

COMMISSION OF THE EUROPEAN COMMUNITIES

COM(92) 486 final

Brussels, 25 November 1992

Proposal for a

COUNCIL RECOMMENDATION

on access to continuing vocational training

(presented by the Commission)

Explanatory memorandum

I - A PRIORITY OBJECTIVE FOR THE COMMUNITY

Investment in human resources is a key issue for the Community

1. A qualified and motivated workforce is the cornerstone of a competitive European economy in a context of increasing competition at world level. It also conditions the future stages of the development of the Community. The current and likely demographic trends in the Community countries mean that the growth of available skills will increasingly depend on the level of skills possessed and acquired by workers already in employment and their access to training during their working lives.
2. The competitiveness, productivity and product/service quality of firms depend on the skill levels of their workforces. Employees in all sectors must have solid initial education and training on the basis of which they can pursue training throughout their working lives. Continuing training is now acknowledged as a priority for action and joint investment by public authorities and undertakings in conjunction with the two sides of industry:
 - The OECD intergovernmental conference held in June 1991 on the education and training of the labour force of the future stressed that: "les qualifications et les compétences de la main d'oeuvre, des travailleurs de production au management supérieur, deviennent le facteur déterminant de productivité et de compétitivité". (*"the qualifications and skills of the workforce, from shop floor level to top management, are becoming the determining factor of productivity and competitiveness".*)
 - In its September 1991 report entitled "Reshaping Europe", the European industrialists' round table stressed that: "*Lifelong learning is now a prime requirement for a full and happy life. Nowhere is this more important than at work...To remain effective each person has to learn and re-learn throughout his or her working life*".
 - The UK Government's recently published White Paper entitled "People, Jobs and Opportunity" states that: "*Businesses are now putting training higher than ever on their agendas, and people are putting a higher value on continuing learning throughout their careers. Training therefore needs to feature more prominently in the relationship between individuals and their employers.*"

- The Communication of the Commission to the Council and to the European Parliament (COM(90)556 final) "Industrial policy in an open and competitive environment" stressed that: "the adaptability and quality of human capital has become a key determinant of industrial competitiveness and the one on which developed economies must place greatest reliance in future".
- 3. Training is thus important for firms and individuals alike: for firms it is the basis of their competitiveness and productivity, while the individual's terms of employment and career prospects are increasingly linked to access to training. This gives rise to an area of consensus and mutual interest which the different players involved develop and enhance and which can lead to new contractual relations, e.g. training and employment contracts.
- 4. In the context of the social dialogue and their *Joint Opinion on ways of facilitating the broadest possible effective access to training opportunities*, of 21 September 1991, the two sides of industry have confirmed the priority nature of continuing training. The social partners have stressed that the success of the single market will to a large extent depend on expanding the skill levels of workers and the competitiveness of the firms which employ them. Their view is that this confirms how essential it is for workers in the Community to have the widest possible access to continuing training opportunities in order to raise existing skill levels and acquire new skills.

Access to continuing training determines the development of human resources

- 5. Developing access to continuing training for firms presupposes the establishment of a solid relationship between economic and industrial strategy, designed to increase competitiveness and the implementation of training plans, which must themselves be integrated within overall corporate strategy. For employees, the aim is to broaden, adapt and enhance their skills. The development of access to continuing training is not simply a question of additional know-how, but is a deeper-rooted process of developing and unlocking the potential of the individual in his/her working life.
- 6. Article 15 of the Community Charter of Fundamental Social Rights for Workers, adopted at the Strasbourg European Council on 8-9 December 1989 by the Heads of State and Government of eleven Member States, sets out the objective of access to training for workers:
"Every worker of the European Community must be able to have access to vocational training and to benefit therefrom throughout his working life. In the conditions governing access to such training there may be no discrimination on grounds of nationality. The competent public authorities, undertakings or the two sides of industry, each within their own sphere of competence, should set up continuing and permanent training systems enabling every person to undergo retraining, more especially through leave for training purposes, to improve his skills or acquire new skills, particularly in the light of technical developments".

7. In its *Memorandum (COM(91) 397 final of 12 December 1991)* on vocational training in the European Community in the 1990s, the Commission sets out the challenges of the decade just started and the fundamental role of qualifications and access to continuing training. The constant changes, new forms of work organisation, the effects of demographic trends and the making good of skill shortages will give continuing training policies a central role. A new approach to training must be developed in which continuing training, rooted firmly in basic vocational training, is pursued throughout working life.
8. In its *Communication COM(92) 2000 "From the Single Act to Maastricht and beyond : the means to match our ambitions"*, the Commission emphasises that the adaptation of workers to industrial change and to changes in production systems will be a central feature of the European labour market in the 1990s. The present and future competitiveness of firms lies largely in the quality of the labour force and in employees' capacity to adapt to a technological and economic environment which is constantly changing. New forms of work organisation require continuing training capable of producing this capacity for adaptation and initiative.
9. Measures to reduce unemployment are also linked to the enhancement of qualifications and access to training throughout working life. It is the countries with the most decisively forward-looking and dynamic attitudes towards structural change, particularly as regards skill levels, continuing training and work organisation, which have been most successful in combating unemployment. Conversely, it is those countries which have been the least prepared for and the most open to these qualitative changes that are experiencing more marked and lasting mismatches between labour supply and demand. There is a direct correlation between the level of qualifications and skills of the active population and the incidence of exclusion from the labour market, which can lead to an upswing in long-term unemployment which is difficult to reverse.
10. In the context of the social dialogue and their joint opinion on access, the two sides of industry pointed out that over 80% of the labour force in the year 2000 is already in employment. A major adult training drive is needed if the existing gap between the need for skilled labour and its availability on the labour market is not to widen. A significant proportion of the adult population has left school without qualifications adequate to today's demands, or has never attended any systematic continuing training. In the view of the two sides of industry, a number of conditions must be fulfilled if vocational training is to be effective:

- Anticipation and planning:

"Company and individual needs must be clearly identified and planned in training plans or programmes appropriate to the size of the firm and drawn up in the framework of the firm's overall strategy".

- Taking due account of requirements:

"The needs of workers to improve their skills in line with the requirements of their job or in readiness for changes within the firm, and present and anticipated requirements of the firm".

- Information and consultation of employees and their representatives:

"Information and consultation of employees and their representatives should be undertaken by employers, in accordance with national laws and practices, on training programmes put into effect by the firm".

A challenge in terms of international competition

11. The objective of raising and developing skill levels in firms seems to be gaining ground in Europe as an aspect of economic strategy, in line with trends already established in other economic areas, e.g. Japan (according to figures available 85% of firms provide their employees with training) and the USA (continuing training features as a priority in the report *America 2000: an education strategy*). Developing access to continuing training will therefore play a central role in enterprise strategy in the 1990s.
12. As regards workers' personal projects, leave arrangements for absence from work introduced in certain EFTA countries (Sweden and Finland) are also worthy of note although it should be remembered that such arrangements are not necessarily linked to a guarantee of maintenance of income, and that the persons themselves are increasingly called upon to contribute to the cost.

There are still major obstacles to access

13. As regards firms, too few have training plans geared to developing their human resources. Good practice and collective agreements have not caught on to a sufficient extent, whereas these agreements are becoming increasingly common in big companies and occupational sectors. Small and medium-sized enterprises are experiencing specific difficulties in setting up appropriate training policies. They provide less training for their workers every year than big companies: access to continuing training is more limited for the employees of SMEs, and they are less involved in the training of their employees.
14. As regards individuals, workers already in employment, particularly older workers, have gaps in their basic training and very often an inadequate basic education. There are substantial differences between male and female participation rates in continuing training. For a variety of reasons, workers are sometimes insufficiently motivated to undergo training, and more needs to be done in this respect.

The Member States are seeking greater efficiency

15. Trends in population figures and manpower resources, coupled with the need for a more widespread dissemination of innovations, entail in all Member States a speeding up in the transformation of the skills of the manpower already in employment. This depends on the development of continuing training policies. All countries set an objective of increased resources for continuing training and a quest for more efficient management of these resources, but the performance to date of national arrangements is limited and very patchy. The percentage of GDP given over to continuing vocational training varies from under 1% to no more than 2% and is still a considerable way from the sums provided for initial training or for promoting research and development.

16. Analysis of national situations shows that the availability of training for adult workers in the Community remains limited and disjointed and that the drive for continuing training in the 1990s needs to be boosted in terms of both quantity and quality. Access indicators in the Member States show some improvement, although generally for short courses and with considerable inequality of access, which means that its effect on skills levels is limited.
17. Arrangements for absence for personal leave have a limited quantitative impact and would not therefore seem to provide the main basis for application of the principle enshrined in Article 15 of the Charter of Fundamental Social Rights for Workers, or as a way of developing widespread access to continuing training. On the other hand, they do provide additional and essential ways of fulfilling workers' personal training plans.
18. The conclusions of the OECD's intergovernmental conference on further education and training of the labour force (June 1991) stressed the worthwhile nature of partnership arrangements and drew attention to the need to define the responsibilities of each of the partners involved. In this connection, the conference stipulated a number of political objectives to be pursued, particularly in terms of incentives to be introduced for the financing of continuing training and mechanisms to be developed through public initiative, company-based training, and open and distance training tools.

The action programme implementing the Social Charter

19. The action programme implementing the Social Charter adopted by the Commission on 29 November 1989 (COM(89) 568 final) provides for the setting before the Council of a Community instrument on access to vocational training. Under this programme the instrument would be presented in the light of the outcome of the social dialogue on the right to access to vocational training.
20. The action programme stipulates that: "In order to achieve the aim of ensuring that every worker has the opportunity to continue his vocational training throughout his working life, measures will need to be taken by the Member States, by firms and the two sides of industry, including the provision of leave for training purposes".

II - THE SITUATION IN THE VARIOUS MEMBER STATES

National arrangements for continuing training are being introduced or reorganised

21. The concept of continuing training is defined differently in each Member State and is covered by a wide variety of provisions and procedures. Such training is conducted mainly on the initiative of firms or is of direct benefit to employees. There is no clear dividing line between initial apprenticeship-based training and schemes combining training and work, from the point of view of the responsibility of the various parties involved and methods of funding.
22. Some national continuing training systems have been in existence for some time (e.g. France, with agreements dating from 1970 and the Law of 1971), but others are much more recent (e.g. Spain and Portugal). Countries with long-standing arrangements are seeking to develop their systems and improve their practices, while others are laying down the foundations.

23. Over the last few years, a number of Member States have carried out or embarked on fundamental reform of their national systems:

- . **Belgium:** Multi-sector agreement on the introduction of a contribution of 0.25% for the reintegration of groups at risk.
- . **Greece:** Financing requirement of 0.2% of the wage bill since 1988 and collective agreement reached in 1991 setting the contribution at 0.45% of the wage bill.
- . **Netherlands:** Framework law of June 1991 on continuing vocational training to provide cohesion in the funding of adult training.
- . **France:** new multi-sector agreement of 3 July 1991 redefining the provisions established in 1970, and a new law of 31 December 1991 adopting the agreement. The main innovations are: the principle of obligatory participation, previously limited to firms with more than ten employees, is extended to those with less than ten employees; arrangements for employees' shared investment in training leading to recognised qualifications; introduction of skills assessment for employees.
- . **Spain:** creation, in 1990, of tripartite provincial committees for monitoring continuing vocational training, and establishment of triennial programme contracts for vocational training involving the social partners, with current discussions on changes to financing procedures.

- . **Luxembourg:** new law (Sept. 1991) on continuing training, laying down fresh guidelines and procedures for training employees.
- . **Portugal:** several laws passed in 1991, establishing the legal framework for vocational training and governing access thereto.
- . **Italy:** current discussion on a draft law on continuing vocational training.

Other developments, not necessarily entailing institutional reform, are also worthy of note:

- . **Germany:** marked rise in firms' expenditure on continuing training, with the sums devoted to the skills of the existing workforce set to exceed the funding of initial vocational training provided by the dual system.
- . **United Kingdom:** ongoing introduction of TECs (Training Enterprise Councils) leading to improved structuring at regional level.

Legislative provisions and collective agreements interlink to define access to continuing training

24. National continuing training systems necessitate widespread involvement on the part of firms, occupational sectors, the social partners, public, national and regional authorities, chambers of trade and commerce, public and private training bodies, advisory bodies, etc.
25. The basic organisation of national arrangements differs, with some systems formalised and organised by legislative provisions imposing specific obligations (France, Spain, Greece) and others deriving more from collective agreements (Denmark, Germany, Netherlands), or there may even be no formal provision made at national level (United Kingdom). There are likewise significant differences in this context across the regions of the Community.
26. Access to vocational training (in terms of entitlement, financial and practical arrangements) thus depends, according to the country concerned, either on collective agreements, legislative provisions or a combination of the two. The availability of continuing training is generally governed by market rules, even if public bodies are involved.
27. In all the countries, access to training for employees and unemployed persons is governed by distinct rules and procedures. Generally speaking, firms are responsible for training employees, with training of the unemployed being the responsibility of public authorities.
28. Employees' access to continuing training depends primarily on training plans drawn up by firms or collective agreements setting out their terms of access, or on their financial contribution to training courses entailing leave of absence. Particularly from the point of view of direct funding, public authorities tend to play a supplementary or subsidiary role.
29. There is recent evidence of change in the relationship between firms and public authorities, with encouragement being provided in various forms (information, advice, fiscal aid, contracts, etc.). The formation of partnerships, in collaboration with the social partners, and between firms and public authorities, is emerging as a central feature of such change.
30. As regards public activities, there is often a decentralisation of responsibilities down to regional level (Belgium, Netherlands, Denmark, France, Italy, United Kingdom).
31. The principle of consultation involving the social partners and public authorities at various levels appears to be more widespread. Differing approaches are adopted in terms of negotiating objectives, planning measures and procedures for resource management.

"Leave" arrangements have a limited quantitative effect

32. The ILO's Convention No 140 concerning Paid Educational Leave has been ratified by nine Member States but is not universally applied.

33. Some countries have adopted, at central level or in a decentralised form, legislative measures establishing a "right to training leave" (training leave in some German Länder, paid leave for educational purposes in Belgium, 150 h in Italy, personal training leave in France). These arrangements constitute a limited and specific element of the general opportunities for access to training.
34. There are, in practice, limits to how widely these arrangements can be extended. In terms of the number of employees concerned, they are still relatively insignificant. They currently reach less than 1% of potential beneficiaries (as in France and Germany). The limits are not only financial but are also connected with the outlook and approach of individuals and firms. These arrangements are used by employees for training with a direct vocational slant or for personal cultural reasons.

Special problems for SMEs

35. The role and importance of SMEs as a source of new jobs and as a prop to regional development potential are consistent with the objective of widening access within these enterprises. They represent over 90% of enterprises in the Community and are the backbone of economic growth in most regions, particularly the less developed ones.
36. For SMEs, the lack of skills amongst their workforce severely reduces their capacity to innovate and expand. Moreover, given that SMEs are generally on a less sound financial footing than large companies and are more sensitive to market fluctuations, they do not find it easy to allocate funds for training. It is therefore necessary to examine types of aid which would allow them to make progress in this respect e.g. assistance, tax credits, etc. (in Ireland, for instance, a system of subsidies has been introduced in certain sectors to help SMEs draw up their training plans).
37. Insofar as work organisation is becoming a key element of competitiveness, SMEs are both flexible and adaptable by virtue of their size. In this type of company, workers assume several functions and often develop an overall understanding of the business. From this point of view, the principal advantage of SMEs is that they can react rapidly and flexibly to changed circumstances and fresh demands, thus requiring privileged access to information networks and appropriate skills.
38. The situation of SMEs vis-à-vis training raises a number of specific questions. SMEs have a mainly local outlook and their human resources are limited. Consequently, any decision to send staff on training courses must take account not only of the costs involved but also the smallness of the workforce and the difficulty of reducing the labour potential, even over a short period. A number of Member States have introduced specific measures to replace employees absent for training (Denmark, France) and local support networks to provide training consultancy and assistance (Italy, Spain, Germany). The development of distance and flexible training methods is another possible solution (along the lines of the INEM's programmes in Spain).

39. It is too often the case that SMEs become aware of the need for, and the significance of, training only when a specific problem arises. These firms also need to have access to information which will enable them to devise a solution commensurate with their resources and organisation. The role of intermediaries is, in this respect, frequently decisive. These intermediaries (chambers of trades, industry and commerce) are often the reference point for SMEs in terms of access to information and offer them services (consultancy, assistance) to help them develop a training policy. Finally, in terms of implementation, assistance should be available to ensure that a firm obtains maximum benefit from its investment in training and selects the most suitable methods.
40. If SMEs are to derive tangible benefit from the single market, training policies which take due account of their specific requirements need to be developed. These enterprises must be in a position to provide their employees with training which takes due account of their specific constraints (time availability, operational and financial potential), and the role of intermediaries. Steps must also be taken to enable SMEs to band together and to foster relations between themselves and large companies (in Greece, there are special incentives for joint programmes involving large and small firms).

Winds of change

41. Firms and public authorities are taking a fresh look at the training of employees. This increasing focus of attention is bound up with general economic and technological circumstances and the overriding need to increase the quality of production and services through more flexible and more efficient work organisation.
42. The new initiatives being developed for firms derive largely from collective and internal agreements. Comprehensive and general negotiations, particularly at sectoral and company level, increasingly tend to make explicit reference to training. This reflects both the growing significance of training within firms and the way in which it is now seen as an investment. Public initiatives are primarily geared to groups at risk and persons experiencing difficulty. Initiatives taken by employees themselves are more and more frequent and lead to vocational qualifications or extension of their skills.
43. Innovative measures for the general organisation of arrangements or as part of collective agreements aim to:
 - . take better account of employees' needs (skill assessments, regular interviews, guidance/supervision etc.) in training plans;
 - . involve the social partners more closely in the development of firms' training policies (consultation, negotiation) so as to tailor them more closely to actual needs and enrich the internal social dialogue within firms, especially in terms of analysing qualifications, assessing skills and planning action;

- . develop access to continuing training in keeping with general developments in working conditions (reduction of working time) and work organisation (setting up bodies providing work qualifications, combined work/training schemes and new means of access to training through the creation of distance or personalised tools);
 - . extend solutions for sharing the effort and cost of training by pooling the contributions of firms and employees: training both within and outside working time, cost of training borne by the firm and the employee, training contracts, etc.;
 - . extend the consensual approach to the organisation of training measures, leading to improved cost control: SMEs grouped together for training purposes, resource centres with personal access, distance training, etc.;
 - . develop new areas of joint action between the public and private sectors to give added impetus and provide overall balance for the system: general rules, adjustments for the benefit of certain groups of persons, advice for SMEs on training matters, quality control of training offered.
44. Although access continues to be characterised by substantial disparities across the different countries, there is growing awareness of the importance of improved equality of access of employees to training. Opportunities for access to continuing training are not commensurate with the level of initial training and the level of employment. The lower one's level of training upon entry into working life, the smaller one's chances of gaining access to continuing training, the smallest chance of access being in respect of the least qualified jobs. Women, too, receive less training than men and older workers less than younger workers.
45. The objective of reducing this inequality in opportunities for access is twofold. Firstly, it is in line with the objective set by the Social Charter, in that access to continuing training should be available for all the workers in the Community. Secondly, it corresponds increasingly to a priority economic objective, insofar as enhancing the skill level of all employees is an essential factor in the operation of the more efficient enterprises. This also highlights the increasing focus on the relation and link between initial training and continuing training. The concept of lifelong training is gradually gaining acceptance and gathering pace.
46. Dialogue and negotiation between and with the social partners at all levels, national, branch and enterprise, are proving sound ways of defining the methods implemented to develop continuing training. This expansion of dialogue and negotiation is also a guarantee for better convergence of employer/employee requirements in the training programmed or supported by the enterprise.

III - THE DRAFT RECOMMENDATION

Acting as a catalyst

47. Most Member States are currently seeking to overhaul or reorganise their continuing training systems in order to enhance their scope and contribute to the raising of quality standards. This is reflected in a great number of recent steps taken nationally, either through action at public level or through negotiated agreements such as those mentioned above.
48. Against this background, the Commission intends to put before the Council a draft Recommendation which will help to boost the steps taken nationally and to incorporate them in an overall consistent framework. This is in keeping with the aim of generalising access to continuing training in the Community so that every worker can gain access to continuing vocational training and take advantage of it throughout his working life in accordance with Article 15 of the Social Charter and point 20 of the joint opinion adopted by the two sides of industry under the social dialogue on 21 September 1991.
49. The Commission sees this draft Council Recommendation as part of a broader strategy for Community action having a direct bearing on the widening of access to continuing training through a three-pronged approach:
 - establishing, through the Council Recommendation, a framework of common objectives directed at the Member States, with the latter having responsibility for defining the procedures for implementation in the light of national laws and practices, in cooperation with the social partners;
 - creating favourable conditions in which the social partners, at Community level, as envisaged by their agreement of 31 October 1991, extend their joint opinion on the question of access and, if so desired, adopt a more consensual approach, including collective agreements;
 - developing transnational measures throughout the Community as a means of supporting and following up, by transnational cooperation, the steps taken to extend access and encourage pooling of resources, particularly in terms of implementing and developing the FORCE programme.

Applying the principle of subsidiarity

50. The proposed instrument takes the form of a Council Recommendation based on Article 128, thereby complying with the aim of using the lightest possible form of legislation at Community level, in accordance with the principle of subsidiarity as defined by the European Council in Birmingham. Member States alone will be responsible for taking concrete measures and organising national systems in the light of each country's specific legal structure and practices, having regard to the powers conferred on the parties concerned under national law and the autonomy of contractual agreements, in keeping with this principle. It has to be stressed however that national systems are experiencing numerous developments and initiatives undertaken by the different players. This should be supported in the perspective of the Community Charter of Fundamental Social Rights for Workers and also in accordance with the principle of subsidiarity, by a Community action which takes account of the urgency and importance of developing continuing training. This Recommendation provides the overall consistent framework capable of meeting these various demands.

51. The Recommendation includes specific provisions concerning support for extension of the social dialogue in terms of relations based on agreement at European level as provided for by the agreement of 31 October 1991 concluded between the social partners. It is addressed both to the Member States and to the social partners at European level, taking account of the major role played by the latter and the importance of collective agreements vis-à-vis access to continuing training.

The recommended measures

52. In order to make access effective and as broad as possible, the Council recommends that the Member States introduce or strengthen different measures focussing on :

- (i) Undertakings' training plans and programmes :

The objective concerning the implementation by undertakings of training plans and programmes was adopted by the social partners in their joint opinion on education and training of 19/06/90. The aim should therefore be for undertakings to implement strategies for training and investment in their human resources to give them the means of facing up to market and technological developments;

- (ii) Specific assistance to SMEs

SMEs constitute a central problem in all Community countries. Their size and the specific nature of their organization and functioning have to be taken into account in developing training strategies. Different methods or mechanisms for assistance, which have proved their worth, such as groups of SMEs for training, links between large companies and small sub-contractors, the contribution of advisory bodies, the dissemination of multi-media or distance learning tools, should be enhanced;

- (iii) Assistance to undertakings faced with industrial change.

Industrial change and transformation of the sectoral division of activities will be at the heart of changes in the economic fabric of the Community in the nineties. New forms of work organisation and inter-company links will have to be promoted to maintain competitiveness in this new context;

- (iv) Continuing vocational training as a factor of regional development.

Reflecting certain mechanisms developed in Member States, the matching -at regional and local level- of training supply and demand is a sure guarantee of more effective methods, and more progressive and flexible programming of training supply, and should be encouraged;

(v) Individual training of workers.

The worker should have the possibility of being informed about the conditions of access to continuing training in the undertaking or in partnership with the public authorities; and also, where necessary, about the absence of training policy in undertakings where this is not developed;

(vi) Assessment of skills and requirements of workers.

Individual assessment of skills and training requirements appears, in the light of national experience, to be a factor in the better matching of workers' individual training needs and undertakings' strategy. However, such systems require guarantees of the confidentiality of information concerning the individual, which should be regulated at national level;

(vii) Consultation of workers' representatives.

Continuing training is an area where information and consultation of workers' representatives, or of workers themselves in the undertaking at sector or inter-industry level is progressing. In some Member States, contractual relations are the focal point for definition of conditions for access to continuing training and should be encouraged;

(viii) Design of continuing training activities.

Content and design of continuing training activities constitute a central point for effective training strategies in undertakings. There are perceptible trends, which should be encouraged, towards a wider conception of training content and a development of activities leading to better anticipation of trends in work organisation and systems;

(ix) New tools and methods .

New techniques of processing and transfer of information are a factor in the development of tools, methods and new approaches for continuing training. Their dissemination should be encouraged, particularly so as to facilitate access to continuing training for workers who cannot use traditional methods : rural areas, SMEs, itinerant workers;

Vulnerable groups.

(x) Inadequacy of skills is one of the chief factors behind vulnerability to unemployment, segmentation of jobs and difficulties in reintegration in case of loss of employment. Raising the basic skill level of their employees is often a pre-requisite for the introduction of new production processes in undertakings, particularly when they involve new technologies. All workers should therefore be enabled to reach a basic level of skills and to achieve the basis for mastery of the new technologies.

(xi) Overall, women have less access to continuing training than men, which is related to the sectors of activity in which they are most strongly represented, and the types of employment to which they have access. Measures aimed at reducing these inequalities should therefore be encouraged.

- (xii) Training for the unemployed is in general principally the responsibility of the public authorities. New links with continuing training mechanisms should be encouraged to promote increased effectiveness of training for those seeking work in terms of integration and reintegration.
- (xiii) Ways of avoiding discrimination in access to continuing training based on the personal characteristics of workers, particularly their nationality, ethnic or social origin, religion or opinions, should be encouraged.

The role of the social partners

- 53. The Community's overall strategy incorporates specific measures which could be developed by the social partners. The joint opinion which they adopted under the social dialogue, on ways of facilitating the broadest possible effective access to continuing training, constitutes a first stage. The measures advocated in Point II of the draft Recommendation are based largely on the proposals put forward by the social partners in their joint opinion.
- 54. Continuing vocational training is an area where the social partners play a very active role and often take the lead. Analysis of national situations shows that the pattern of access in the Community is based by way of priority on agreements negotiated in-house, by occupational branch or at national level. The complementarity and synergy needed between public measures and the relations between the social partners are particularly significant as regards access to continuing training for all workers. Such complementarity is strong in the Member States and stands out as a principle which underpins the direction being taken by the national systems. This complementarity should also be sought at Community level in order to enhance the effectiveness of action taken by each party involved.
- 55. The agreement concluded between the social partners on 31 October 1991 sets out new conditions for devising and defining Community action to enhance the steps taken by the Member States and the two sides of industry. It is particularly important, under this new approach, to open up the channels whereby the social partners can intensify their discussion, examine the scope for expanding their joint opinions and adopt a more consensual approach, including collective agreements, at European level on access to continuing training.
- 56. In point III, the draft Recommendation outlines the circumstances in which the Commission is asked to sustain the development of the social dialogue on access and sets out guidelines for moving towards agreement at European level on this question, so as to reflect the wishes of the social partners.

From the Commission's point of view, now that the social dialogue on this question is under way, attention should focus on three fundamental points which could be included in such an agreement:

- how workers are informed by firms of the training available and of access to such training;

- worker entitlement to periodic assessment of their skills at regular intervals in the light of changing qualifications;
- details of how firms' training plans are prepared and implemented, and how they fit in with the overall corporate strategy.

Accompanying measures

57. The draft Recommendation also calls on the Commission to support the implementation of these common objectives by disseminating comparative information, strengthening exchanges of experience and methods, and supporting the transfer of know-how between Member States, targeted mainly at those regions, sectors, types of business and categories of personnel which are least well-off in terms of access to continuing training.

Follow-up

58. The request for the Member States to report on the implementing measures taken is intended to establish regular monitoring of the implementation and impact of access to training in relation to the initial reference situation described in the summary tables drawn up in 1991. These reports should in particular bring to the fore the new contributions of the various players (undertakings, public authorities, individuals) and the synergy between them. Having regard to the measures taken to coordinate and rationalise Community vocational training action programmes, and with a view to rationalising reports which Member States are requested to draw up, it is recommended that the reports on the implementation of the Recommendation's objectives and the reports drawn up pursuant to Article 11(2) of the Council Decision (90/267/EEC) establishing the FORCE programme be integrated, since the timetables are the same. Moreover, in view of the creation of a continuing training committee under Council Decision 92/170/EEC, the views of the committee will be sought on these reports.
59. On the basis of these reports, and before 30 June 1996, the Commission will present to the Council and the European Parliament a report evaluating the implementation of these objectives and the development of the situation vis-à-vis access to continuing vocational training for workers in the Community. The report could also be presented to the Social Dialogue Committee if the social partners so wished.
60. On this basis, the Commission is invited, in the light of the conclusions, to present any proposal deemed appropriate for strengthening access to continuing training in the Community.

A qualitative impact

61. The proposal is primarily designed to have a qualitative impact, geared to increasing access to continuing training and at the same time fostering new forms of work organisation. The Recommendation should pave the way for smoother partnerships between the public and private sectors and thus promote a more efficient link between effort and investment. Continuing training requirements in the years ahead mean that partnership between public and private sectors conditions the planning of provision at regional and local level and the optimum use of resources.

Consistency with Community action under way

62. The draft Recommendation has been prepared to dovetail with and supplement Community action already under way in the field of continuing training. It is based on what has already been achieved through Community vocational training programmes e.g. FORCE as regards firms' training plans and analysis of skills needs, COMETT as regards continuing training measures based on university-enterprise partnerships regionally and sectorally, EUROTECNET as regards a tie-in with technological innovation, and PETRA from the point of view of links between initial and continuing training.

63. These programmes have helped create awareness in firms, and among those concerned with vocational training, of the importance of implementing training plans and incorporating them in the firm's overall economic strategy. The transnational measures pursued under these programmes are also a tangible expression of the role of the public/private partnerships in providing a better response to vocational training requirements, particularly in the SMEs and in certain specific sectors. The draft Recommendation should help to streamline these objectives.

64. The complementarity between the proposal for a legal instrument and the development and impact of action programmes such as FORCE must be stressed. The impact of these programmes and their future development, in line with the requests of promoters and the wishes of various parties involved, would be enhanced by the implementation of the principles laid down by the draft Recommendation.

65. The action taken under these programmes (particularly transnational partnerships) have a genuine impact in terms of convergence and changing attitudes. This action paves the way for the implementation of the principles and for greater convergence of national systems for access to continuing training. The exchanges and the combined action under a programme such as FORCE are achieved within a common framework of guidelines which blends in with and consolidates the common objectives set by the draft Recommendation. Similarly, action prepared and pursued by the Member States to apply these common objectives and therefore on a broader scale than the action taken under these programmes, could help to streamline the effects of these programmes and foster convergence of approaches or methods between the various parties involved at Community level. This draft Recommendation also supports an interrelated and complementary concept of initial and continuing training, in liaison with the PETRA programme, and aims to back up the qualitative efforts undertaken to promote the development of initial training mechanisms in this sense.

66. Future Community action on access to continuing vocational training should also be linked to steps to adapt to industrial change and changes in production systems as set out in Article 123 and 127 of the Treaty currently undergoing ratification and in Commission Communication COM(92) 2000 "*From the Single Act to Maastricht and beyond : the means to match our ambitions*". The development of access to continuing training for all workers, skilled and unskilled alike, is in fact for all firms the *conditio sine qua non* for successfully adjusting to change. Anticipating requirements and wide access to training are henceforth the key to adjusting to industrial change and encouraging modern skill-enhancing configurations of work organisation which can secure quality and competitiveness.

Proposal for a

COUNCIL RECOMMENDATION

on access to continuing vocational training

THE COUNCIL OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Economic Community, and in particular Article 128 thereof;

Having regard to the proposal from the Commission;

Having regard to the opinion of the European Parliament;

Having regard to the opinion of the Economic and Social Committee;

Whereas the first principle established by Council Decision 63/266/EEC of 2 April 1963 laying down general principles for implementing a common vocational training policy⁽¹⁾ states that every person should receive adequate training, with particular reference to the need to promote basic and advanced vocational training and, where appropriate, retraining suitable for the various stages of working life, and the need to offer to every person, by means of permanent facilities for vocational advancement, the opportunity to gain promotion or to receive instruction for a new and higher level of activity;

Whereas, under the terms of Decision 63/266/EEC, it shall be the responsibility of the Member States and the competent institutions of the Community to apply such general principles within the framework of the Treaty;

Whereas the development of human resources by means of vocational training is one of the essential elements in increasing the competitiveness of the European economy; whereas, as affirmed by the European Council (meeting in Hanover on 27 and 28 June 1988), the completion of the Single Market must be accompanied by increased access to continuing training;

Whereas Article 15 of the Community Charter of the Fundamental Social Rights of Workers, adopted by the Heads of State and of Government of 11 Member States at the European Council, meeting in Strasbourg on 9 December 1989, states that:

"Every worker of the European Community must be able to have access to vocational training and to benefit therefrom throughout his working life. In the conditions governing access to such training there may be no discrimination on grounds of nationality.

The competent public authorities, undertakings or the two sides of industry, each within their own sphere of competence, should set up continuing and permanent training systems enabling every person to undergo retraining, more especially through leave for training purposes, to improve his skills or to acquire new skills, particularly in the light of technical developments";

(1) OJ No 63, 20.4.1963, p. 1338/63

Whereas Council Directive 91/533/EEC⁽²⁾ provides for the obligation of employers to inform employees of the conditions applicable to the contract or employment relationship;

Whereas vocational training remains of constant concern to both employers and workers in the context of the dialogue between the two sides of industry;

Whereas, in their joint opinion concerning training and motivation, information and consultation of 6 March 1987, the social partners therefore considered that in-service training should enable employees to adapt swiftly and continuously to structural changes in undertakings; whereas this idea was incorporated in the joint opinion of 13 February 1990 on the creation of a European occupational and geographical mobility area and improving the operation of the labour market in Europe; whereas this idea was further developed in the opinion of 19 June 1990 on basic education and initial, vocational and adult training;

Whereas on 21 September 1991 the two sides of industry adopted a joint opinion on ways of facilitating the broadest possible effective access to training opportunities, on the basis of developments following the said joint opinion on 19 June 1990;

Whereas the agreement concluded on 31 October 1991 between the two sides of industry at European level provides for the possibility of extending joint opinions, and whereas the dialogue between them may lead to contractual relations based on agreements;

Whereas, on 6 September 1990, the European Trade Union Confederation (ETUC) and the European Centre of Public Enterprises (CEEP) adopted a framework European agreement on training in public enterprises;

Whereas the Economic and Social Committee adopted a report on 22 October 1992 on vocational training as a means of promoting vocational qualifications and a strategic instrument for the economic and social development of the European Community;

Whereas transnational cooperation measures have been undertaken at Community level;

Whereas such measures were provided for in Council Decision 90/267/EEC of 29 May 1990 establishing an action programme for the development of continuing vocational training in the European Community (FORCE)⁽³⁾ and in Council Decision 89/657/EEC of 18 December 1989 establishing an action programme to promote innovation in the field of vocational training resulting from technological change in the European Community (EUROTECNET)⁽⁴⁾, both as amended by Decision 92/170 EEC⁽⁵⁾;

(2) OJ No L 288, 18.10.91, p. 32

(3) OJ No L 156, 21.6.90, p. 1

(4) OJ No L 393, 30.12.89, p. 29

(5) OJ No L 75, 21.3.1992, p. 51

Whereas such measures are also envisaged in Council Decision 89/27/EEC of 16 December 1988 adopting the second phase of the programme on cooperation between universities and industry regarding training in the field of technology (COMET II)⁽⁶⁾ and in Council Decision 91/387/EEC of 22 July 1991 amending Decision 87/569/EEC concerning an action programme for the vocational training of young people and their preparation for adult and working life (PETRA)⁽⁷⁾;

Whereas such measures are also envisaged in Council Regulation (EEC) No 4255/88 of 19 December 1988 laying down provisions for implementing Regulation (EEC) No 2052/88 as regards the European Social Fund⁽⁸⁾ ;

Whereas demographic trends will significantly reduce the number of young people entering the Community labour market, which, together with changes in the working environment, must lead to an updating and adaptation of skills among the working population;

Whereas it has been noted throughout the Community that the problems faced by women in gaining access to employment are largely attributable to their limited access to vocational training; whereas particular attention must be devoted to ensuring that women have effective access to continuing vocational training;

Whereas cooperation in the field of continuing vocational training should also be based on existing provisions in force in the Member States, while respecting the diversity of national legal systems and practices, the powers under national law of the parties concerned and contractual autonomy; whereas the initiatives taken at national level by the Member States and the two sides of industry are many and varied, and it appears, as regards the Community Charter of the Fundamental Social Rights of Workers, and taking into account the transnational dimension of the action, that they should be supported at Community level and viewed within a consistent overall framework; whereas, finally, it is essential to encourage a synergy of resources and promote partnerships between the public and private sectors;

Whereas the Advisory Committee on Vocational Training has been consulted; whereas it has recognized the strategic importance of the question of continuing vocational training in undertakings, for the Member States and for the Community, and the necessity for the Community to be seen to play an active role in this area;

HEREBY RECOMMENDS AS FOLLOWS:

(6) OJ No L 13, 17.1.89, p. 28

(7) OJ No L 214, 2.8.91, p. 69

(8) OJ No L 374, 31.12.88, p. 21

- I. It recommended that Member States develop their vocational training policy with a view to ensuring that every worker in the Community has access to vocational training and benefits from it throughout his or her working life.
- II. In order to provide effective access to as many workers as possible, it is recommended that Member States:
 - (i) ensure that undertakings give priority to improving the quality and skills of their workforce, and establish training plans and programmes appropriate to their size and company objectives. These plans and programmes should be established taking into account available human resources, the organisation of work, future skill requirements and the need to anticipate industrial and technological change;
 - (ii) make provision for specific incentives and support measures for small and medium-sized undertakings. These should include, for example, assistance with regard to advice on training and financial and tax incentives. They should support small and medium-sized undertakings in analyzing their needs, in designing and implementing a training strategy and in evaluating it. Those undertakings should ensure the continuing vocational training necessary for their development, taking account of the particular situation of the employees of the undertakings, particularly in order to promote, where appropriate, the measures described below;
 - (iii) make provision for specific incentives and support measures for undertakings facing industrial change, in order to encourage vocational training and retraining for their employees;
 - (iv) develop continuing vocational training in order to make it an essential feature of regional development. In this context, special attention should be paid to rural areas and to the specific needs of the workers and undertakings concerned. It is also recommended that support be given to the establishment of training consortia, particularly at regional or local level, with the responsibility for analysing the requirements of undertakings and employees and providing information on training opportunities in order to coordinate supply and demand as closely as possible;
 - (v) ensure that workers are informed, particularly at the time of recruitment, about the undertaking's continuing vocational training policy and programmes. In particular, this information should include the rules and conditions governing access to continuing vocational training within the undertaking and/or in partnership with public authorities, including those applying to the attendance of training courses during working hours, leave of absence to take examinations, and training leave;

- (vi) enable workers to obtain, on request, an assessment of their skills and training needs. This confidential assessment, which shall be the property of the worker, must be carried out within the undertaking and/or in partnership with specialised training institutions;
 - (vii) encourage the information and consultation of workers' representatives or, in the absence of such representatives, the workers themselves on the setting up and implementation of training plans and programmes in the undertakings;
 - (viii) encourage access by workers to training of appropriate duration leading to recognised qualifications. To this end, it should be ensured that training is broadly-based and provides the means to anticipate and master developments in production systems and the organisation of work, as well as the consequences of completing the Single Market, with reference to the economic, technological and social context of the undertaking;
 - (ix) promote the use of open and distance learning systems, and multi-media and self-learning tools;
 - (x) enable less-qualified workers, whatever their status, to benefit from continuing vocational training measures enabling them to achieve a basic level of qualification, and give them the basis for mastery of new technologies. Particular attention should be paid to providing access to continuing training for workers who have not benefited from training for a certain length of time, disabled workers and those who are most vulnerable in case of unemployment;
 - (xi) encourage access for and effective participation by women in continuing vocational training. This applies in particular to women returning to work, in order to enable them to raise their level of basic skills and to diversify the choice of occupations to which they have access;
 - (xii) encourage access to and participation in vocational training for the unemployed. Particular attention should be paid to the young and the long-term unemployed in order to improve their occupational integration and reintegration, in particular by developing links between initial and continuing training and by reinforcing the involvement of undertakings in their training;
 - (xiii) ensure that all workers in the Community shall have access to continuing vocational training without discrimination.
- III. The Commission is invited to reinforce cooperation with Member States and the two sides of industry in order to support the implementation of point II.

To this end the Commission, utilising the full potential of the Community action programmes and initiatives in the field of training, is invited to:

- disseminate and add to the body of comparative information on continuing vocational training systems, including existing provisions and methods for integrating young job-seekers and the long-term unemployed into the labour market;
- reinforce exchanges of experience and methods of good practice in continuing training;
- support transfers of know-how between Member States by means of transnational partnerships and networks, especially for the benefit of regions, sectors, types of undertaking and groups of workers for whom access to continuing training is less developed.

The Commission is also invited to make all useful information available to both sides of industry at Community level and to support their efforts, within the dialogue between them, to discuss access to continuing training in greater depth and to extend the joint opinions which they have adopted. Such dialogue may lead to contractual relations based on agreements.

- IV. Member States are invited to provide the Commission, by the end of the first six months of 1995, with a report setting out the measures taken under the terms of point II. This report should be integrated with each national report drawn up under the terms of Article 11(2) of the Decision 90/267/EEC.

The Commission is invited to consider the opinion of the EUROTECNET-FORCE Committee set up by Decision 92/170/EEC on these reports.

On the basis of these reports and the results of the dialogue between the two sides of industry, the Commission is invited to present, not later than 30 June 1996, an assessment report on access to continuing training in the Community, featuring the results obtained by applying the measures set out in point II. This report should be presented to the Council, the European Parliament and the Economic and Social Committee. It could also be presented to the Social Dialogue Committee at the request of the two sides of industry.

The Commission is invited to present any appropriate proposal to reinforce access to continuing training for workers in the Community, in the light of the conclusions of this report.

- V. This Recommendation is addressed to the Member States and to the two sides of industry at Community level.

Done at Brussels,

For the Council.

The President

IMPACT ASSESSMENT FORM

THE IMPACT OF THE PROPOSAL ON BUSINESS
with special reference to small and medium sized
enterprises (SMEs)

Title of proposal

Council Recommendation relating to Access to Continuing Training.

The proposal

1. Taking account of the principle of subsidiarity, why is Community legislation necessary in this area and what are its main aims ?

In view of demographic developments (less young people entering the workforce) in the Member States and of the impact of technological change on qualifications (see Table 1 for the case of Germany), the Recommendation aims to support the development of access to continuing training by action to be taken by the Member States and by the Social Partners, in the framework of national dispositions.

The Recommendation invites therefore Member States to enhance access to continuing training by establishing measures which will remove obstacles presently experienced by firms, employees and special groups (e.g. women, unskilled workers). These obstacles are related either to a lack of information and consultation between interested parties or to a lack of motivation for the individual to participate (see provision II. (vi) on skills assessment) and for the firm to invest (see provision II.(i) on training plans and programmes) in continuing training.

The Recommendation provides also follow-up action to the work programme relevant to the Social Charter, in particular Art. 15.

The impact on business

2. Who will be affected by the proposal ?

The Recommendation does not provide for discriminatory measures between sectors of business. It acknowledges however the lack of access to continuing training experienced by SMEs and by industry undergoing structural change and recommends to Member States to take appropriate action in this respect (see II.(ii), (iii)).

3. What will business have to do to comply with the proposal ?

The Recommendation invites Member States to establish or reinforce measures which provide the means for career development considerations of the individual and incentives for skills improvement to be linked with the business strategy of the enterprise, to the mutual benefit of both parts.

Depending on the measures decided by the Member States in application of the measures contained in the Draft Recommendation, firms may have to inform their employees or their representatives on their continuing training plans or on conditions governing access to continuing training.

Member States are invited to raise the awareness of firms relating the quality of their workforce qualifications with the competitive advantage of the firm and encourage the establishment of training plans by firms.

In order to increase the efficiency and effectiveness of continuing training for firms, training assessments of individual employees may take place in order to clarify the objectives that the training is supposed to attain and increase the motivation of the individual employees.

The above actions address the issue of continuing vocational training as an investment for the firms in terms of its impact on productivity, competitiveness and structural adaptation capacity.

4. What economic effects is the proposal likely to have ?

ECONOMIC EFFECTS ON EMPLOYMENT.

The proposal is likely to have a positive impact on employment especially through its provisions concerning groups in danger of exclusion from the labour market or of groups or firms which currently experience obstacles in having access to continuing training (see attached Table 1 "The qualification structure of the workforce in Germany 1992/2000", Table 2 "Labour Force Employed and Self-employed According to Educational Attainment (in 1000s) in Germany", Table 5 "Participation in Continuing Training According to Occupational Status in Germany (1988)").

3 **ECONOMIC EFFECTS OF THE INVESTMENT AND THE CREATION OF NEW BUSINESSES**

The proposal underlines the importance of access to continuing training as an investment for the enterprises and supports the creation of new businesses through measures under II. Thus, providing the necessary skills base to support the economic potential of a region or locality.

ECONOMIC EFFECTS OF THE PROPOSAL ON THE COMPETITIVE POSITION OF BUSINESSES.

Measures to be established or reinforced will contribute raising the skill level of the workforce, and thus raise the competitive position of business.

5. Does the proposal contain measures to take account of the specific situation of small and medium sized firms (reduced or different requirements, etc) ?

MEASURES FOR SMEs

Part II. recognises the lack of access to continuing training for SMEs at present and supports the provision of special incentive measures for these firms to be taken by public authorities at relevant level.

Recent studies confirm that participation rates in continuing education in SMEs are well below those of larger firms even when these comparisons are established for employees having the same educational attainment. The same is true for expenditure.

In France data on participation in continuing training according to size of firm and occupational status (1988) suggest that non-skilled and semi-skilled workers of enterprises having 10 to 19 employees is of the order of 1.9% while the same group of workers working for a company of more than 2000 have a participation rate of 23.8%. The same is true for expenditure i.e. that the relative size of expenditure for continuing training increases with the size of the firm [See Table 3 "Participation in Continuing Training According to Size of Firm and Occupational Status in France, (1988)", Table 4 "Outlays for Accredited Continuing Activities Training in France According to Size of Firm" (in Absolute Figures and in Per Cent of Wage Bill (1989))].

According to a regular representative survey in the Federal Republic of Germany (Berichtssystem Weiterbildung) participation rates of employees were significantly higher in larger firms (1000+) than in smaller (less than 100) firms (41% as compared to 33%). This discrepancy is even greater when participation in continuing training proper is concerned : almost twice as many employees in large firms undergo training as in small ones (31% compared to 17%).

The same picture emerges from two other studies. A 1988 German inquiry, based on a representative sample of about 10 per cent of all enterprises, found that in firms with less than 50 employees, the participation was below average. Whereas participation in enterprises with more than 500 employees was well above. In concrete figures the following situation emerged : for the period 1980-1985 in firms with fewer than 50 employees 21 per cent of the workforce completed a programme of continuing education or training, while the rate was 25 per cent for firms with between 50 and 500 employees, and 29 per cent for enterprises with a workforce of more than 500 (cf. Koch, p. 185). Other studies confirmed that smaller firms are significantly less active than larger firms with respect to the continuing training of their employees (cf. von Bardlesleben et al. 1986).

Consultation

6. List the organisations which have been consulted about the proposal and outline their main views.
 - 6.1. In the context of the Social Dialogue and their Joint Opinion on ways of facilitating the broadest possible effective access to training opportunities, of 21 September 1991, the social partners have confirmed the priority nature of continuing training.
 - 6.2. In preparation of the proposal, a tripartite consultation under the auspices of the General Directors of Vocational Training has taken place at national level in each of the 12 Member States (June 91).
 - 6.3. The statutory ACVT (Advisory Committee on Vocational Training) of a tripartite composition has given its advice on the 10/11 September 1992.

T A B L E 1

The Qualification Structure of the Workforce in Germany
1982-2000 (Medium Growth Variant)

TYPE OF JOB ACTIVITY	QUALIFICATION (IN PERCENT)			
	I without training	II apprenticeship vocational	III technical school	IV higher education
Actual 1982 Structure(1)				
1. Production crafts maintenance	38,1	54,0	6,9	1,0
2. Storage, transportation sales	30,1	64,3	3,6	2,0
3. Office (clerical secretarial)	21,8	71,9	3,6	2,7
4. Managerial, Research, Development	9,7	50,1	16,6	23,6
5. Janitors, Domestics, Catering, Waiting	63,3	34,0	2,0	0,7
6. Service Jobs, Liberal Professions Teachers, Health Care	19,5	39,4	7,4	33,7
TOTAL 1982	32,0	52,9	6,6	8,5
The projected year 2000 structure				
1. Production crafts, maintenance	24,4	65,8	8,3	1,5
2. Storage, transportation sales	16,8	76,8	2,9	3,5
3. Office (clerical secretarial)	11,6	75,4	3,4	9,6
4. Managerial, Research and Development	2,3	53,9	16,1	27,7
5. Janitors, Domestics Catering, Waiting	49,3	44,6	2,6	3,5
6. Service jobs, Liberal Professions, Teachers, Health Care	14,7	33,6	4,2	47,5
TOTAL 2000	19,8	58,7	6,7	14,8

(1) partly estimated
Source : von Rothkirch/Weidig (1985)

T A B L E 2

Labour Force Employed and Self-employed According to
Educational Attainment (in 1000s) in Germany

	1975		1985	
	Number	%	Number	%
Without vocational training	8 851	34,4	7 239	27,2
Completed vocational training (qualified worker)	13 410	52,1	14 782	55,5
Middle level skill base	1 643	6,4	2 009	7,5
With completed higher education degree	1 848	7,2	2 597	9,7
Total	25 752	100	26 626	100

Source : Deutsches Institut für Wirtschaftsforschung (German Institute for Economic Research), Wochenberichte (Weekly Report), No. 7, Berlin 1988.

T A B L E 3

Participation in Continuing Training According to
Size and Firm and Occupational Status in France. (1988)

Number of Employees	10-19 %	20-49 %	50-499 %	500-1999 %	more than 2000 %
Non-skilled and semiskilled workers	1,9	3,4	8,4	15,3	23,8
Skilled workers	4,8	6,2	14,3	23,2	40,9
Employees	10,2	12,8	22,0	32,9	43,3
Technicians and middle- management	14,5	19,0	23,8	49,6	68,1
Engineers and managers	16,5	21,7	37,1	57,7	67,2
Total	14,6	16,3	25,6	35,1	48,8

Source : Doc. annexe à la Loi de Finance, 1990

T A B L E 4

Outlays for Accredited Continuing Activities Training in France According to Size of Firm (in Absolute Figures and in Per Cent of Wage Bill) (1989)

Number of Employees	10-19	20-49	50-499	500-1999	more than 2000	Total Enter- prises with more than 10
Expenditure (million FF)	584	991	6229	5778	16256	30838
Expenditure as per cent of wage bill	1,34	1,44	2,01	2,91	4,68	2,97

Source : Doc. annexe à la Loi de Finance, 1990

T A B L E 5

Participation in Continuing Training According
to Occupational Status in Germany (1988)

EMPLOYMENT STATUS	PERCENTAGE OF WORKFORCE
Unskilled and semiskilled	6%
Skilled workers	16%
Employees with simple responsibilities	20%
Employees with higher level responsibilities	31%
Managers	32%

Source :: Berichtssystem Weiterbildungsverhalten (p. 54)

COM(92) 486 final

DOCUMENTS

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Catalogue number : CB-CO-92-611-EN-C

ISBN 92-77-51078-1
