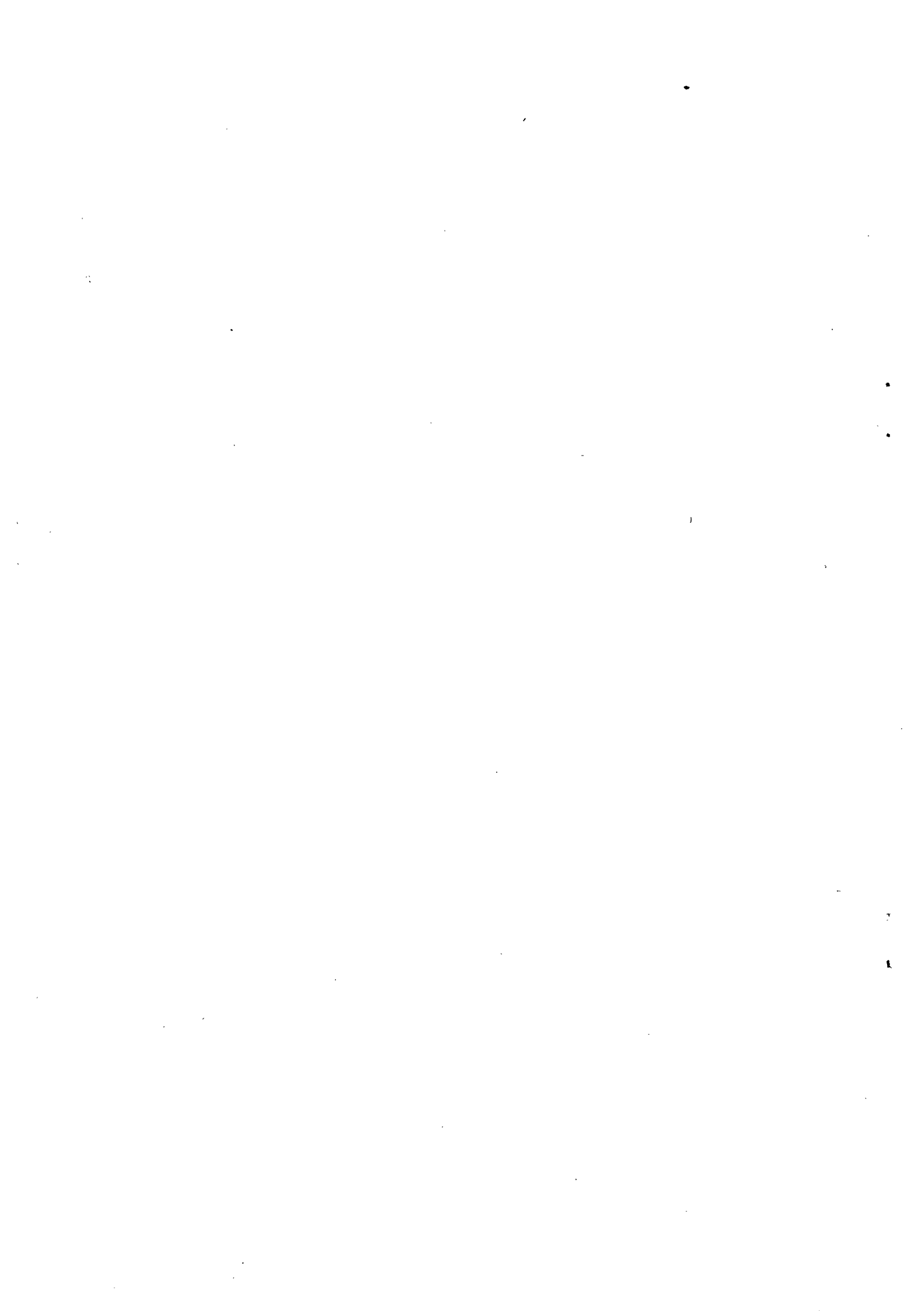
NUTEK

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UNITED KINGDOM



1 Background

1. The **system of industrial relations** in the UK can be characterized by three specific aspects. Firstly, it traditionally remained free of extensive legal regulations. This tradition is called "voluntarism" following the rationale that the labour conditions and wages are to be negotiated between the contract partners. The partners handle their forms of agreement while the state will not intervene as long as other rights are not injured. Contrasting to other European states there are no integrated legal regulations like a Law on Labour Relations at the Workplace. But there are framework regulations for employment as individual rights (unfair dismissal, maternity leave etc.) on the one hand and some regulations on collective bargaining through provisions on disclosure of information, consultation on redundancy e.g. which form a basis for the contract negotiation. It should be mentioned that several (but not obligatory) codices of pursuit were published by the Employment Department or the Advisory, Conciliation and Arbitration Service (ACAS) concerning ballots, information duties of the employers in wage negotiations etc. As a consequence, there are no legally defined forms of employee representation at the workplace such as works councils.

A second aspect to be mentioned is that there is a large number of unions ("multi-unionism") and employers organizations compared to other European countries. There are no single umbrella organizations for the national representations of employers and unions. The British Trade Union Congress (TUC) covers about 70 of the more than 300 unions in the UK e.g., about 130 organizations (of a total of 450) are members of the Confederation of British Industry (CBI). Accordingly, there is no tradition of collective agreements between employee representatives and management representatives on a national level as it is in Denmark e.g. having a "quasi-legal" character.

The unions in the UK are not structured as vertical or industrial unions representing all workers in one plant or industry sector. Some of the larger unions have members in many different sectors while others focus on specific occupations or professions. It is possible that several unions are competing on the recruitment of new members in the same firms and several unions may be represented in the same company. Therefore, it can be stated that it might be quite complex to reach a common representation of workers for a collective bargaining even within one firm.

This is particularly relevant because during the last 15 years, according to survey results, enterprise bargaining has become the predominant form of bargaining according to the trend of decentralization to individual business units. Several national bargaining arrangements ended in the late 1980s in some important industries. One reason is for that might be in the trend to toward dividing businesses into separate cost or product centres and wages whilst relating wages to organization performance or local labour market.

As one consequence of these frame conditions, the unions in the UK lack a dual structure of representation common to most other European countries. Additionally, there is no formal or institutional basis for cooperation and participation e.g. at the implementation of new technologies.

2. **Political context.** As a remedy to the ongoing economic crisis, a deregulation of labour markets in pursuit of an 'enterprise' economy has been fostered by the conservative government. This has evidently been a conceptual turn away from keynesianism and tripartite patterns of industrial and economic management fostered by the Labour Party Government in the late 1970s. Tripartite institutions as the National Economic Development Office (NEDO) were closed down as were the Wage Councils in 1992 (including some regulations on minimum wages and dismissal protection). Collective bargaining or representation structures outside the companies were regarded as too rigid. Particularly the duties of smaller enterprises concerning work contracts were eased.

As a second point, there is a significant decline in unions presence and strength during the eighties partly as a consequence of changing legislation and subsequently decreasing influ-

ence of the unions, partly as a consequence of privatization and decentralization in public sector (British Rail, British Gas, British Telecommunication e.g.).

The rationale of British industry policy during these years can be described by following the long term voluntarist tradition on one hand and a conceptual turn to market based development strategies ("Laissez faire") on the other. The key instrument for policy is money supply. Policy action is presently seen as necessary only in areas of market failure. As an example for this concept, government initiated the founding of regional Training and Enterprise Councils (TEC) as private institutions in different regions to encourage training activities. This was done in order to compensate the lack of a developed vocational training system. The intention was to have a close coupling of industrial needs and services while the state remained apart from regulating the content and the issues to be trained. The regulation of the frame condition of market processes is seen as the main task here.

Concerning the degree of cooperation between state authorities, employers' organizations and unions there seem to be gradual differences between different regions in the UK. In areas like Wales or the North-East of England there might be more cooperation as is in the South of England. The reason for that lies in the economic restructuring problems of these regions and it corresponds to a long tradition of union representation there.

A debate on infrastructure requirements like transfer or consultant institutions is relatively low in the UK. As one policy output, the Department of Trade and Industry initiated some regional based transfer institutions and industry - university cooperation since 1988. The limited efforts in consulting might be a result of the attempts of some employers' organizations to provide consulting for their members as a specific service. The organizations thus try to remain attractive for their members.

3. Positions of the employers' organizations and of the unions on participation: Employers organizations like the Confederation of British Industry (CBI) and Engineering Employers' Federation (EEF) presently tend to emphasize "consultative" rather than delegative forms of direct participation of employees. In their recent publications they emphasize that employee involvement through team working and quality improvement strategies is relevant for economic success. Without neglecting differences in detail, it can be said that the importance of involvement, team working and communication is agreed on by these organizations.

One aspect is typical for the British debates. The term "participation" is not used by employers organizations in discussions. "Participation" is interpreted as implying structural change or a regulated influence of the employees in decision making while "involvement" is focusing on informal and communication oriented forms.

The positions of the unions on participation and involvement of employees are spreading from scepticism against direct participation as a means to marginalize shop stewards and to weaken or bypass unions' influence to a view that unions should adopt a pro-active role (General, Municipal and Boilermakers Union e.g.). But the positions are about to change because of the continuous confrontation with managerial initiatives in involvement as a current trend.

As is in other European countries, the discussion on experiments with a new human resource management stressing the role of employees as crucial for the economic success of the companies is relatively widespread. Recent investigations report an increase of briefing groups and various other forms of information activities where employees are involved. On the other hand, it seems evident that decision processes within the firm are not modified.

As reported in recent literature, the practice of industrial relations on the shop floor level depends on the industrial sector, the degree of established representation and, to a large extent, to the origin of the company. US and Japanese firms had a remarkable influence on the industrial relations in the UK. While some US firms refused to accept unions as representatives, some Japanese firms accepted to negotiate with one union.

Especially the cost/profit centre structure and the attempts by management to improve individual employee commitment were inspired by Japanese efforts. The management attempt

to commitment has been reinforced through developing systems of communication and consultation and in some cases through an extent of workers participation. These approaches are related to the development of human resource management techniques focusing on the individual "human resource". Consequently, the importance of an integrated personnel planning related to the corporate company planning, changing recruitment practices, vocational training, and reward systems have been focused within these attempts.

This is to be seen on the background of a clear-cut cultural separation between production on the shop-floor level and management in many companies, comparable to the French situation. There are few career paths for workers to reach a management position. Industry in the UK tended to rely on the flexibility of employment and on low wages as means to reach economic success while changing organizational structures and efficient use of human resources were neglected as strategic option.

Experts on industrial relations in the UK therefore describe the present changes in practices as a shift from the "industrial democracy" paradigm of the seventies to a "managerial participation" at present. The initiative for most developments has come from management and its main consideration is to improve working arrangements to meet the changing and increasing demands of international market competition. But it can be stated that one main aspect of Tayloristic approaches, the division of planning and operation conceptually, remains untouched in most of these efforts.

An interesting survey result is that in many cases where trade unions were recognized in bargaining processes, management continued to cooperate and consult with their representatives during the implementation of new production structures. This seems to be true especially for regions where trade union workplace organization was strongly entrenched.

The impression of an expert in industrial relations in the UK is that initiatives to extend participation tend to be associated with large rather than small organizations and mainly based in manufacturing while there are few initiatives in the service sector. As stated above, foreign-owned companies seem to take more initiatives than UK-owned firms. New participatory forms of work organization do not replace traditional forms of control but rather exist alongside. So, at present, you might find very advanced forms of participation and involvement in some companies in the UK while at the same time other companies remain to be structures according to Tayloristic principles with sweatshop conditions.

A last specific aspect of the British situation is the increasing short term perspective for a return on investment. Due to the separation of financial capital and industry, in which banks took the role of short time financing institutions, industry was forced to reach short time profits. This is extremely contrasting the long term development perspective of changes in organizational structures.

4. Research traditions on semi-autonomous work groups as one participation related form of work organization can be found at Tavistock Institute which today is primarily focusing on consulting. Tavistock is one of the founding institutes for the socio-technical systems design approach. During the 1980s, several research programs have been launched in order to conduct investigation into the expertise needed for a "Successful Management of Technological Change" (program funded by the Economic and Social Research Council and the Science and Engineering Research Council 1987-1992) and the processes of change within different firms ("New Technologies and the Firm"-program funded by ESRC and Department of Trade and Industry 1988-1992). The dissemination of the results to a target audience included science, industry, government and unions. Participation or involvement have not been specific topics of the investigations.

A **last point** to be mentioned is the fact that presently there is no institutionalized forum or discussion platform for a stimulation of joint partnerships between union and employers' organizations.

The role of organizations like "The Industrial Society" or the "Involvement and Participation Association" which both have relations to management, to science, to politics and to the

unions is to provide information on "good practice". But, as was reported, most of the participants avoid any preference or prescriptive regulation but try to encourage and disseminate knowledge on "good practice". The individual management has to decide whether to adopt the recommendations and findings presented or not.

It has to be finally mentioned that the preference for informal ways of distributing information is supported by a relatively broad basis of publications which are available to managers interested and which have a wider distribution than in other European Countries.

2 Scheme Activities

Presently, according to the information collected, there is no specific program with public funding mainly focusing on participation. Other government programs with a participation orientation or bi-partite structure could not be found either.

3 Activities in Related Fields

1 There are some practical human factor oriented activities funded by the state. They are primarily oriented to support the implementation of new management strategies, e.g. the "Manufacturing Organization, People & Systems Programme" (MOPS) funded by Department of Trade and Industry (DTI).

It is based on two study reports defining research needs into human factors. The research focus in the eighties has been on psychological and on ergonomic effects rather than practical implementation in the factory. A second aspect relevant for the program is the recognition of synergy between the three elements of organization, labour, and systems, seen as an integral part of a company's manufacturing strategy.

The 3 year programme started in May 1991 with total costs of £ 5.1 mill. The Department of Trade and Industry's contribution to the program is £ 1.515 mill. The program was established to provide industry with some of the necessary background methodologies and tools. The testing of the tools in a working environment is intended. The program is focusing on:

- identification of issues that managers should address when developing a manufacturing strategy
- initiating workshops on MOPS issues
- establishment of collaborative projects to provide methodologies and tools for managers
- production of suitable material to support the programme and a suitable coverage of technical media
- generation of case studies and demonstration sites in the UK where industry can view "best practice".
- maintaining a watching brief on international developments in the MOPS area

The program's intention is to compensate the market failure in UK and Europe caused by the lack of appreciation and awareness of methodology which is necessary to make the best use of advanced production systems. Therefore the dissemination of information, bringing tested experiences to public domain is the main intention. The research funded within the program will be of direct benefit to the participating companies, but it will be made available for a wider audience by being presented in "awareness seminars" and conferences.

So, the MOPS program is going along with the trend in UK's industry and it is an example for the support of change processes by policy measures. Participation or involvement are no special topics. The focus is primarily set on attempts to increase individual commitment and motivation as one element of modern production systems.

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2 One specific initiative to generate knowledge on topics on participation is the "Towards Industrial Partnership (TIP)"-programme of the **Involvement and Participation Association (IPA)**. It will run until 1996 and it will cost approx. 425.000 £. 30% of the costs are contributed by partners' subscriptions, 70% are to be acquired by research foundations. The programme addresses the question of technological and organizational framework within a broader framework of workplace participation. Partnership is the core of the programme which also addresses industrial relations issues such as employment security and reward systems.

The initial goals of the TIP-programme which has been launched in 1992 was

- to identify the participation and employee relations culture which is necessary to achieve sustainable business success;
- to help managers and the workforce to achieve that culture;
- to demonstrate the link between effective employee involvement and an organization's ability to manage rapid and profound technological and organizational change;
- to develop a joint commitment to these ideas amongst social partners in the UK.

Based on the "New Agenda" produced by two unions in the 1990 and on the "Labor/ Management Agenda for Change" which was drawn up in the USA in the late 1980s, this initiative was launched by a joint working group of management and trade union leaders.

Key elements of the new participation culture are an effective communication of corporate objectives, flexible structures to maximise information flow and feedback, development of effective team work and problem resolution, and the development amongst trade unions to enable them to play a positive role in managing innovation.

Targeted sectors are organizations transferring into private ownership, manufacturing companies with unionised or mixed workforces, and high technology sectors as are e.g. telecommunication.

An initial project report was circulated to 12.000 business, trade union and other interested organizations in 1993. A programme of briefings for key business leaders and workforce representatives followed. The research programme commenced in the second half of 1993. The briefing programme continues in 1994 with the production of detailed material on good practice in workplace participation and change management. The programme will also produce a range of learning materials designed to be incorporated in the government's main development programme, the Management Charter Initiative (MCI) and the Investors in People programme managed by Training and Enterprise Councils (TECs).

The research programme currently includes six major studies covering the manufacturing sector, a monopoly utility, the public sector, a service business, and the information technology sector. The information programme in 1995 will be built on approx. 15 examples of good practice.

An annual review of the project is submitted to the working party. In the report evidence is cited of breaking down adversarial behaviour at the workplace and of increased commitment to social partnership at sectoral level. Particular emphasis is placed on identifying the

degree to which employees and their representatives are able to contribute to managing change in partnership with the company.

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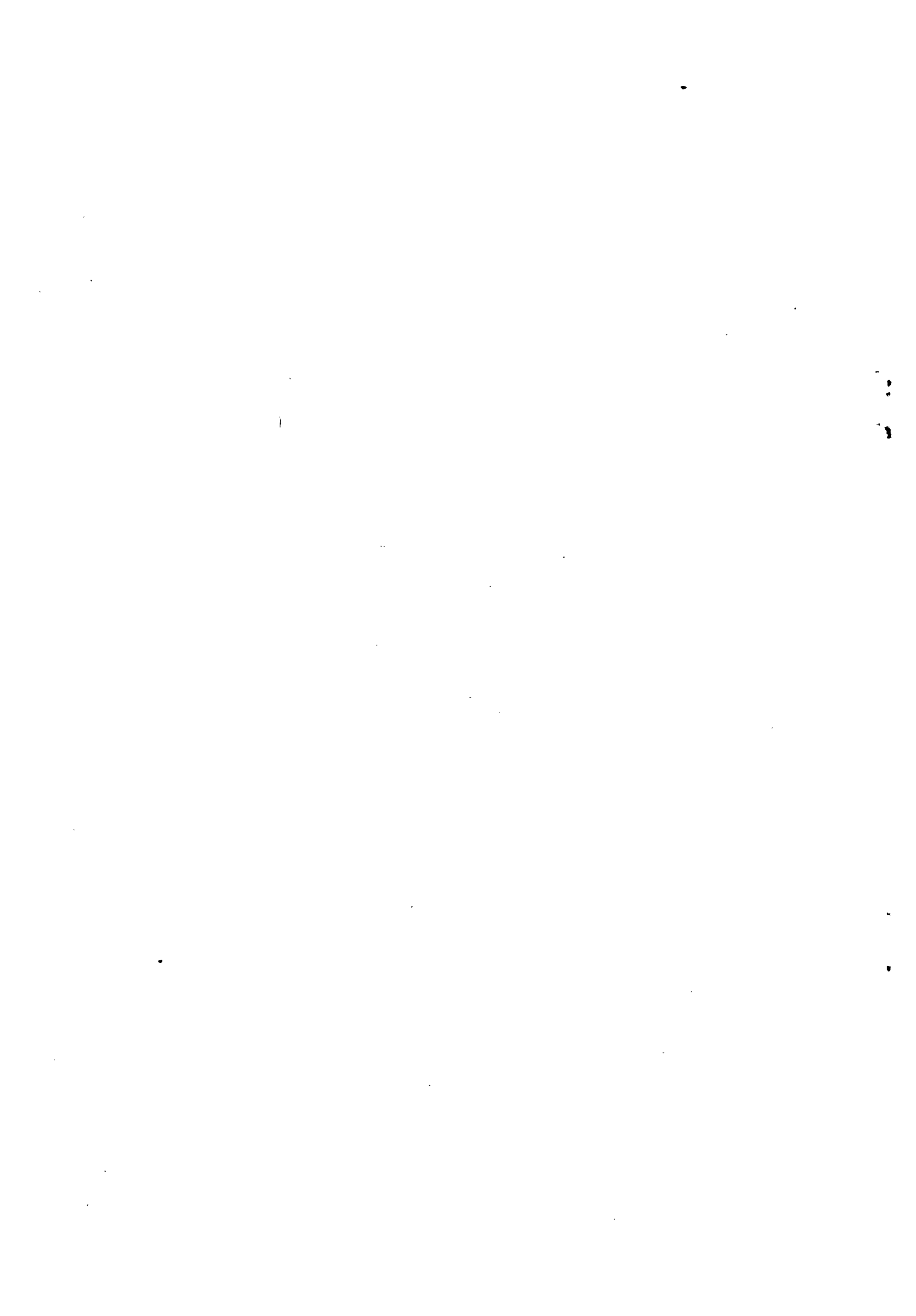
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The European Innovation Monitoring System

The European Innovation Monitoring System is one of the main line of actions of the Community SPRINT Programme. It covers a set of programmes aimed at providing firms, intermediaries, academics and policy makers with information, analysis and research on the factors shaping, promoting and inhibiting innovation at company level across Europe.

In seeking to fulfil these objectives, EIMS is undertaking the following activities:

- developing and assisting in the implementation of a permanent Community wide data collecting system for monitoring the innovation capabilities and performance of industries and regions - **the EIMS-observatory**
- to develop and link centres of excellence performing applied innovation research and surveys at the European level - **the EIMS-network**
- to establish a systematic diffusion of the results of relevant studies and surveys performed in the Member States by the Commission, and outside the Community - **the EIMS clearing house**

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