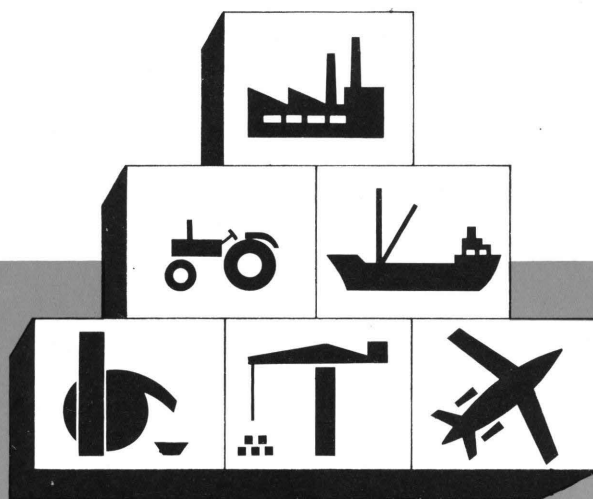


Vocational training

information
bulletin



SUPPLEMENT FRANCE

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**Further vocational training
in
France**

The adult further education system existing in France was set up by the agreements concluded between the employers' organizations and trade unions in July 1970, and by a law of July 1971.

It has the following features :

- (i) firms must earmark for training an amount equivalent to at least 1% of their total expenditure on wages;
- (ii) every employee has the right to take special leave for training on his own initiative. He obtains an authorization to be absent from the firm during working hours;
- (iii) a free market in training courses enables supply to be adapted to meet demand. Training courses may be supplied by public or private organizations. The demand for them comes from firms and individuals. The relations between firms and training organizations are based on contracts called agreements;
- (iv) the State draws up the vocational guidance policy in conjunction with both sides of industry. It also assumes direct responsibility for training courses granted priority by the Government :
 - (a) training courses for unemployed persons;
 - (b) training courses designed to promote the social advancement of manual workers;
 - (c) training courses designed to enable young people to find employment;
 - (d) training courses for certain disadvantaged sections of the population : migrant workers, handicapped persons and women not trained for an occupation.

Vocational training is an essential aspect of adult training in general, and the two concepts tend to be confused. In France the concept of further vocational training does not refer merely to training of a purely vocational nature, but to all types of training connected with working life, or even organized under agreements concluded within a trade or industry,¹ and designed for persons who have finished their initial training. As apprenticeships are regarded as a type of initial training, they cannot be qualified as further vocational training.

In 1975 a total of 2 500 000 workers attended training courses, i.e. one person, employed or unemployed, in eight of the labour force.

The training courses attended represented a total of 290 million hours of training, which is an average of 120 hours per trainee, but the situation is very different in reality as, on average, courses financed by the State are four times as long as courses financed by firms.

¹ For example, an employee may take special leave to attend training courses which have not only a vocational but also a cultural aspect.

In 1975 total expenditure on training amounted to FF 8 200 million. Of this sum firms spent FF 5 500 million and the State FF 2 700 million.

Before describing in detail the further vocational training system and its results, a general outline will be given of the environment in which it is situated : population, employment situation, priorities laid down in the VIIth Economic and Social Development Plan (1976-1980), organization of initial training and, in particular, initial vocational training, etc.

A - General environment in which further vocational training is situated in France

I - ECONOMIC AND SOCIAL ENVIRONMENT

In 1977 this environment is marked by the persistence of high unemployment (more than 4% of the labour force). Vocational training is therefore required to play an essential role in the battle against unemployment.

1.1. Current data on the employment situation

The total population of France is growing slowly. A diagram showing the age structure of the population reveals that :

- (a) young people born after 1945 are moving up the ladder;
- (b) the population is ageing (13.5% of French people were over sixty-five in 1976);
- (c) between these two groups is a smaller, intermediate group which has to provide for the needs of the young and old.

The labour force comprised 22 million persons in 1976, i.e. 42.8% of the total population.

The following trends were recorded in 1976 :

- (a) a decline in the percentage of persons under twenty years of age in the labour force as young people are staying on voluntarily at school ;
- (b) lowering of the retirement age ;
- (c) an increase in the percentage of women in employment from 40.8% in 1975 to 41.2% in 1976.

Employment trends 1960-1980

Average in millions (estimates for 1976)

	1960	1974	1975	1976 estimates	Forecasts VIIth Plan 1980	
					favourable international environment	unfavourable international environment
Total domestic population	45.2	52.5	52.7	52.9	55.8	55.8
Labour force	18.8	21.7	21.3	21.1	22.3	21.8
<i>in:</i>						
— agriculture	21%			9.7%		
— industry	38%			38%		
— services	41%			52.3%		
<i>in:</i>						
— employed	13.2	17.7	17.4	17.2		
— unemployed ¹	0.2	0.6	0.9	1		
— unemployed ²			0.44	0.9	0.7	1.1

¹ Persons still seeking employment at the end of the month.

² Persons available for employment, i.e. unemployed persons seeking employment.

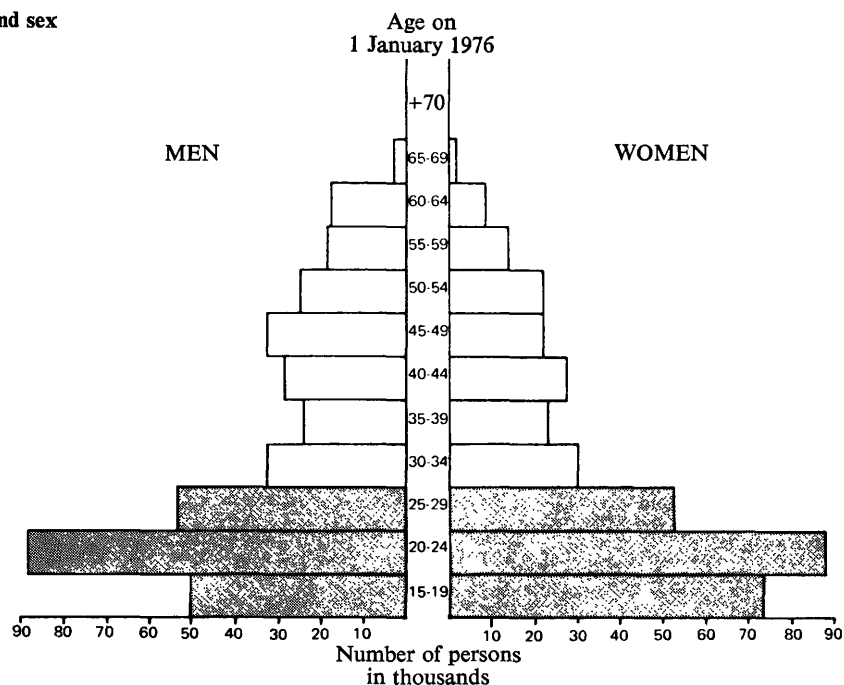
The different aspects of unemployment

Trend in respect of persons available for employment

An annual survey is carried out every March to ascertain the number of persons in this group, which comprises unemployed persons seeking gainful employment. This method of assessing unemployment figures is the closest to those recommended by the ILO and applied by most Western countries.

Trend since 1968 in respect of persons available for employment	1968	1970	1974	1975	1976
in thousands	350.4	330.4	440.5	737	910.8
as a % of the labour force			2%	3.4%	4.2%

Unemployment by age and sex



(Extract from 'Les Cahiers français' for November and December 1975 - No. 173.)

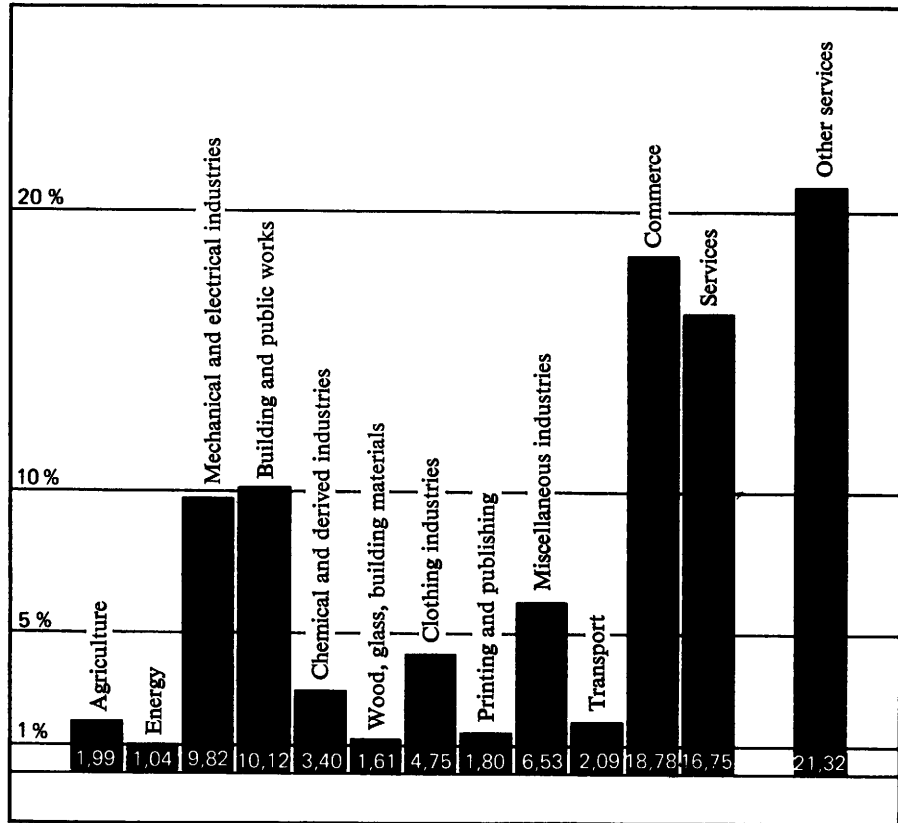
The percentage of young people and women among the persons available for employment rose again in 1976:

— women (53.3%)

— young people under twenty-five (42.3%)

whereas they represented only 41% and 33% respectively of the labour force.

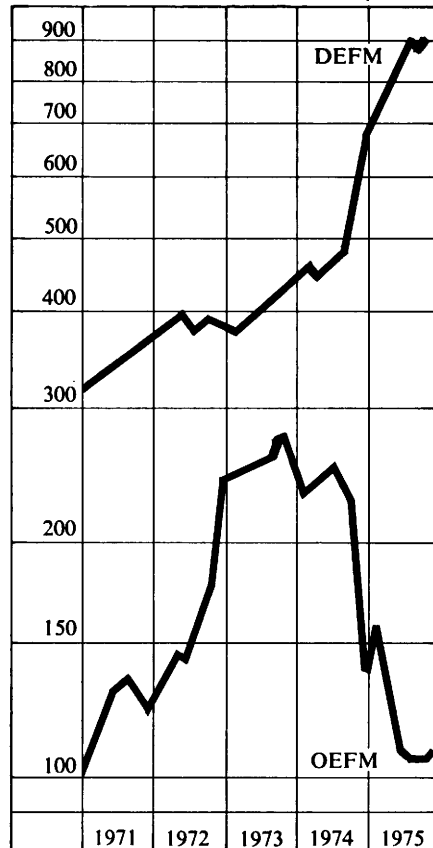
Unemployment by sector



(Extract from 'Les Cahiers français' for November and December 1975 - No. 173.)

Trend in respect of persons still seeking employment at the end of the month

DEFM October 1976 = 1 025 300. (DEFM)



(Extract from 'Les Cahiers français' for November and December 1975 - No. 173.)

During the past five years the number of vacancies has fallen and the number of persons seeking employment has risen steadily.
 DEFM = Situation wanted at the end of the month.
 OEFM = Situation vacant of the end of the month.

1.2. Main features of the current employment policy

The Government has become extremely concerned about unemployment, and has drawn up a long-term action programme within the framework of the VIIth Economic and Social Development Plan.

Since 1975 an economic action programme has been launched to entice young people onto the labour market. This programme of measures designed to protect employment and promote the vocational training of young people is described later.

An Employment Committee has been set up within the Ministry of Labour to draw up, coordinate and implement the adult employment and vocational training policy. It helps to guide the National Employment Agency and the National Association for adult vocational training in their work.

In March 1976 an Interministerial Committee for the promotion of employment was set up to work under the Minister of Labour and the Minister of Economic Affairs and Finance.

The VIIth Economic and Social Development Plan

The Plan, which was approved by the law of 21 July 1976, lays down the general guidelines for the Government's policy during the period from 1976 to 1980. The VIIth Plan is at the same time an instrument for guiding public decisions and a common reference basis for all the socio-economic groups in the country (firms, employers' organizations, trade unions) who have helped to draw it up within specialized committees.

The Plan defines the economic and social strategy and the policies to be implemented between 1976 and 1980 in order to achieve the major objectives :

- (i) a more dynamic economy;
- (ii) guaranteed freedom of decision as a result of equilibrium in the balance of payments;
- (iii) full employment;
- (iv) fewer inequalities;
- (v) a higher standard of living;
- (vi) the development of research programmes.

It contains twenty-five priority action programmes which the State has undertaken to finance between now and 1980 and which should make a valuable contribution to the achievement of the main objectives of the Plan. This partial, but essential, planning of the allocation of public funds covers a total of FF 205 000 million in appropriations expressed in constant money terms at the 1975 value of the franc. It is a new way of promoting the achievement of the objectives of the VIIth Plan.

As far as employment and training are concerned the VIIth Plan provides for the creation of 1.5 million additional jobs by 1980, i.e. :

- 260 000 jobs in industry;
- 836 000 in the services sector, the craft sector and commerce;
- 400 000 civil service posts.

Even with the optimistic annual growth rate of 5.5-6% forecast by the VIIth Plan, the achievement of a balanced employment situation by 1980 cannot be fully guaranteed.

Those responsible for drawing up the Plan affirm that further training is the best way to safeguard job security for men and women who must adapt to changes and improve or keep up their skills. Priority must, without doubt, be given to training programmes designed to help persons seeking employment to find new employment, but efforts to promote training programmes within firms must not be relaxed. The State is to ensure that this policy is implemented.

Special attention is to be paid to the improvement and development of measures designed to promote social advancement, which is essential if the position of manual workers is to be improved. Appropriations for training are to be introduced for their benefit, as a first step on the road to mixed training.

At the same time it was decided that the school and university system should be adapted to meet the need for employment-oriented training.

Three of the priority action programmes to be financed from public funds concern employment and training :

- (i) a stepping-up of action by the public authorities in the employment field; appropriations : FF 3 000 million;
- (ii) an improvement in the vocational training given to young people from three viewpoints :
 - preliminary training;
 - preparation for employment;
 - methods enabling a person to receive training whilst in employment, e.g. the employment-training contract; appropriations : FF 1 100 million;
- (iii) the improvement of working conditions and of the position of manual workers; appropriations : FF 6 300 million.

II - INITIAL VOCATIONAL TRAINING

In France young people receive their initial vocational training either by attending full-time technical education courses in schools or universities, or by taking up apprenticeships which combine training in a school and in a firm. There are three 'guidance stages' (at the end of the 'cinquième' - second year at secondary school, at the end of the 'troisième' - fourth year - and after the 'baccalauréat' - school-leaving certificate) at which a young person may

choose to leave the general education system and take up the ways of vocational training (see diagram of the educational system on page 8).

We shall discuss :

- (a) in 2.1. the initial training system in general as applied in France;
- (b) in 2.2. initial vocational training, i.e. technical education and apprenticeships;
- (c) in 2.3. persons finishing their initial training;
- (d) in 2.4. the problem of finding employment for young people.

2.1. The general organization of initial training in France

The organization of initial training is based on several principles :

- (a) compulsory schooling between the ages of six and sixteen;
- (b) free education;
- (c) the coexistence of State schools (attended by more than 80% of the schoolchildren) and private schools;
- (d) the issue of official qualifications by the State.

Pre-school education (for children under six years of age), elementary education (six to eleven years) and secondary education (eleven to seventeen or eighteen years) are under the responsibility of the Ministry of Education; higher education is under the responsibility of the Office of the State Secretary for the Universities.

The French Government devotes approximately 25% of its total budget to expenditure on education and culture. The Ministry of Education budget for 1977 totals FF 54 000 million (equipment and operation), and the Office of the State Secretary for the Universities has a total budget of FF 10 000 million. Expenditure on apprentice training schemes is charged to the vocational training budget (see below: chapter on the financing of further vocational training) and will total FF 45 million in 1977.

The number of full-time pupils and students, from pre-school up to higher education, totalled 13.3 million in 1976

(including 5 million in secondary education and 0.85 million in higher education).

During the same period approximately 163 000 young people were carrying out apprenticeships.

2.2. Initial vocational training

Irrespective of the type of training chosen, the levels of training recognized officially in France are ranged from level VI (persons with jobs which do not require them to undergo any further training at the end of their compulsory schooling) to level I (persons holding posts normally requiring training equivalent to or higher than a degree or the training received in engineering institutes).

The main qualifications acquired at the end of an initial vocational training course are :

- (i) level Va : the vocational education certificate (CEP);
- (ii) level V : (skilled worker and white-collar worker) : the vocational training certificate (CAP) and the vocational studies certificate (BEP);
- (iii) level IV (technician and master) : the technical certificate (BT) and the technical baccalauréat (BTn);
- (iv) level III (senior technician) : the higher technical certificate (BTS) and the university technological diploma (DUT);
- (v) levels I and II (salaried staff and engineers) : university diplomas not lower than a degree or a diploma obtained in one of the 'grandes écoles' (colleges of university level specializing in professional training) or engineering institutes.

These qualifications entitle the holder to receive training in any sector : agriculture, industry, services.

All these qualifications are shown on the diagram of the French educational system. The level Va to IV qualifications are obtained at the end of secondary education courses, and the level III to I qualifications upon completion of higher education courses.

All these qualifications may be obtained either through full-time employment-oriented technical education courses at school, or by combining work in a firm and training at a school, i.e. an apprenticeship.

Number of technical education qualifications issued in 1975 at levels V, IV and III

LEVEL V			LEVEL IV	LEVEL III			TOTAL
CAP	BEP	Total	BTn, BT	BTS	DUT	Total	
200 000	59 000	259 000	67 000	12 000	15 000	27 000	353 000

(i) *Technical education* is full-time vocational training provided by a multidisciplinary establishment (technical college or school, institute of technology, etc.) or by a specialized school (agricultural school, medical school, etc.).

Such training courses must include practical training sessions in a workshop and a training period in a firm.

(ii) *Apprentice training schemes* are governed by the law of 16 July 1971 which provides for vocational training schemes for young people wishing to give up full-time attendance at school. Indentures concluded between an apprentice and his employer (craftsman or firm) constitute a proper employment contract (generally concluded for two years) entitling the apprentice to a minimum wage and ensuring that he receives theoretical education in a school during working hours and for at least 360 hours a year.

Only the Apprentice Training Centres (CFA) are empowered to provide such theoretical education.

A young person may take up an apprenticeship :

- (a) either immediately after his compulsory schooling (at the age of sixteen) or, if the first secondary education cycle has been completed, at the age of fifteen;
- (b) or after attending a pre-apprenticeship class after the 'cinquième' (second year) if he is under sixteen (see diagram of the educational system).

A number of measures were adopted in 1976 to simplify the system and increase collaboration between the State and employers. The Government hopes that this will lead to an increase in the number of indentures registered every year.

Trend of indentures registered every year, by sector.

	1973	1974	1975
Agriculture	5 611	4 491	5 317
Craft sector	51 982	49 623	60 444
Industry and commerce	33 402	31 113	39 498
Total	90 995	85 227	105 259

Source: draft Finance Act for 1977.

2.3. Persons finishing their initial training

Young persons may finish their initial training from the age of sixteen.

The statistical studies department in the Ministry of Education has carried out a very thorough study of persons who left the initial training system altogether (full-time education and apprenticeships) in 1974.

(i) of the 796 000 young people who left the educational system as a whole in 1974 :

- (a) 527 400 (65%) left secondary education and specialized schools;
- (b) 73 000 (9%) finished apprenticeships;
- (c) 196 000 (26%) left higher education establishments.

(ii) the qualifications obtained by those 796 000 young people varied immensely :

- 8.8% were at level VI with no qualifications;
- 21.5% were at level Va after one year of training;
- 35.6% were at level V as skilled workers or white-collar workers;
- 17.4% were at level IV as technicians;
- 7.4% were at level III as senior technicians;
- 9.3% were at levels II or I as engineers or salaried staff.

100 %

(Refer to 2.2. for details on the levels and qualifications.)

2.4. Finding employment for young people

The young people who arrive on the labour market every year are, on the whole, better qualified than the rest of the labour force (see table set out on page 8 taken from a survey carried out by CEREQ in 1972).

They have, however, been particularly hard hit by the increase in unemployment during recent years. There are currently approximately 500 000 young people under twenty-five years of age seeking employment, which represents almost 50% of the total number of unemployed in France.

In an effort to help these young people to find employment, the Government has drawn up a number of specialized training programmes combining theoretical training and practical training in a firm. They are therefore based on the same principle of mixed training as apprentice training schemes, but they are quite different : they are shorter and do not form part of the initial training system.

Such training programmes may be organized :

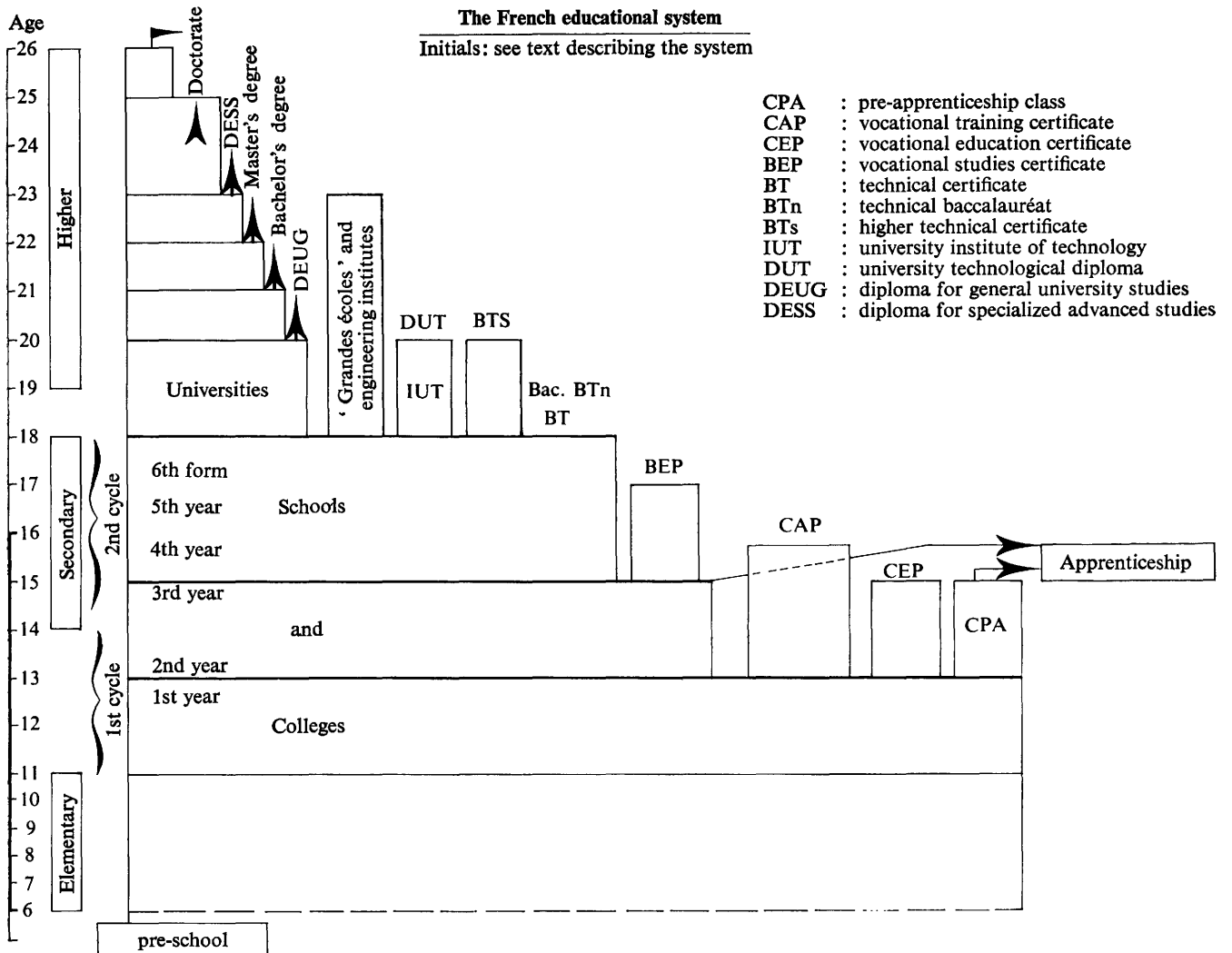
- (a) under an employment contract : employment-training contract, adaptation courses, special leave for young people;
- (b) without an employment contract : courses designed to provide preliminary training and prepare a young person for employment, retraining courses, courses designed to bring trainees up to a particular level to meet the requirements for a job.

The employment-training contract was designed to enable young people aged between sixteen and twenty-five to receive vocational training through a training course organized in a firm and during which they would be paid. A contract is concluded between the trainee and the firm for a minimum of six months. An agreement is concluded between the State and the firm (or craftsman) providing for

Comparison between persons entering and leaving the labour force, broken down according to the qualifications obtained

	Total	Highest qualification obtained							Not disclosed
		VI No qualification	VI CEP	V CAP or equivalent	V BEPC with or without CAP	IV Baccalauréat or technical certificate	III Propaedeutic year DUEL-DUES Senior technician	II-I Diploma equivalent to or higher than a degree	
Young people who entered the labour force between March 1971 and March 1972	954 792 100%	190 081 20.0%	233 015 24.4%	174 016 18.3%	143 324 15.0%	110 654 11.6%	47 373 5.0%	49 876 5.2%	5 233 0.5%
Persons leaving the labour force at the age of fifty-five or over	428 098 100%	205 182 47.9%	141 258 33.0%	16 700 3.9%	26 397 6.2%	18 330 4.3%	3 978 0.9%	15 783 3.7%	470
Total labour force in March 1972	20 829 895 100%	6 358 385 30.5%	6 162 258 29.6%	3 382 934 16.2%	1 847 074 8.9%	1 744 954 8.4%	524 192 2.5%	788 835 3.8%	21 263 0.1%

¹ Including 36 116 with a level V technical diploma.
Source: CEREQ Repr.



State financial assistance and laying down the rules governing the organization of the training course, the subjects to be studied and the duration of the course (120-1 200 hours), etc. In 1977, 15-25 000 young persons will probably take part in this scheme.

Those courses designed to provide preliminary training and to prepare young people for employment, and retraining courses, were developed for the benefit of young people as part of an operation launched in 1975. These courses involve full-time vocational training. The State pays the trainee a low wage during his training. By February 1976, 32 800 young persons had participated in courses of this type. About 50% of these have subsequently found employment, and the rest are either continuing their training or are registered as unemployed. 'Operation young persons' will be developed and diversified from the new term in September 1977.

Besides these courses exclusively designed for young people, they can also follow courses designed for the unemployed.

B - *General description of the French further vocational training system and its results*

The system is currently based on :

- (a) an inter-trade agreement signed by the employers' organizations and the trade unions on 9 July 1970 and supplemented by an additional agreement concluded on 9 July 1976 ; and
- (b) a law of 16 July 1971, supplemented by laws of 31 December 1975 and 16 July 1976.

The following topics will be discussed in turn :

- I - The historical background to the current further vocational training system.
- II - The guidelines for the French further vocational training policy.
- III - The general organization of the further vocational training system.
- IV - A description of the public and private establishments providing adult training courses.
- V - Priority fields for action.
- VI - Statistics concerning further vocational training in France : principal results in quantitative terms - financial aspect.

I - THE CURRENT FURTHER VOCATIONAL TRAINING SYSTEM HAS BEEN DEVELOPED OVER A PERIOD OF TIME

The inter-trade agreement of July 1970 and the law of 16 July 1971, both of which govern vocational training, are associated with the different trends in adult education found in France and are the result of increased State intervention in the development of vocational training.

1.1. **In France, as in most countries, adult education has tended in three directions, which have varied in importance through the years**

Vocational training connected with employment is designed to enable adult workers to improve their skills or learn new

trades. It was organized in a precise and methodical way, within craft guilds, up to the time of the 1789 French Revolution. However, this system could scarcely withstand the technical changes brought about by the industrial revolution. Vocational training was in fact given mainly on the job up to the time of the Second World War.

1946 represents an important milestone, with the introduction of adult vocational training courses financed largely from State subsidies and designed to provide rapid training for labourers and technicians, in an effort to come to grips with the ruined economy and meet the need for skilled labour. The centres set up at that time to provide accelerated vocational training courses have not ceased to expand their range of activities. They are now part of the National Association for adult vocational training, placed under the tutelage of the Ministry of Labour.

During the same period the large firms and industries began to organize vocational training for their employees in an effort to come to grips with the considerable technical and economic changes which had occurred. The large firms set up their own training centres with extensive facilities (e.g. Renault, IBM, Électricité-Gaz de France, Air France, etc.). They concentrated in particular on training salaried staff and future salaried staff. It was with this aim in view that inter-firm centres or associations were set up in the public interest, such as the Institute for Managerial Control (ICG) in 1953, and the Centre for Advanced Industrial Studies (CESI) in 1957.

Post-school training designed to promote social advancement enables people to continue with the education which they received during their initial training and to prepare for examinations providing them with access to occupations which appear more attractive because of their status, wage or level of responsibility. This form of training is normally given outside working hours. The pioneer in this type of training, with its evening classes, was the National School of Arts and Crafts (CNAM) which was set up in 1794 and started to issue engineering diplomas in 1924.

A law of 1919 (called the Astier law) also organized post-school vocational education, in which the Ministry of National Education began to participate in 1948.

Adult training in militant action is designed to enable adults to play a fuller part as citizens and militants in civil and trade union organizations. Its primary aim is the development of the individual within a group. Since the nineteenth century this form of education has been provided by the trade unions and the popular education institutions.

That is where the concept of further education developed to a large extent.

1.2. **Between 1959 and 1968 a number of legal texts were drawn up which gradually organized adult vocational training**

- (a) a law of 1959 and its implementing decrees were designed to promote the rise of persons *already in employment* to higher positions as a result of individual further training;

- (b) a law of 1966 *has made vocational training a national obligation*, set up interministerial institutions to co-ordinate vocational training programmes and created a Vocational Training Fund;
- (c) a law of 1968 governs *the wages paid to trainees* in public training centres or in centres which have concluded agreements with the State.

Although these texts concentrate on vocational training, they are influenced by all three trends in adult training.

The same applies in the case of the two basic texts on which the current further vocational training programme is based: the agreement concluded on 9 July 1970 between the employers' organizations and trade unions, and the law of 16 July 1971 which, moreover, deals with further vocational training within the framework of further education.

It must be stressed, furthermore, that the inter-trade agreement preceded the law. This reflected the desire of the public authorities to let both sides of industry decide, through negotiation, on the guidelines for a vocational training policy and on the measures to be implemented, before legislation was adopted. This desire for concerted action, which is still a feature of the French vocational training system, met with the approval of the trade unions and employers' organizations, which, during the negotiations which followed the events of May 1968, agreed to investigate ways of providing vocational training and further training with assistance from the State.

II - THE GUIDELINES FOR THE FRENCH FURTHER VOCATIONAL POLICY

These guidelines can be found in the basic texts:

- (a) The preamble to the inter-trade agreement of 9 July 1970 states that when tackling the question of further training (adult training), where they have even greater responsibilities, the parties to the agreement have endeavoured to lay the foundations for a system based on three objectives:
 - (i) to enable every employee to improve his knowledge in accordance with his own aspirations and bearing in mind his employment prospects;
 - (ii) to encourage firms to act in accordance with their means;
 - (iii) to enable the trade unions to participate in the development and work of those training establishments which are from the qualitative viewpoint best suited to meet individual and collective needs.
- (b) Article 1 of the law of 16 July 1971 is explicit. It provides that further vocational training should be part of further education, and that its objective should be to help employees to adapt to changes in technology and working conditions, to promote their social advancement by providing them with access to the different levels of education and occupational qualifications, and to enable them to contribute towards cultural, economic and social development.

- (c) These two objectives, one economic and the other social, appear in all the texts serving as guidelines for the policy.

For example, the document accompanying the 1972 State budget for vocational training states that the VIIth Plan placed the development of vocational training among the priority measures indispensable for the furtherance of economic and social development. As an essential investment if greater equality of opportunity is to be achieved, vocational training becomes an increasingly important component of an effective employment policy during a period of rapid industrial development, and generally attends the changes occurring in all sectors of the economy.

The further vocational training policy introduced in 1970-1971 seemed, from the outset, to employers, employees and the State, to be both a part of the employment policy and an instrument for promoting social advancement.

Among these general guidelines, the public authorities have given priority to those concerning training programmes for which the State is directly responsible or provides assistance.

In 1970-1971 it was the State's policy to intervene in the following fields:

- (a) preliminary training for young people and their preparation for their first job;
- (b) the development of training and further training programmes in the craft sector;
- (c) the development of specific measures in the rural development areas;
- (d) experiments with a view to adopting measures to help migrant workers;
- (e) training schemes for workers over fifty years of age;
- (f) the development of training programmes in the data-processing field.

In 1974 the following policy was adopted with regard to the breakdown of financial responsibilities between the State and firms:

It was decided that the State should assume financial responsibility in particular for:

- (a) measures designed to help young people to find employment;
- (b) retraining programmes designed to provide unemployed persons with a new skill and thereby to fit them for a new job;
- (c) measures to promote occupational advancement implemented by the public authorities to enable a larger number of workers to rise in the occupational hierarchy and engage in occupations for which a serious shortage of skilled labour persisted.

It was decided that firms and occupational groups should assume financial responsibility for:

- (a) training, refresher and further training courses designed to enable employees to keep up their knowledge and abilities;
- (b) measures designed to promote internal occupational advancement, like those already implemented by a good number of firms.

Finally, as the employment situation began to present problems in 1975, the Secretary of State attached to the Prime Minister issued a memorandum in 1976 laying down the following new guidelines for the further vocational training policy :

'In 1971 the fundamental objective had been further education; its principal tool, further training; its expected result, social advancement. It was at that time most important that individuals anxious to be given a second chance and prepared to face the problems involved should be given that chance.

The objective remains the same but the system must be improved by :

- restructuring the social advancement courses;
- developing the system of special leave for training.

However, what is most important is that the existing system should be at the service of the employment policy to a greater than in the past.

Times have changed since 1971. The vocational training policy which was introduced during a period marked by a high level of economic activity, was not particularly concerned with employment. It was designed to give workers a *second chance*. It must now concentrate on giving workers *their first chance*.'

The State's policy for 1977 stresses :

- (a) the importance of further vocational training to retrain persons seeking employment and help them to find work;
- (b) the need to help young people to find employment, by providing them with training to assist their transition from initial training to working life;
- (c) the need for priority to be given to training programmes designed to improve working conditions and the position of manual workers;
- (d) the importance of long training programmes designed to promote social advancement.

III - THE GENERAL ORGANIZATION OF THE VOCATIONAL TRAINING SYSTEM

3.1. Vocational training is organized on a decentralized basis, by concerted action and cooperation between the ministries

Decentralized : Article 1 of the law of 16 July 1971 provides that the State, the local authorities, public institutions, public and private educational establishments, as-

sociations, trade organizations, trade unions, family associations and firms must all collaborate in the provision of further vocational training.

All the social and economic groups must therefore play their part in providing training according to their requirements, capacities and objectives. However, the best place to provide training is within a firm.

Concerted action : the framework for the provision of further vocational training is defined in national agreements between employers' organizations and trade unions as well as by the laws and decrees. Furthermore, both sides of industry assist in the drawing-up of the decisions to be taken by the public authorities. They administer some training or financing establishments. In firms, the works council, comprising staff and management representatives, is informed of the plans and of the results of the training policy implemented by the firm's management.

Cooperation between ministries : there is no ministry of vocational training and all the ministries help to draw up the vocational training policy. Interministerial coordinating bodies steer the whole system, under a State Secretary attached to the Minister of Labour.

3.2. Further vocational training in firms

Financing of training courses by firms

Every employer with ten or more employees must contribute to the development of further vocational training by making an annual contribution to the financing of training courses.

Contributions are calculated on the basis of a percentage of the firm's total expenditure on wages, which is laid down annually by the Government in the Finance Act.

This compulsory contribution, which amounted to 0.80 % in 1972, now represents 1%. In practice it averaged 1.62% in 1975 for all firms in France. The expenditure minimum figure.

Actually, this was already the case even before the entry into force of the 1971 law, as a survey carried out in 1969 showed that average expenditure on training by firms comprising more than fifty persons represented 1.10% of their total expenditure on wages.¹

Employers may fulfil this obligation in several ways :

1. By financing training programmes for their staff, either within the firm (internal training courses) or in outside

¹ Mentioned by Mr Cheramy in his report to the Economic and Social Council on 13 October 1976.

training establishments by concluding an annual or multiannual (maximum = three years) bilateral agreement.

2. By making a financial contribution to Training Insurance Funds (FAF). These Funds are set up by agreements concluded between :
 - one or more employers or employers' organizations; and
 - one or more trade union organizations.

These Funds may be set up for one industry (e.g. for the building and public works industry) or for several industries, and they may be national or regional. They may bear the costs of training courses and trainees' wages, irrespective of whether the trainees are on special leave for training or have been sent on training courses by their employers.

The contributions from member firms are pooled and may be used for the benefit of any of their staff.

Their task is also to inform employees of their right to receive training and of the training courses available to them.

These Funds, set up on a basis of parity, have developed to only a limited extent, as in 1975 they received only 6% of the expenditure effected by firms. Nevertheless, eighty-eight of these Funds exist. These eighty-eight Funds cover 45 000 firms and 2 322 000 employees. It is chiefly small and medium-sized firms in well-organized trades and industries which have set up these Funds.¹

3. By paying up to 10% of their contribution to approved organizations.

These organizations carry out activities other than organized training courses: studies, experiments with teaching methods, research into training requirements, information, coordination within one branch of economic activity, etc.

However, these approved organizations have been able to do very little in this connection as they have received only 1%, and not 10%, of the payments effected by firms.

4. By financing training programmes for unemployed persons seeking employment in training centres which have concluded agreements with the State.

It is only if they fail to fulfil their obligations in these various ways that employers must pay the Treasury the difference between the amount due and the expenditure effected.

¹ There are also FAF for non-wage-earning persons (e.g. farmers). These FAF have been set up in sectors made up of individual firms and businesses (craft sector, agriculture). Those businesses pool their resources to finance training programmes. The FAF for non-wage-earning persons do not receive contributions from employers (the 1% contribution) as this obligation is incumbent only on firms with more than ten employees.

The law therefore encourages firms to develop their own training policies and finance their implementation. The law gives them considerable freedom in this connection. Basically all that is required is for the training policies adopted by firms to have the same general objective as is laid down in the 1971 law and for them to correspond to one of the types of training course listed in the law, for expenditure on them to be set off against the amount of the compulsory payment due.

The types of training course listed in the law are :

- (i) So-called 'preventive' training courses designed to reduce the risk of employees being unprepared for technical change and the reorganization of firms by preparing workers threatened with redundancy for new jobs, within or outside the firm employing them.
- (ii) So-called 'adaptation' courses designed to help young people to obtain their first job or to help persons already in employment and paid by their firm to find new jobs; these courses are designed in particular for young people with an occupational qualification, but apprentices are not eligible.
- (iii) So-called 'occupational advancement' courses open to employees to enable them to obtain higher qualifications.
- (iv) Refresher or further training courses open to persons in paid employment, to enable them to keep up or improve their skills and education.

The provisions governing the form of a course are slightly more clearly defined: the only types of training programmes which may be taken into account are training courses involving periods of theoretical or practical training designed to provide further vocational training and organized on the basis of a programme drawn up in advance. In addition, supporting documents are required so that the expenditure incurred can be checked (training agreements, documents providing proof of membership of a Training Insurance Fund, etc.), as is consultation of the works council.

Finally, it must be pointed out that the following expenditure on training may be taken into account calculating the contributions to be paid :

- (i) operating expenditure (wages paid to the teaching staff and other staff responsible for organizing training courses);
- (ii) expenditure on equipment (premises and material);
- (iii) trainees' wages, even if nobody takes over their jobs whilst they are attending training courses.

In total, 119 000 firms were liable to this contribution in 1975. It must be pointed out that public bodies, local authorities and public administrative establishments are not liable to this financial contribution. The average breakdown of expenditure on training effected by firms in 1975 was as follows :

- (i) Operating expenditure on internal training courses (organized directly by firms) . . . 20%

- (ii) Expenditure on outside training courses : attendance by trainees at courses organized by outside organizations, subcontracting of training to an outside organization . . . 23%
- (iii) Payment of wages to trainees 44%
- (iv) Expenditure on equipment 1%
- (v) Expenditure on the transport and accommodation of trainees 3%
- (vi) Payments to the FAF 6%
- (vii) Payments to approved organizations . . . , 1%
- (viii) Miscellaneous payments 2%

NB : This list does not include payments to finance training courses for persons seeking employment. This possibility did not exist in 1975.

The role of the works council

Every firm comprising more than fifty persons must have a works council comprising a chairman, who is the director of the firm, and staff representatives.

The works council is not a decision-making body. It is primarily an advisory body. The works council must be consulted on general matters relating to training and on the adaptation of training courses to the firm's employment conditions and policy. The employer must furnish an annual report on the works council's discussions of the firm's training plans.

If the employer fails to furnish this report, he must pay the National Treasury a sum currently equivalent to 0.50% of his total expenditure on wages. Furthermore, it must be pointed out that the number of works councils has increased since the entry into force of the 1971 law on training which rendered consultation of the works council compulsory on matters concerning training.

There are two sides to the works council's advisory role where training is concerned : firstly, it is informed of the courses organized during the course of the year, and secondly, it delivers an opinion on future programmes. The works council is also consulted on all matters relating to the right of an employee to take special leave for training.

3.3. The role of the State in the organization of further vocational training

The State intervenes in several ways to ensure the development of further vocational training : guidelines, coordination, concerted action, financing control.

(a) Guidelines

The public authorities are responsible for vocational training policy as a whole. They lay down, in particular, the guidelines for determining whether State financial aid should be granted directly or in the form of incentives.

These guidelines are laid down every year by the Interministerial Committee on Further Vocational Training, after it has obtained the opinion of the National Council for Vocational Training or its Permanent Delegation. (This policy was discussed under II).

(b) Coordination and concerted action

The vocational training and social advancement policy is drawn up on a basis of coordination and concerted action primarily with the organizations representing the employers and employees.

Bodies have been set up for this purpose at national and regional level.

An organization chart showing the public institutions responsible for vocational training is set out below.

The Secretary of State for vocational training.

Is attached directly to the Minister of Labour. He fulfils this function either as his main activity or together with other activities.

The National Council for vocational training, social advancement and employment.

Is an advisory body which delivers its opinion on the training policy. This Council, whose President is the Secretary of State for vocational training, is composed of representatives of the trade associations and qualified persons. It meets rarely, but a permanent delegation of the Council performs its duties actively.

The Interministerial Committee on vocational training, social advancement and employment.

Is chaired by the Prime Minister or by the Secretary of State attached to the Prime Minister and responsible for vocational training. It comprises the principal ministries involved in vocational training and lays down the guidelines for the national training policy.

The Standing Committee of senior officials. Is composed of representatives of the ministries represented in the Interministerial Committee, the General Commissioner for the Plan, the official responsible for regional development and the President of the Council for administration of the further vocational training fund.

This Committee prepares the work of the Interministerial Committee and monitors the implementation of its decisions. The Council for administration of the vocational training fund consults it on all matters relating to the allocation of appropriations.

The Council for administration of the vocational training fund.

This Council administers the vocational training fund which finances the implementation of vocational training agreements concluded between the State and public and private training organizations.

The Administrative Council is composed of representatives of the ministries concerned in the development of vocational training and ten qualified persons representing the trade organizations on a basis of parity.

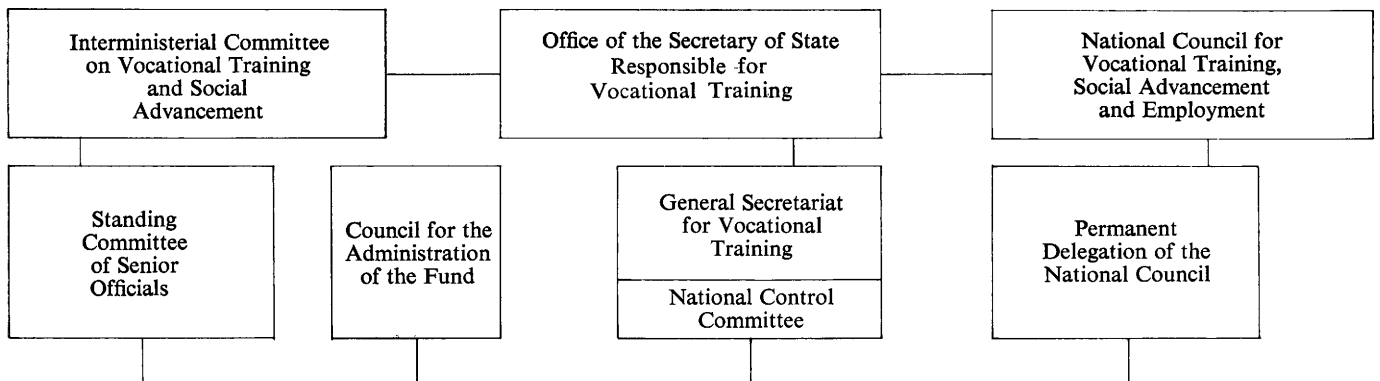
ORGANIZATION CHART

At National level

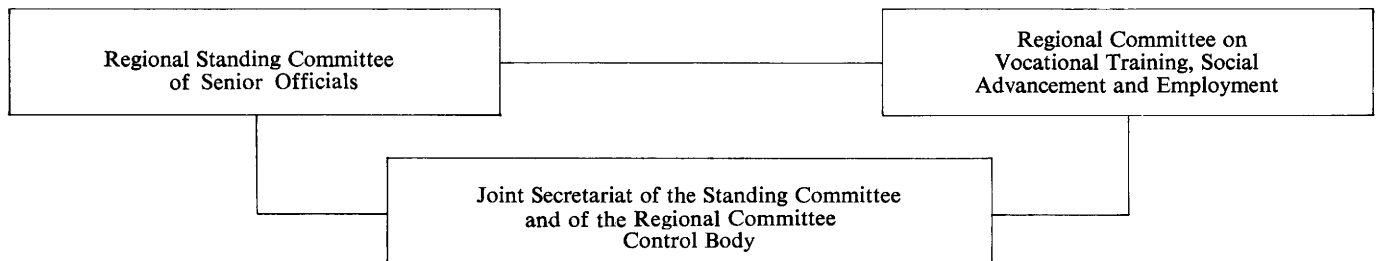
Prime Minister

Executive

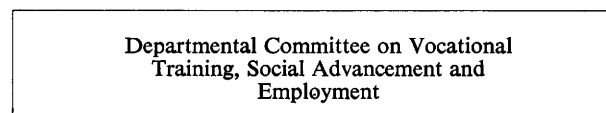
Advisory



At regional level



At departmental level



Source: CUIDEP report.

The Administrative Council is an active body which holds frequent meetings. Its task is to ensure that there is concerted action by both sides of industry and the public authorities in the financing of vocational training.

The General Secretariat for Vocational Training.

Carries out studies, in conjunction with the ministries, relating to the drawing up and implementation of the further vocational training policy.

It carries out the preparatory work for the examination of applications for appropriations submitted to the Administrative Council.

It coordinates the vocational training measures implemented at regional level.

It draws up the general reports which the Standing Committee has to submit to the Interministerial Committee.

A National Control Committee is attached to the General Secretariat; its function is to organize the entire training control system: control over firms' contributions and control over the training organizations.

It is thus able to harmonize the decisions taken by the regional control bodies.

The regional bodies are responsible to the Prefect of the region. Since 1971 their responsibilities have gradually increased with the progressive regionalization of the further vocational training policy and its implementation.

(i) *The Regional Committee on Vocational Training* comprises representatives of the employers, trade unions and authorities and qualified persons. It studies employment and vocational training in the region and coordinates the studies carried out. It must know what public and private resources and facilities are available for vocational training and propose measures for improving their use.

(ii) *The Regional Standing Committee* is composed of representatives of the regional authorities.

(iii) *The Secretariat of the Standing Committee and of the Regional Committee.* The Secretary is an official attached to the Prefect of the region: the regional vocational training representative.

(c) *Financing*

The State makes a financial contribution to vocational training and social advancement courses which are in line with the guidelines and fulfil the criteria for intervention laid down by the Interministerial Committee on Vocational Training and Social Advancement, after consulting the trade associations and trade unions, through bodies set up for this purpose. Every year the Finance Act lays down the vocational training budget, which is divided between the Vocational Training Fund and the appropriations allocated by the various ministries.

Depending on the priorities laid down, State aid to vocational training may be used to finance:

- (1) training establishments for which the State is directly responsible;
- (2) operating expenditure on training courses;
- (3) expenditure on building and equipment;
- (4) expenditure on studies or experiments;
- (5) trainees' wages.

In most cases State financial aid to public and private training centres is governed by an agreement.

An agreement is a contract concluded between the State and the training centre, irrespective of whether the centre is public or private. It is concluded either at national level or, as is more often the case, at regional level.

1. Training establishments for which the State is directly responsible

These establishments are:

- (a) The Association for Adult Vocational Training (AFPA).
- (b) The National School of Arts and Crafts (CNAM).
- (c) The Association for the Development of Further Education (ADEP).
- (d) The National Foundation for Management Training (FNEGE).
- (e) The National Centre for Home Study Courses (CNTE).

Most of these establishments are described later in the section on training establishments.

2. Operating expenditure on training courses

State aid is provided for training courses to which priority has been granted and which come within one of the following categories:

- (a) *retraining courses* designed to prepare wage-earners whose employment contracts have been terminated for employment requiring different skills, or to enable farmers and non wage-earning members of their families or non wage-earning non-agricultural workers to take up new occupations;
- (b) *preventive training courses* (see page 12);
- (c) *adaptation courses* (see page 12);
- (d) *advancement courses* designed to enable wage-earners, with or without employment contracts, to obtain higher qualifications;
- (e) *refresher and further training courses* open to persons in paid employment or not, to enable them to keep or to improve their skills and education;

- (f) *preliminary training courses* designed to give vocational or specialized training to young people aged between sixteen and eighteen without an employment contract.

The amount of State aid to be provided is assessed on the basis of the flat-rate costs per trainee-hour and in proportion to the degree of priority granted to the measure in the guidelines laid down by the Interministerial Committee on vocational training and social advancement.

3. Expenditure on the building and equipment of centres

The public centres are financed by their respective ministries, while the private centres receive aid from the Vocational Training Fund.

4. Expenditure on studies or experiments

In addition to training courses, the State may finance studies and experiments: new towns, collective training, measures designed to create public awareness, information campaigns, etc.

5. Aid to finance trainees' wages

The State pays the wages of trainees attending specially approved courses or courses organized under agreements providing for the payment of wages to trainees. The courses concerned may be retraining courses, advancement courses, or, although less often, refresher and further training courses or adaptation courses.

It is primarily unemployed workers, persons arriving on the labour market (young people, women) and a large number of employees taking special unpaid leave for training whose wages may be paid by the State.

The amount of the wage paid depends on the type of training course and on the trainee's situation. In the case of retraining courses and unemployed workers, the payment is generally equal to the previous wage.

In 1976 the State paid wages to a total of 222 000 trainees. It is estimated that this total included 190 000 unemployed persons (including 136 000 attending retraining courses and 40 000 attending courses to help them to obtain employment) and 31 900 trainees attending advancement courses.

In 1975 expenditure by the State on further vocational training totalled FF 2 700 million, broken down as follows :

FF 1 050 million on trainees' wages;
FF 300 million on equipment for training centres;
FF 1 350 million to cover operating expenditure on training courses.¹

This expenditure enabled 877 000 persons to attend further vocational training courses.

If an attempt is made to analyse the trend of the State's financial aid policy since 1969, it is found that :

- (a) the appropriations allocated for this purpose have increased considerably in absolute terms: they are now 3.5 times their original figure;
- (b) the number of trainees attending State-aided courses increased between 1969 and 1972 (from 600 000 to 950 000) and then fell again;
- (c) the number of trainee-hours, which is a true indication of the extent of the efforts being made in the training field, has stabilized since 1972 at approximately 180 million trainee-hours;
- (d) the average length of training courses has increased as a result of the development of retraining courses for unemployed workers and the introduction of training programmes to enable unemployed young people to find employment.

Some characteristics of the trainees who have attended courses receiving financial aid from the State

- (a) One-third of the trainees are seeking employment - 59% of the time taken up by training courses is devoted to their training;
- (b) 50 % of the trainees attend occupational advancement courses, but these courses represent only 32% of the total time devoted to training courses
- (c) 59% of the trainees are under twenty-five, and 32% are under twenty.

These figures not only underline the number of young people out of work (see A II 2.4., page 7) but also reflect the shortcomings of the initial training system.

- (d) the proportion of women (29%) in the total trainee population is lower than the proportion of women in the labour force as a whole (38%), but it is tending to increase every year;
- (e) one-half of the trainees attend training courses leading to the vocational training certificate (CAP), the vocational certificate (BEP) or courses leading to a lower qualification.

3.4. Admission of workers to training courses

One of the main features of the French system is the fact that it acknowledges the right of every citizen to receive training throughout his working life. In practice this prin-

¹ These figures and those quoted on the preceding and following pages are taken from the Annex to the Finance Act for 1977 on vocational training and social advancement, and from a report on further vocational training presented to the Economic and Social Council by Mr Cheramy.

principle is reflected in the right to special leave for training, i.e. an employee's right to absent himself during normal working hours in order to attend a training course of his choice.

Several cases will be considered in turn :

- (a) employees sent on training courses by their employers;
- (b) employees on special leave for training;
- (c) wage-earners seeking employment;
- (d) non wage-earning workers;
- (e) State employees.

3.4.1. *Employees sent on training courses by their employers*

The French system was designed in such a way as to promote the development of training courses in firms. In fact, in 1975, firms financed the training of 1 790 000 employees, i.e. 17.80% of the workers concerned.

Employees may attend :

- (i) training courses within the firm (56% of the training courses in 1975);
- (ii) or training courses organized by public or private organizations outside the firm (44% of the training courses).

The subjects taught during these training courses are generally related to the occupations or work carried out by the trainees. They may therefore be strictly technical or strictly general; training courses which are of immediate use to the firm are incorporated in the firm's training programme. The employees who attend those courses are still paid their wage by the employer, who also bears the employee's education costs.

Two-thirds of the training courses on which employees are sent by their employers are refresher or further training courses. Occupational advancement courses represent 12% of all training courses; training courses designed to help a person to adapt to a new job : 12%; and preventive training courses - designed to prevent redundancy or prepare employees for redundancy : 2%.

The large proportion of refresher and further training courses explains their relatively short average duration ; approximately fifty-eight hours.

The persons attending courses within a firm's training programme can be divided into the following socio-occupational groups :

- Unskilled workers - specialized workers (with no qualifications) : 16% of the trainees - 18% of the time devoted to training courses
- Skilled workers and white-collar workers : 46% of the trainees - 43% of the time devoted to training courses
- Foremen and technicians : 23% of the trainees - 25% of the time devoted to training courses

— Engineers and salaried staff : 15% of the trainees - 14% of the time devoted to training courses.

(Sources : Report to the Economic and Social Council, Annex to the Finance Act for 1977 on vocational training and social advancement.)

Since 1972 the percentage of engineers, salaried staff and technicians has decreased, and the percentage of skilled workers and white-collar workers has increased. Nevertheless, one salaried employee or one technician in four receives training, as against one labourer or white-collar worker in eleven.

The percentage of unskilled and specialized workers with no qualifications in the total number of trainees is decreasing steadily.

Finally, the percentage of female trainees is increasing steadily : from 19.7% of the total number of trainees in 1972 to 23.5% in 1975.

3.4.2. *Employees on special leave for training*

The principle of the right to take special leave for training was introduced by the 1966 law, but it was not applied until the inter-trade agreement between the employers' organizations and trade unions was concluded on 9 July 1970. This agreement, supplemented on 30 April 1971 to include salaried staff, lays down the terms on which workers whose employers have signed the agreement may take special leave for training.

The law of 16 July 1971 extended the right to special leave for training to all employees in industry, commerce, agriculture and the craft sector. On 9 July 1976 a supplementary agreement was added to the agreement of 9 July 1970, adding further provisions governing the payment of wages to employees taking special leave for training.

The following account of the provisions governing the right to special leave for training is based on the 1971 law and on the agreement concluded between employers' organizations and trade unions in 1971 and amended in 1976.

The rules on special leave for training described here are therefore the most beneficial and are applicable to most French employees except for those in the civil or public service.

Special leave for training is an authorization for an employee to absent himself to attend a training course of his choice during working hours. The period spent on special leave for training is therefore regarded as being equivalent to time spent at work as far as all the employee's rights (seniority, paid leave, etc.) resulting from his membership of the firm are concerned. However, an employee is not necessarily paid by his employer during his period of special leave for training.

Every employee may apply for special leave for training if he has been employed by the firm in which he is working for two years (or in the trade for two years, in the building

and public works sector). The duration of special leave for training is equal to the duration of the training course, and may not exceed one year in the case of a full-time course or 1 200 hours in the case of a part-time course.

A minimum period of time must elapse between two periods of special leave for training. It depends, of course, on the duration of the previous training course. It may not be less than six months or more than eight years. Training courses on which employees are sent by their employers do not affect an employee's right to take special leave for training, as the latter is quite different from the training received as part of a firm's training programme.

An employee wishing to take special leave for training may choose a training course which is unrelated to his occupation or even to working life. He may choose any course provided that it has been approved by the State as a training course for which special leave may be taken. The State has been very liberal in granting approval: irrespective of whether the course chosen is organized by a public or private body, or of whether or not it receives State aid, all that is required is that it should be a preventive, adaptation, advancement, refresher or further training course. There are certain limits on an employee's ability to exercise this right to special leave for training. The *de jure* limits are currently less restrictive than the *de facto* limits.

An employer may refuse to grant an employee special leave if 2% of the staff of the firm are absent on special leave for training (if this does arise, it is an exceptional case) or on account of the requirements of the service.

In practice, few employees exercise their right to special leave for training: in 1975 a total of 65 000 employees are thought to have done so. However, the figure is probably higher in reality as the statistics are not very precise. The implementation of the system of special leave for training has met with several difficulties:

- (i) as far as the everyday life of the firm is concerned, employees are reluctant to exercise a right which will single them out from their colleagues and may place a strain on their relations with their superiors;
- (ii) the principal hindrance lies in the question of payment during the period of special leave for training and in the fact that education costs often have to be paid.

Employees are paid by their employers during their special leave for training in three cases:

- (a) if the employer agrees to pay the employee;
- (b) if the firm by which the employee is employed belongs to a Training Insurance Fund which assumes the costs connected with special leave for training;
- (c) if the course attended by an employee during his special leave for training is approved by a joint committee on employment set up on a basis of parity.

The principal role of these joint committees on employment is to study employment problems arising in the various trades and regions and to promote training policies there. They approve training courses which

are of value to the employees in the trade concerned. By the end of 1976 approximately 5 000 training courses had been approved in this way.

An employee attending a course approved in this way by a joint committee on employment continues to receive his wages from his employer:

- (a) for 160 hours if the training course does not exceed 500 hours;
- (b) for 500 hours if the training course exceeds 500 hours.

The employer usually assumes two-thirds of the costs of training courses not exceeding 160 hours.

In spite of these provisions, under the present circumstances the right to special leave for training is an incomplete right as no clear provision is made for either the trainee's right to payment or the assumption of all the education costs. However, together with the obligation incumbent on employers to earmark an amount equivalent to a percentage of their total wages for expenditure on training their staff, it forms an important basis of the French further vocational training system. *It is the right to special leave for training which qualifies the French further vocational training system to be regarded as further education.*

Although it is a legal right for every French citizen, it has also been laid down and stressed in the agreements between the employers' organizations and trade unions (the most recent of which, concluded on 16 July 1976, have not yet had their full impact). It represents both a milestone and a tool for the construction of a complete adult education system, as it enables periods of employment and periods of training to be combined.

3.4.3. Unemployed wage-earners

The training courses arranged for these workers are retraining courses designed to enable unemployed wage-earners to find alternative employment. In some cases the unemployed may attend advancement courses which, in addition to retraining them, also enable them to obtain higher qualifications.

A distinction must be made between:

- (a) the usual type of unemployed worker;
- (b) employees made redundant for economic reasons;
- (c) persons equivalent to unemployed workers (young people, mothers, etc.).

The usual type of unemployed worker

Workers registered as unemployed with the National Employment Agency (ANPE) have the right to attend retraining courses. They are guaranteed their previous wage and the costs of the training course are borne by the State. These training courses are organized in AFPA centres or by organizations which have concluded agreements with the public authorities. The duration of the training courses

ranges from 120 to 1 200 hours; it is often 600 hours (five months). In 1976 135 000 trainees attended such courses on this basis.

Other types of training course were introduced in 1976, i.e. training courses designed to train employees to enable them to reach a particular level. These courses are organized on the basis of the vacancies of which the National Employment Agency (ANPE) is informed by employers. The courses involve training unemployed persons with similar but not quite adequate qualifications to enable them to meet the requirements for those vacancies. Each training course is based on a contract concluded between four parties: the employer undertakes to recruit the trainees upon completion of their training; the ANPE arranges for the training course to be organized; the public or private training centre organizes the course; the person seeking employment attends the course with a view to being recruited upon completion thereof.

Trainees are paid on the following basis: if the duration of the training course is less than 120 hours, he receives only his unemployment benefit; if it exceeds 120 hours, he receives an allowance corresponding to his previous wage. Training courses may last from forty to five hundred hours. In 1976 the average duration was 270 hours.

During the first six months following the introduction of this new type of training course, 1 470 trainees were trained. Most of them were skilled workers or white-collar workers. 80-90 % were placed in employment upon completion of their training.

The training of employees made redundant for economic reasons

Employees made redundant for economic reasons, e.g. re-organization of the firm, merger, cessation of activities, etc., may of course attend retraining courses financed by the State. Furthermore, the unemployment insurance funds, which form part of the National Union for Employment in Industry and Commerce (UNEDIC), pay their wages if they attend a training course:

- (i) in a public establishment (Ministry of Education establishment, university, AFPA) or in an establishment which has concluded an agreement with the State;
- (ii) organized by the chambers of commerce, trade or agriculture;
- (iii) approved by the joint committees on employment (see page 18).

There is therefore a wide range of training courses from which to choose, especially since it is possible to attend several courses if they form a coherent whole.

There are, however, two restrictions on this beneficial system: the duration of a training course may not exceed one year, and any education costs must be borne by the trainee.

In 1975 approximately 8 000 persons are thought to have benefited from this training allowance scheme.

The training of persons equivalent to unemployed workers

The persons involved here are primarily young people who have not worked since leaving school. They may attend the training courses described in section II.2.4 (page 1) designed to help them to find employment, and the preliminary training courses organized by AFPA, or retraining courses. 42 000 persons attended such courses in 1975.

When the VIIth Plan was being drawn up, the value of such training courses designed to help unemployed young people to find employment was stressed. Vocational training courses for young people would seem to serve two purposes: basic vocational training is designed to enable them to carry on an occupation and provide them with occupational mobility.

The purpose of training designed to help young people to find employment is to serve as a transitional period between school and employment while providing the young people with knowledge, and in particular with 'know-how', related to a specific occupation in a particular trade.

Women not trained for an occupation and wishing to take up employment may also receive the types of training described in Section V on the training courses to which priority is granted.

3.4.4. Non wage-earning workers

For non wage-earning workers (craftsmen, farmers, shopkeepers) as for wage-earners, further vocational training is a national obligation.

They may attend training courses organized by bodies which have concluded an agreement with the State or attend training courses financed by a Training Insurance Fund, if they are members.

The largest of the Training Insurance Funds for non wage-earning workers is the farmers' fund, which receives resources from the proceeds of taxes on agricultural products (see sections IV 4.1.4, p. 26 and IV 4.2.1, p. 28).

3.4.5. State employees

Although public authorities and public establishments are not bound to contribute to training (the 1% contribution), State employees, civil and public servants and staff on contract naturally have access to training courses.

If the training courses are organized by the authorities, the staff continue to receive remuneration during their training and the costs of the training are assumed by the authorities.

If they wish to attend approved training courses organized during the daytime with a view to preparing for competitive examinations, they may apply for leave of absence.

If they wish to attend approved training courses organized on their own initiative, the situation differs according to whether the person concerned is an established civil or public servant or on contract:

- if he is an established civil or public servant: he may apply for non-active status without pay;

- if he is on contract : he may, after three years' service, apply for special leave for training, to last no longer than three months. He must bear the education costs himself. He continues to receive a proportion of his remuneration calculated on the basis of his length of service.

3.5. Information on further vocational training

The French further vocational training system is a decentralized system based on action by the trade associations, trade unions and, above all, firms. A system has gradually been developed for the supply of information to those groups on the legal texts governing training, the training courses available and the positions of each of those groups. This has been especially necessary as all employees must be informed of the new right to special leave for training, if it is to become applicable.

It is therefore essential that workers should be made aware of the value of training, that firms should be informed of the methods of administering and organizing courses and that people responsible for informing the public, whether employed by the State or in a trade, should be able to advise workers in search of training.

Information on further vocational training is given to workers and firms by various public and trade institutions. The mandate of the Centre for the Development of Information on Vocational Training (INFFO Centre) is :

- (a) to provide firms, training organizations, employers' organizations and trade unions with information on :
 - the application of legal texts adopted by the Government or by both sides of industry concerning the organization of training;
 - developments on the market in training (information on training courses and training organizations);
 - training courses introduced and the results thereof.
- (b) to help those bodies to make workers aware of the value of training courses, to inform them of their rights and of the types of training open to them.

The INFFO Centre is a body whose management board comprises representatives of the three partners in the training field : the State, the employers' organizations and the trade unions. It is placed under the tutelage of the State Secretary for Vocational Training. It can act in various ways : reviews, reports, information meetings, training sessions, campaigns designed to create public awareness.¹

¹ It also has an 'International Exchanges' department to which readers of this supplement may write to obtain further information on the French training system : Service Échanges internationaux - Centre INFFO - Tour Europe - 92 080 Paris La Défense - Cédex 07 - France.

IV - THE TRAINING NETWORK

The following will be discussed in turn :

- 4.1. The State network
 - 4.1.1. Ministry of Education
 - 4.1.2. Office of the State Secretary for the Universities
 - 4.1.3. Ministry of Labour (AFPA)
 - 4.1.4. Others ministries (National Defence, Agriculture)
- 4.2. The trade network
 - 4.2.1. Training Insurance Funds (FAF)
 - 4.2.2. ASFO
 - 4.2.3. Chambers of commerce and industry
- 4.3. Firms
- 4.4. Private non-profit-making bodies
 - 4.4.1. Popular education movements
 - 4.4.2. Socio-cultural movements
- 5. Private bodies set up for pecuniary gain
- 6. Training staff
- 7. Adult training - content and methods.

The adult training network is composed of various types of 'suppliers of training'. Most of them organized training courses long before the entry into force of the 1971 law. The various 'suppliers' can be broken down into several categories :

- (a) State training network : Ministry of Education, Ministry of Labour, other ministries;
- (b) trade and inter-trade network : inter-firm groups, employers' organizations, the ASFO, the chambers of commerce and industry, the chambers of agriculture, the chambers of trade;
- (c) internal training within firms : training provided by firms for the benefit of their employees, and firms' training centres;
- (d) private non-profit-making bodies : popular education movements, socio-cultural movements;
- (e) private bodies set up for pecuniary gain, training centres, advisory bodies, etc.

The law of July 1971 introduced a number of features into this training network :

- (1) It created a market in training. The extent of the resources devoted to further vocational training by firms and the public authorities, and the free competition between the different categories of bodies listed above, have created a market for suppliers of training. Training agreements are the tool with which relations are established between the various elements of the training market. It is partly on the basis of these agreements that the employer calculates the amount of expenditure on training which he must declare annually.

- (2) It introduced the beginnings of a system of control into the training network. A law on the control of training organizations was passed in December 1975, introducing administrative controls with regard to private training organizations, based on :
- (a) registration, which is compulsory for all private bodies organizing training courses, before they may begin their activities, and
 - (b) the submission of an annual report on the use of the funds received from employers on the basis of the agreements.

Bodies governed by public law (including the chambers of commerce, trade and agriculture) are not subject to the provisions of this law.

Mention must be made of the fact that, unlike the case of initial training courses, these organizations do not require prior approval before they can organize training courses. Similarly, a person organizing such courses must not necessarily have obtained a diploma authorizing him to take up such activities, as it is the case in the medical or ancillary medical sector (medicine, pharmacy).

- (3) It led to the organization of the training profession, which has resulted especially in the setting-up or consolidation of trade unions for the training profession. The purpose of these unions is to defend the professional interests of the training organizations; they represent 350 to 400 of the most dynamic organizations. There are currently four such unions.

4.1. The State network

4.1.1. *The Ministry of Education*

Until 1970, the training programmes organized by the Ministry of Education had two main features :

- (a) their principal objective was to enable people to 'catch up', mainly through social advancement. This was bound up with the idea of personal endeavour and of 'merit', and had considerable negative results (abandonment, failure, etc.);
- (b) the training system was only a minute component of the network and was based to a very great extent on the initial training system found in schools, as no thought had been given to the special nature of adult training courses.

When, from 1970 onwards, the Ministry of Education began to develop a large adult training network, it was endeavouring to achieve two objectives : firstly, it was anxious to acquire a sufficiently large share of the market in training to be able to play a role tantamount to providing a public education service, and secondly, it was keen to ensure that the entire State educational system should benefit from the adaptation of training courses to meet the requirements of an adult public, and from the creation of greater awareness of the realities of economic life among the educational establishments.

ORGANIZATION

To facilitate the achievement of the two objectives referred to above, no special adult training system has been created. It is the existing system which is responsible for providing such training.

The various Ministry of Education establishments (comprehensive schools, grammar schools, technical grammar schools, etc.) are members of GRETA (groups of establishments), administrative groups which administer the further training courses offered by the Ministry of Education.

Each GRETA comprises approximately ten establishments in the same geographical area. Consequently the range of training courses available is very wide and very flexible, and depends on the teaching staff employed in the establishments forming the GRETA.

Teachers participating in the provision of adult training courses generally do so outside their normal working hours. 'Further training advisers', concerned solely with adult training, are responsible for the general organization of such training courses.

In October 1976 approximately 700 further training advisers were working in the 370 GRETA already formed.

In every educational district it is the task of an academic officer responsible for further training (DAFCO) and acting under the supervision of the rector to define and direct the implementation of his educational district's policy.

Every educational district also has an academic centre for further training (CAFOC), for which the DAFCO is responsible. These centres are designed to train the further training advisers who will subsequently work in the GRETA. They may also provide additional training for teachers wishing to concentrate on adult training.

The Ministry of Education estimates the number of hours devoted to adult training by the Ministry of Education staff at approximately 3 000 persons working full time.

Finally, the Agency for the Development of Further Education (ADEP), under the tutelage of the Ministry of Education, also forms part of the system. This agency is responsible for carrying out studies and analyses of training requirements, for assisting in the introduction of certain measures, for carrying out experiments and for making assessments.

SOME FIGURES

The Ministry of Education intervenes not only in the provision of State-aided training courses directed at specific sections of the population (young people, the unemployed, etc.), but also in the organization of training courses required by firms and financed from the 1% of their total expenditure on wages which they must earmark for the training of their staff.

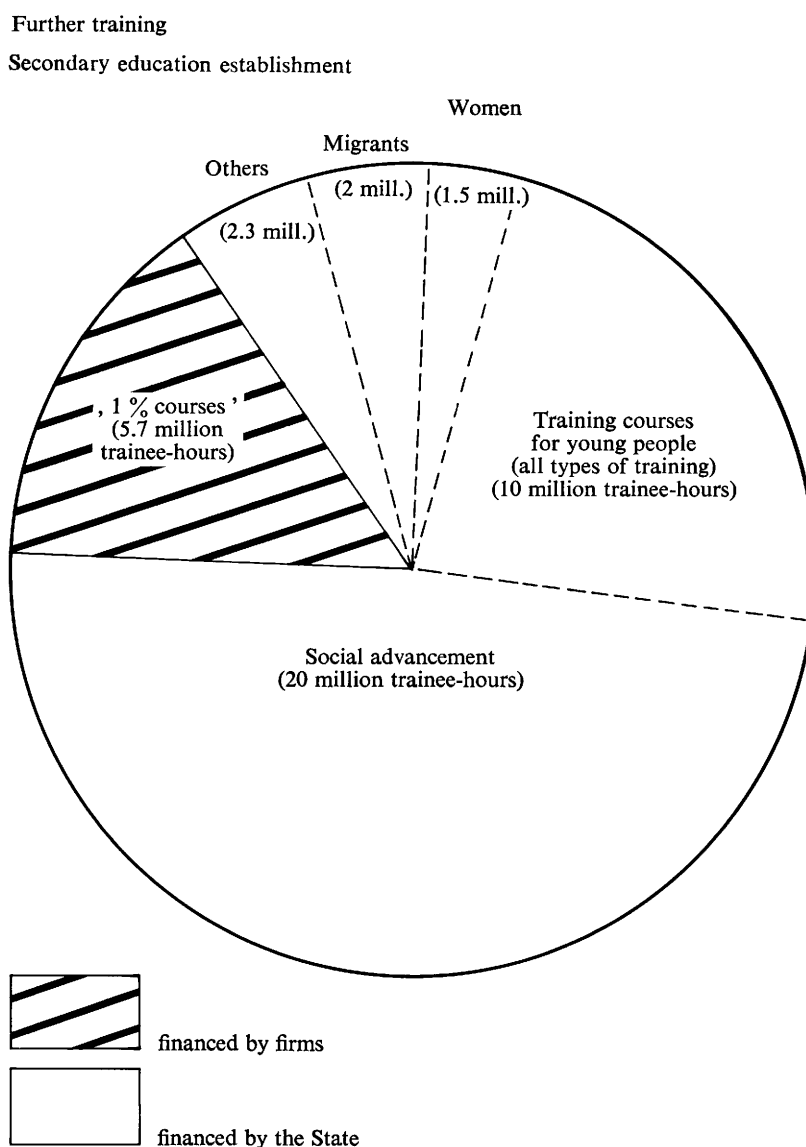
In 1975, 205 000 trainees were able to attend further training courses organized in secondary education establishments, which represents a total of 41.5 million trainee-hours (a 15% increase compared to 1974).

Further training courses organized by State secondary education establishments in 1975

		Student-hours	%	Students	Average duration
Courses financed by firms	1 % courses	5.7 million	14 %	71 700	80 hours
Courses financed by the State	Social advancement	20 million	48 %	90 000	220 hours
	Young people	10 million	24 %	14 000	710 hours
	Women	1.5 million	3.5 %	3 000	500 hours
	Migrants	2 million	5 %	10 000	200 hours
	Others	2.3 million	5.5 %	16 500	
Total		41.5 million	100 %	205 200	

Source: Draft Finance Act for 1977.

Situation in 1975, broken down into types of training course (breakdown into trainee-hours)



Source: Further training department in the Ministry of Education.

A description of the courses financed

(a) by firms, and

(b) by the public authorities,

is given below.

(a) Courses financed by firms

It has been established that in 1975 the training courses organized by the Ministry of Education at the request of firms (the 1% courses shaded in on the diagram) represented only 14% of the total number of trainee-hours throughout the Ministry's establishments (11% in 1974 - probably 18% in 1976. 71 700 trainees were able to attend courses financed by firms, which represents a total of 5.7 million trainee-hours and a turnover of FF 65 million.

If the 'real market' in training is considered (real market = expenditure by firms based on the conclusion of agreements with the 'market' in training and therefore not including courses organized directly by firms for their own staff), the courses organized by the Ministry of Education establishments represent 4.4% of the expenditure on training and 10% of the trainee-hours.

It is primarily medium-sized private firms which take advantage of the courses organized by the Ministry of Education establishments.

Breakdown of the courses organized in conjunction with firms, according to the size of the firms

Size of firm	less than 50 employees	50 - 200	200 - 500	500 - 2 000	more than 2 000
% of trainee-hours	7.5 %	12 %	21 %	57 %	2.5 %

Source: Further training department in the Ministry of Education.

Principal features of such courses

- (i) *type of trainee* : most trainees are at levels IV and V : skilled workers and white-collar workers;
- (ii) *duration of courses* : although the average duration of courses at national level is eighty hours (as against eighty-five hours in 1974), the educational districts have a large number of short courses lasting between forty and eighty hours;
- (iii) *types of course* : most of the courses are further training or refresher courses (70-80% of the courses) leading to a certificate at the end of the course which does not result in the immediate advancement of the trainee. Approximately 10-15% of the courses are advancement courses;
- (iv) *nature of the training given* : most courses involve technical and vocational education.

In some educational districts general education represents 25-35 % of the trainee-hours : oral and written expression, language courses.

(b) Courses financed by the public authorities

Those courses organized at the request of the public authorities (and financed by them) can be broken down into two main categories :

Social advancement

Courses of this type were organized long before the entry into force of the law of July 1971 on further vocational training.

These courses are generally organized outside working hours and lead straight to an examination, normally of a vocational nature (CAP or BP). This category of training course is still a very important part of the Ministry of Education's activities, since it represents 48% of all of the Ministry's further training activities (courses financed by firms and courses financed by the State) and 57% of the courses financed by the State.

Some features of the social advancement courses :

- (a) *type of trainee* : mainly young people (78% of the trainees are under thirty), at levels IV and V, skilled workers and white-collar workers. Although a number of trainees are sent by their firms, the vast majority attend on their own initiative;
- (b) *nature of the training given* : most courses involve preparation for the CAP or BP, and, more specifically, preparation for civil service competitive examinations. The training given for the CAP and BP is therefore of a predominantly vocational nature;
- (c) *average duration of a course* : 220 hours per trainee at national level, but in practice it varies considerably.

Courses directed at 'priority' sections of the population

Young people, women, migrants, persons seeking employment (see also Section V on some priority fields for action, and III on the use of training by workers).

- (a) *Courses specially designed for young people* : In 1975 the number of trainee-hours totalled 10 million, and 14 000 trainees attended courses in Ministry of Education establishments. The average duration of the courses was 700 hours per trainee.
- (b) *Courses designed to help women to find employment* : In 1975, 3 000 trainees attended courses lasting an average of 500 hours per course. The enormous demand for training within this group has come up against employment problems. The unfavourable economic situation and the fact that the public authorities prefer training courses to be closely connected with employment have prevented this sector from developing as much as might have been hoped in view of the great need for this type of training.

(c) *Courses for migrants*: In 1975 more than 10 000 trainees attended such courses lasting an average of 200 hours per course. Many educational districts organize such courses, and in particular those courses which concentrate on language tuition.

(d) *Courses for persons seeking employment*: Very few courses of this type are organized in Ministry of Education establishments at present as the difficulties involved in their organization are not inconsiderable.

Such courses must be organized on a full-time basis and during working hours, which is difficult as the teachers are involved in adult training outside working hours.

In 1975, 1 500 persons seeking employment attended courses organized by the Ministry of Education, which represents only 1.4% of the trainee-hours financed by the State and organized by the Ministry of Education.

NATIONAL CENTRE FOR HOME STUDY COURSES (CNTE) AND RADIO AND TELEVISION SERVICE FOR SCHOOLS (RTS PROMOTION)

These two bodies are placed under the tutelage of the Ministry of Education, via the CNDP (National Centre for Educational Documentation).

The CNTE is responsible for providing correspondence courses for both initial training and adult training.

In 1974-1975 the CNTE provided training for 101 000 persons through its various centres (Grenoble, Lille, Lyons, Toulouse, Vanves).

These courses are marked by a distinct predominance of the services sector, together with a high proportion of young people (54%). (It should be noted that 33 000 persons followed home study courses other than those provided by the CNTE.)

RTS-promotion broadcasts radio and television programmes for schools and also programmes to make adults aware of the doors which further training courses could open for them. It is estimated that 13 000 persons followed these information programmes in 1975.

4.1.2. Universities

The Office of the State Secretary for the Universities, which was set up in 1975, coordinates further vocational training activities in the universities and university institutes of technology (IUT).

Long before the entry into force of the law of July 1971 on further vocational training, the universities organized a certain amount of adult training, especially through the employment promotion system (1951) and through the Labour Institutes as from 1957. However, they have played a very limited part, if any, in the popular education movements, unlike the universities in many European countries.

In 1972, special contracts, called 'initial assistance contracts' (to provide help with the introduction of further training) were concluded between the universities and the Ministry

(Ministry of National Education at that time). These contracts made it possible to set up 'further training bodies' to study and introduce training programmes.

Several universities now have 'further education centres' which organize training courses offered by the universities.

The development of further education within the higher education system depends on the structure of each establishment: whether or not there is a large university institute of technology (IUT), the principal discipline. It must be pointed out that universities which concentrate on arts subjects still tend to be less involved in further training than the technological universities which are better placed in the 'market in further training' to satisfy demand from industry.

There has in fact been a slight slowdown in the development of further training courses in the universities (see tables, p. 25). This slowdown can be attributed to the current economic situation which is affecting the demand for training courses organized by the universities. Furthermore, training courses are tending to last longer, which explains the greater increase in the number of trainee-hours than in the number of trainees.

If all levels of secondary education (Ministry of Education) and higher education (universities) are considered, the figures obtained are 7.8% of the expenditure and 18% of the trainee-hours on the real market.

THE CNAM

To these figures must be added those relating to the training courses organized by the CNAM (National School of Arts and Crafts).

This School, set up in 1974, is probably the oldest adult training organization in France. It has therefore had many years' experience of promoting social advancement through evening classes provided free of charge and leading to vocational qualifications. Since the entry into force of the law of July 1971, it has diversified its activities, which currently comprise:

- (a) courses organized in the evenings and on Saturdays, most of which are open to the general public and are free of charge, divided into accumulable units and leading to qualifications. These are the conventional advancement courses;
- (b) courses during working hours, designed as full-time courses for holders of the DEST or DESE advanced studies diplomas preparing for an engineering or economics diploma;
- (c) courses organized in institutes and schools, to prepare students for vocational examinations and qualifications: DECS, chartered accountants, computer engineers, etc.

	1971 1970-71	1972 1971-72	1973 1972-73	1974 1973-74	1975 1974-75
Number of trainees	24 000	29 000	29 000	29 000	30 000

Source: Draft Finance Act for 1977.

Situation and expected trend in respect of the role of higher education establishments in the provision of further training courses

A - ABSOLUTE FIGURES

	1973			1974			1975			1976 Forecasts		
	0.8% ¹	Agreements with the State ²	Total	1% ¹	Agreements with the State	Total	1 %	Agreements with the State	Total	1 %	Agreements with the State	Total
Expenditure	15 300 000	26 700 000	42 000 000	34 900 000	34 300 000	69 200 000	50 800 000	47 400 000	98 200 000	59 500 000	49 100 000	108 600 000
Number of trainee-hours	1 519 680	3 884 642	4 801 214	2 887 007	4 726 058	7 613 065	4 384 519	6 021 139	10 405 658	4 900 000	6 200 000	11 100 000
Number of trainees	22 824	31 603	54 427	49 936	39 643	89 579	65 497	39 658	105 155	69 500	40 600	110 100

B - TREND (%)

	Increase 1973-74			Increase 1974-75			Increase 1975-76		
	1 %	Agreement	Total	1 %	Agreement	Total	1 %	Agreement	Total
Expenditure	+ 123.7	+ 39	+ 69.8	+ 45.5	+ 38.1	+ 41.8	+ 17.1	+ 3.5	+ 10.5
Number of trainee-hours	+ 99	+ 31	+ 51.8	+ 51.8	+ 27.4	+ 36.5	+ 11.3	+ 3	+ 6.5
Number of trainees		+ 46		17.3				+ 4.7	

¹ Expenditure on further training courses financed by firms.

² Expenditure on further training courses financed by the State.

Source: Draft Finance Act for 1977.

4.1.3. AFPA

By opening some 100 adult training centres in France in 1946, the public authorities hoped to solve the problem of finding new jobs for prisoners and deportees and the economic problems involved in the reconstruction of the country. In 1949, faced with the rapid development of these centres and the problems involved in their organization and management, the Government decided to make one single organization, which was at that time called the National Inter-Trade Association for the rational training of labour, responsible for managing the centres. In 1966 that Association assumed the name AFPA (National Association for Adult Vocational Training). A law was then adopted governing the organization of the new association and the subjects to be taught.

Until July 1971 the AFPA concentrated on the 'accelerated' vocational training of skilled workers. These courses were designed exclusively for persons seeking employment, and in particular young people.

Following the entry into force of the law of July 1971, the AFPA extended the range of its activities to provide training for persons in employment who were either taking special leave for training or were sent by their employers.

MAIN FEATURES OF THE AFPA TRAINING COURSES

(1) A person wishing to attend a training course has the advantage of being admitted, shortly after submitting his application, to one of the AFPA's regional psychotechnical centres, where he sits appropriate tests designed to reveal his level of general education and vocational aptitude.

An interview with an industrial psychologist enables him to obtain advice on the occupation in which he is most likely to succeed. This seems to be a successful system, as statistics show that 93% of the trainees pass the end-of-training examinations.

(2) To comply with the wishes of the trainees, the courses must be short and intensive. Courses designed to produce skilled workers or white-collar workers last six months on average; the duration of courses designed to produce technicians varies between nine and twelve months. Training takes up forty hours a week: an adult on a training course must not feel that he is wasting his time.

(3) The number of trainees on each course is limited, with ten to fifteen trainees per class, generally under one teacher. In this way direct contact and discussions are possible between trainee and teacher.

(4) The AFPA's teaching methods are based on the need to arouse the trainee's interest and obtain his approval of teaching methods and content of the course. This is why they employ methods requiring active participation by the 'pupils' and even requiring them to assume responsibility for their own training.

(5) Finally, it must be remembered that educational research would not be possible without very close colla-

boration with industry which is directly involved in the development of teaching programmes and has to pay particularly close attention to ensuring that they are updated and that the equipment used is constantly improved to take into account technological change.

SOME FIGURES

In 1975 the AFPA trained 85 000 persons, including 66 000 persons seeking employment and 14 500 persons already in employment (and therefore attending courses financed by firms), which represents an 8.44% increase compared to 1974. Furthermore, almost 4 400 trainees attended AFPA courses designed to train future training staff. In the case of courses for persons seeking employment, a 10% increase was recorded compared to 1974.

The percentage of young people aged between sixteen and twenty-five is still very high: 79% of the AFPA trainees in 1975. Women represent 13% of the trainees. Level V¹ courses represent 69% of the training courses organized. The breakdown into major sectors of activity is as follows: (*Source*: Draft Finance Act for 1977).

- Building and public works 19 803 trainees
i.e. 36%
- Metallurgy, electromechanics, radioelectricity, electronics 19 611 trainees
i.e. 35%
- Commerce, office work and data-processing 5 675 trainees
i.e. 10%
- Miscellaneous, and preliminary training 10 545 trainees
i.e. 19%

4.1.4. Other ministries

(a) The Ministry of Agriculture

The law of 16 July 1971 on further vocational training applies to agriculture as well as to the other economic sectors. However, the number of businesses subject to the obligation to contribute an amount equivalent to 1% of their total expenditure on wages is particularly low in this sector on account of the small size of most French farms (it must be remembered that the law provides that only firms with ten or more employees are subject to the 1% contribution). In the agricultural and related sectors, this obligation is incumbent on 4 500 businesses, with 350 000 employees.

In order to prevent employees in farms with fewer than ten persons from being at a disadvantage, the implementing texts relating to the law provide that a proportion of the

¹ See II.2.2., p. 6.

income from parafiscal charges on agricultural products should be used to finance further vocational training in agriculture. This proportion of the parafiscal charges is paid to two Training Insurance Funds, one for farmers and their associates (FAFEA), and the other for farm-hands (FAFSEA).

In 1974 more than 41 000 trainees attended courses financed by one or other of those two funds.

The training courses

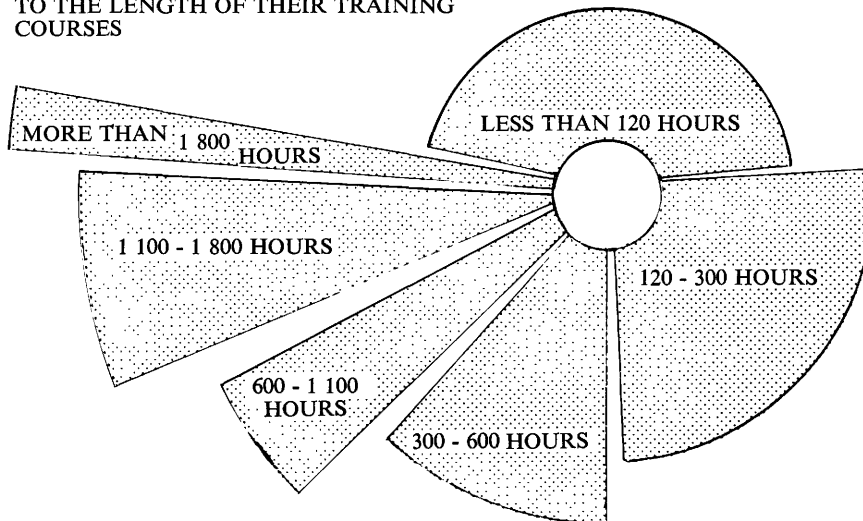
Almost all agricultural training courses are organized under the aegis of the Ministry of Agriculture; some lead to an academic qualification, whilst others provide specialized training, further training or retraining.

A diagram is set out below showing the breakdown of trainees according to the length of their courses and the level of training attained. Generally speaking, a great effort has been made to provide the rural population with information, and this has resulted in a constant increase in the number of trainees since 1971. However, the increase has been more marked in the case of short courses than for those exceeding 120 hours. Six-sevenths of the trainees reach level V.¹ On the whole they are farmers, their associates or farm-hands. Finally, it must be remembered that whereas in 1963 there were only 4 000 trainees in the agricultural social advancement centres, in 1974 more than

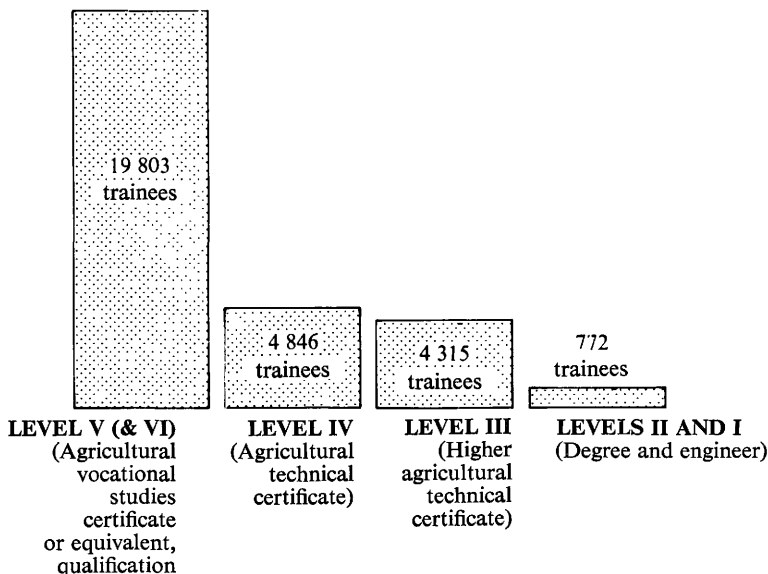
¹ See II.2.2., p. 6.

Breakdown of agricultural trainees

BREAKDOWN OF TRAINEES ACCORDING TO THE LENGTH OF THEIR TRAINING COURSES



BREAKDOWN OF TRAINEES ACCORDING TO THE LEVEL OF TRAINING REACHED



Source: Avenir — Les exploitants agricoles — No 274-275, May-June 1976.

70 000 trainees from the agricultural sector received nearly 15 million hours of training (these figures include the courses financed by the two Training Insurance Funds).

Analysis of the trainee population to whom wages are paid by the public authorities reveals a majority of male trainees. The number of women is decreasing. Most women attend management courses and are beginning to turn to new activities, especially in the tourist trade. The trainees are young: 30.5% are under twenty-one and 62.7% are under twenty-five. It is therefore primarily young people preparing for working life or who are already in employment who take up further vocational training. However, during the past three years or so there has been a tendency for non-rural trainees to attend these courses: town-dwellers attracted by a 'return to the land' who turn in particular to sectors such as stock-farming, agriculture, stock-farming (with a view to becoming established on the land), forestry and horticulture.

(b) **The Armed Forces**

In 1976 one conscript in eight attended so-called social advancement courses, which meant that within the different units of the three services a conscript could catch up on his academic education, keep up his vocational knowledge or continue his studies which had been interrupted by military service.

In 1976 nearly 34 000 conscripts enrolled for courses. Courses are either organized in a classroom or take the form of correspondence courses. Approximately 17 500 conscript enrolled for primary education courses, 7 000 for secondary education courses, 4 100 for technical courses and 5 400 for higher education courses.

Of those 34 000 conscripts, 9 040 (one in four) sat examinations, and 4 120 (approximately one in eight) passed. Although the examination success rate seems low, it must be remembered that the examinations are usually taken upon completion of military service, and that the unit is not always notified of the results. Furthermore, for many conscripts, the purpose of enrolling for courses is either to keep up or improve their knowledge or to prepare them for a subsequent course, so that examinations are not always necessary.

As far as driving lessons are concerned, between 90 and 100 000 military driving licences are converted into civilian licences every year, and almost two-thirds of that number are licences to drive heavy goods vehicles. This makes the Armed Forces the largest driving school in France.

Regular soldiers are also eligible for these social advancement courses.

In 1975 approximately 9 000 officers, non-commissioned officers and enlisted men enrolled for classroom and correspondence courses: 400 for higher education courses, 5 500 for secondary education courses, 1 500 for primary education courses and 1 600 for technical courses. 1 800 sat examinations in 1975, and 1 000 passed.

Out of the 400 000 men called up for military service every year, the Armed Forces have found, during psycho-technical selection tests, that 0.6% of conscripts are illiterate, i.e. that their very low level of education prevents them from even forming letters in answer to the tests.

4.2. **The trade network**

Industry has organized itself to meet its own needs and obligations: its courses are directed mainly at small and medium-sized firms, as the larger firms with more employees usually organize their own training courses (see 4.3. below).

Among the principal types of organization found, mention must be made of the Training Insurance Funds, the occupational groups (ASFO) and the chambers of commerce and industry.

4.2.1. *The Training Insurance Funds (FAF)*

The Training Insurance Funds constitute one of the most novel inventions provided for in the law of 16 July 1971.

A distinction must be made between the FAF for wage-earners and those for non wage-earning workers.

An *FAF for wage-earners* is an organization set up on the basis of an agreement concluded between one or more employers and trade unions to collect and administer on a basis of parity all or a part of the sums which those employers must devote to the training of their staff in order to meet the requirements announced by the firms or by the staff themselves.

It is created as a result of the conclusion of an agreement by one or more employers or groups of employers on the one hand, and one or more trade unions on the other.

Employers' organizations and trade unions are therefore free to choose whether or not to set up an FAF and to decide on its occupational or geographical sphere of action.

Employers and employees are represented in equal proportions in the Fund's administrative bodies and have an equal number of votes. This rule arises from the fact that the Fund is set up on the basis of an agreement. Even if it is not actually written into the texts, it is a logical and indispensable consequence of the origin of the Fund. It therefore implies not only joint administration but also joint control by employers and employees who assume joint responsibility for the Fund.

The resources paid into the Funds cease to be the property of the donating firms. They free employers from their obligation, but only if the Fund has been approved by the Prime Minister.

The extent to which resources are pooled depends on the degree of solidarity between the members of the Fund. The contracting parties must come to an agreement on this point.

Payments from the FAF cover not only the operating costs involved in training courses and the wages paid to trainees, but also the necessary expenditure on research into training requirements and how they can be met, on the drawing-up of a training policy and on the promotion of that policy through information campaigns, the creation of public awareness and advisory services.

Expenditure from the FAF must be for the benefit of employees, irrespective of whether they are sent by their employers, and including employees on special leave for training. However, these employees need not be employed by a member firm; the Administrative Council is responsible for admitting or rejecting such employees.

By 31 July 1975 there were seventy-seven Training Insurance Funds for wage-earners. By 1 September 1976 there were eighty-eight.

They expanded their activities in 1975 which, for ten of them, was the third year of their existence and, for thirty-four, the second.

The financial trends recorded in the Training Insurance Funds since 1972 are as follows :

(in FF)

	1972	1973	1974	1975
Resources	119 500 000	181 900 000	288 481 000	390 000 000
Expenditure	119 500 000	97 800 000	167 946 000	305 000 000

At the end of February (deadline for paying contributions into the Training Insurance Funds) the Funds' resources totalled FF 302 804 000 in 1975 and FF 360 000 000 in 1976.

The total amount of contributions received in 1975 was 35% higher than in 1974 (there was a 51% increase from 1973 to 1974). Expenditure rose by 80%, a rate close to that recorded for the previous year. The administrators of the Training Insurance Funds have endeavoured to make rapid use of the contributions received, by financing training courses and research into requirements and the best ways of meeting them. They have stepped up their information campaigns directed at employers and employees. They have gone a long way in pooling the resources obtained for the benefit of all member firms or of all sections of the Fund, where such sections exist.

The trade unions' interest in the Training Insurance Funds is quite clear, and their representatives take it in turns with the employers' representatives to provide the President of the Administrative Council. The survey carried out in 1975 revealed that in almost one-third of the Training Insurance Funds the five most representative trade unions were represented in the Administrative Council of one and the same Fund.

Statistics relating to the number of employees covered by the Training Insurance Funds, and to the number of trainees, reveal the following figures :

(a) number of employees covered : 2 321 163 (44 642 firms);

(b) number of trainees : 107 402 (7 639 000 hours of training).

The *FAF for non wage-earning workers* are set up on a voluntary basis by self-employed workers so that they can pool resources to cover their training requirements. This is the case where shopkeepers and craftsmen are concerned. Employers not required to pay the 1% contribution may conclude an agreement with the trade unions enabling their employees to benefit from the services provided by these Training Insurance Funds, in which case the employees participate in their administration.

This category of FAF has developed to a much smaller extent.

1975 revealed even more clearly than the previous years the problems facing this category of Training Insurance Fund, especially in the craft sector. The problems for this category of worker are primarily of a financial nature. This situation is particularly striking in the craft sector as its Training Insurance Funds did not receive any resources in 1975 because of the changes in the financing arrangements applicable to the chambers of trade.

The largest Training Insurance Fund for non wage-earning workers, the Farmers' Fund, is in a better position as its resources are guaranteed as a result of the allocation to it of a proportion of the taxes on agricultural products (FF 14 million in 1975).

The rare inter-trade funds set up at local or departmental level have received only very small contributions.

In several regions the Training Insurance Funds set up by the chambers of commerce have received aid from public funds to cover the operating costs involved in training courses. In two cases the State has made payments to shopkeepers (or their employees) attending training courses.

4.2.2. *The ASFO*

For many years the employers' organization have operated a vocational training system in every branch of activity. Some branches have set up training schools providing both initial training and further training.

Since 1970-1971 training has been provided in the various branches of activity through two systems :

(a) by training centres set up, with no separate legal personality, within each branch and designed primarily to provide advice and incentives within the particular branch of activity;

(b) by 'training associations' (ASFO) set up by the employers' organizations, as non-profit-making associations (1901 law). Their function is twofold : to help firms to implement training policies and programmes, and to organize training courses for the staff of those firms.

ASFO may be set up at national, branch or territorial level; consequently they are often set up on an inter-trade basis. They therefore provide services to firms in one branch of activity or in one region. Their management boards are made up of employers' representatives, but many of these associations have a further training board on which the trade unions are represented.

Some figures: the figures given below are taken from a survey carried out by the CNPF (National Council of French Employers' Organization) in 1975 and relating to the ASFO's activities between 1972 and 1974. Since then they have developed considerably and the figures given are probably lower than the current figures; for example, when the CNPF survey was carried out, there were 170 ASFO, whereas there are now 250 (all the figures given relate to the 170 associations in existence at that time).

The 170 ASFO can be broken down into:

- 50 ASFO set up at national level for one branch of activity
- 120 ASFO set up at territorial level for one or more branches of activity.

They employ 2 300 persons, including, approximately:

- 170 directors
- 665 assistants
- 1 465 other staff

The figure given for 1976 is 3 000 persons.

SHARE IN THE 'MARKET IN TRAINING'

The amounts received by the ASFO totalled:

	<i>(in FF)</i>		
	1972	1973	1974
National ASFO	90 000 000	83 000 000	97 000 000
Territorial ASFO	185 000 000	164 000 000	223 000 000
Total	275 000 000	247 000 000	320 000 000

Source: ASFO - CNPF survey.

These figures correspond to:

- 39.97% of the market in 1972
- 32.49% in 1973
- 29.44% in 1974.

This reduction in the share of the market held by the ASFO can be explained by the fact that firms are gradually spreading their expenditure on training.

In 1974 the ASFO worked with 35.76% of the 118 000 firms which submitted their tax returns. These firms can be broken down as follows:

	<i>(in %)</i>		
	Total	National ASFO	Territorial ASFO
Fewer than 50 employees	52.97	51.8	53.2
50 - 99	24.14	22.2	24.7
100 - 299	14.66	15.2	23.2
300 - 500	4.76	5.3	4.6
More than 500 employees	4.47	5.4	4.2

Source: ASFO - CNPF survey.

It can be seen that the territorial ASFO work even more than the national ASFO with small firms for which they represent inter-firm training centres.

ACTIVITIES

Between 1972 and 1974 the number of persons trained by the ASFO more than tripled and represented:

- 1972 ... 8.18% of the total number of persons attending training courses financed by firms (1%)
- 1973 ... 10.16% of the total number of persons attending training courses financed by firms (1%)
- 1974 ... 12.25% of the total number of persons attending training courses financed by firms (1%)

The breakdown into occupational categories is as follows (all the ASFO together):

	<i>(in %)</i>		
	1972	1973	1974
Engineers and salaried staff	19.09	20.92	18.50
Foremen and technicians	35.62	29.62	25.22
Skilled workers	21.72	18.88	22.58
White-collar workers	13.70	19.21	17.19
Specialized workers and unskilled workers	45.30	49.47	56.28
	9.88	11.38	16.51
	100	100	100

Source: ASFO - CNPF survey.

The territorial ASFO deal more with unskilled, specialized and skilled workers, and the national ASFO deal more with engineers, salaried staff and white-collar workers.

The number of trainee-hours increased over the three years concerned as follows :

Number of trainee-hours

	1972	1973	1974
National ASFO	1 104 000	2 334 000	3 452 000
Territorial ASFO	4 528 000	8 791 000	11 821 000
Total	5 632 000	11 125 000	15 273 000

Source: ASFO - CNPF survey.

Out of the total number of trainee-hours, the ASFO accounted for :

- 11.04% in 1972
- 11.47% in 1973
- 13.88% in 1974.

Duration of the training courses varies considerably between the two types of ASFO: in the national ASFO average duration fell from 76 hours in 1972 to 62 hours in 1973 and 57 hours in 1974, whereas in the territorial ASFO the corresponding figures were 79, 74 and 69 hours.

Finally, the average duration of courses is longer in the case of the larger ASFO. In 1974 average duration of the longest courses was 154 hours in national ASFO and 143 hours in territorial ASFO.

The ASFO may fulfil their function as training centres in four ways :

1. by using their own training staff;
2. by calling upon the services of engineers, salaried staff and teachers to whom they pay fees;
3. by subcontracting training to public or private training organizations;
4. by simply paying a training organization, on behalf of a member firm, for training one or more employees sent by that firm.

The total number of hours of training provided by the ASFO in 1974 can be broken down as follows between those four alternative methods :

(in %)

	Total	National ASFO	Territorial ASFO
Permanent training staff of the ASFO	26.15	51.1	10.7
Persons paid fees	24.79	19.9	27.7
Subcontracting	34.24	18.7	43.5
Direct payment	14.82	9.2	18.1

Source: ASFO - CNPF survey.

In the case of the national ASFO, the high percentage of permanent trainin staff can be attributed to the fact that the largest ASFO of this type uses only permanent staff.

4.2.3. Chambers of commerce and industry

The chambers of commerce and industry are public establishments representing shopkeepers and industrialists listed in the trade register. They are financed from the proceeds of taxes. Their role is to represent the general interests of commerce and industry. They therefore fulfil three functions :

- (a) *consultation* : they deliver opinions to the public authorities on general economic questions;
- (b) *representation* : they are represented in a number of public or quasi-public bodies;
- (c) *administration* : they administer establishments set up under their aegis for the benefit of their members. It is in this capacity that they intervene on the market in training.

In 1962-63 the chambers of commerce and industry began to develop further training and retraining programmes, which took the form of short courses directed primarily at salaried staff and covered commercial subjects and languages.

Gradually the long courses were organized in the first chamber of commerce schools, as were the so-called 'social advancement' evening courses.

The chambers of commerce gradually developed their 'training system', with the recruitment of 'technical training assistants' (1972) to help firms with training, the setting-up of the National Technical Working Party on Further Training (1973), a study and advisory group within the chamber of commerce, and the creation of numerous training centres throughout France.

A survey carried out by the Permanent Assembly of Chambers of Commerce and Industry in 1976 and covering the period from 1972 to 1975 produced the following information :

FACILITIES

- By the end of 1975 almost all the chambers of commerce and industry were involved in the provision of further vocational training and either possessed or had access to a training centre or a specialized training department.
- The chambers of commerce have also set up ten ASFO (training associations set up by the employers' organizations) and twenty-nine FAF (Training Insurance Funds). As each of those ASFO and FAF involves several chambers of commerce and industry, 25% of the chambers of commerce are involved in the ASFO and 40% in the FAF.
- By the end of 1975 the equivalent of 1 550 full-time staff were employed in the various sections of the

further training network, which represents a 60% increase compared to 1972. This permanent staff includes 201 'units' concerned primarily with providing advice on training and with relations with firms.

RELATIONS WITH FIRMS

- Relations with firms are based on agreements which firms conclude with the chambers of commerce and industry. An increase was recorded in the number of agreements concluded between 1972 and 1974, but in 1975 there was a general tendency towards stabilization.
- The sums received by the chambers of commerce and industry from firms represent approximately 12 % of the amounts paid by firms under vocational training agreements concluded with training organizations.
- The chambers of commerce and industry provide 75-80% of the training courses themselves and therefore subcontract the training required by 20-25% of the applicants approaching them.
- If all the amounts paid to the chambers of commerce by firms (either on the basis of agreements or through payments to the FAF) are added together, the proportion of firms involved is found to be approximately 19% (which is more or less equivalent to saying that the chambers of commerce and industry work with one in five of all the firms liable to the 1% contribution).

RESULTS

- 888 250 hours of training in 1975
(1972 : 352 000) = + 150%
- 138 000 trainees (1972 : 57 200)
- 14 000 000 trainee-hours
(1972 : 6 500 000) = + 115%

The average duration of a training course is 100 hours. It is tending to decrease (110 hours in 1972) as in the case of all courses organized at national level.

PROSPECTS

- Qualitative rather than quantitative developments are expected in 1976-77, although a slight increase in the number of trainee-hours is expected.

(Source : APCCI survey)

4.3. Firms

The law of July 1971 provides that firms may organize training courses for their staff.

Such courses are, however, governed by a number of rules designed to ensure that the courses organized are genuine training courses and not simply methods of adapting staff to jobs or information courses.

All types of training course are possible, irrespective of whether they are predominantly vocational or predominantly cultural.

The training must be provided on premises which are quite separate from the production plant.

If the training course includes practical training, this may be given in the production plant, provided that :

- (a) it is given by staff trained to teach;
- (b) it is based on a programme drawn up in advance ;
- (c) the results are assessed at the end of the course;
- (d) the works council, or the vocational training committee (set up in the absence of a works council) is informed of the way in which these obligations have been fulfilled.

Breakdown of the expenditure incurred by firms

(in million FF)

	1972		1973		1974		1975	
Operating costs in respect of training courses organized within firms	672	24 %	842	23 %	1 038	21 %	1 122	20 %
Equipment	64	2 %	81	2 %	92	2 %	80	1 %
Operating costs in respect of training courses organized under agreements ¹	703	25 %	760	20 %	1 105	22 %	1 252	23 %
Trainees' remuneration	1 176	42 %	1 685	45 %	2 199	44 %	2 438	44 %
Expenditure on the transport and accommodation of trainees	»	»	96	2 %	136	3 %	159	3 %
Payments to the Training Insurance Funds	95	3 %	145	4 %	274	5 %	318	6 %
Payments to approved organizations	30	1 %	23	1 %	35	1 %	42	1 %
Parafiscal charges	43	2 %	58	2 %	72	1 %	86	1 %
Contribution to the chamber of commerce and industry	14	1 %	19	1 %	26	1 %	38	1 %
Total	2 798	100 %	3 709	100 %	4 977	100 %	5 535	100 %

¹ Agreements between firms and training organizations. They therefore do not involve any financial aid from the State.

Source: Draft Finance Act for 1977.

DURATION OF TRAINING COURSES

The legal texts do not lay down any minimum limit (except in the case of courses for which firms are anxious to receive State approval or conclude an agreement with the State in connection with trainees' remuneration).

However, the public authorities do not consider training courses lasting less than twenty hours long enough for the educational process necessary for the acquisition of knowledge to be applied.

It is therefore often recommended that firms should comply with this principle laid down by the Ministry of Labour.

In 1975 it was found that 20% of firms' expenditure on training was devoted to the organization of internal training courses administered by firms, while 23% was devoted to courses organized by training organizations with which firms had concluded agreements.

The table set out on page 32 shows the breakdown of expenditure on training incurred by firms between 1972 and 1975. It will be seen that the proportion of expenditure on courses organized by firms decreased, and that the proportion of expenditure on courses organized by training organizations increased.

Similarly, an increase in the proportion of training courses organized under agreements has been recorded.

	1973	1974	1975
Training courses organized:			
— in firms	59%	58%	46%
— under agreements	41%	42%	44%

Source: Draft Finance Act for 1977.

It can therefore be seen that firms are major 'suppliers of training', although there is a tendency towards a decrease in the number of firms organizing their own courses and an increase in the number using the 'external market'.

4.4. Private non-profit-making bodies

The popular education and socio-cultural movements (youth and culture centres, etc.) are designed to provide leadership which often results in the organization of training courses. For example, these two movements have trained a number of group leaders who sometimes move into the training organizations responsible for providing cultural education. The fact of being pioneers in the field of adult education has given them a certain amount of experience which they have endeavoured to put to use under the law of July 1971 on further vocational training. As there is no provision in that law governing the 'content of the

training courses' which firms or workers may choose, the training provided by these movements can be adapted to meet consumers' requirements.

All these associations constitute a very heterogeneous collection which it is difficult to analyse in so far as the information on them is not collated systematically by a central body. Mention must, however, be made of the creation in 1968 of GERE (study and research group on adult education) which gathers approximately thirty popular education associations. Some of those associations have obtained additional financial resources from the 1% earmarked by firms for training (most of their resources still come from subsidies or result from agreements concluded with the public authorities. It is interesting to note that these associations come under the Office of the Secretary for Youth Affairs and Sport and not under the State Secretary for Culture, as is the case in many European countries). However, such agreements play only a very small role in the market in training as a whole. Furthermore, competition on the market is liable to force these associations to conclude, with firms, agreements which do not always serve their original purpose, which is still to ensure individual and collective development.

4.5. Private bodies set up for pecuniary gain

No statistics are available as yet in France covering all private bodies set up for pecuniary gain. It is not even easy to define such bodies as their status is not always typical. For example, some university training departments become autonomous bodies governed by private law (generally associations governed by the law of 1901, i.e. non-profit-making associations), while remaining under the tutelage of the university, with teachers specializing in further training. It has been found, moreover, that most private training organizations set themselves up as 'Associations under the 1901 law', so powerful is the impact of the concept of training organizations completely free from any desire for profit. However, they cannot be regarded as being intended for an insolvent market (in the way that the popular education movements or the youth and culture centres can). It must be remembered that in France a 1901 Association need merely be registered (this differs from the present system for the registration of private training organizations with the public authorities responsible for training).

The law on the control of training organizations will enable a closer watch to be kept on this category of supplier of training in future and on its development.

Only the following information is currently available :

- although some organizations were set up a long time ago, a large number of institutes have been set up since 1971 (and several others have disappeared, seeing the reduced profitability of the sector and therefore preferring to withdraw from the market);
- the number of organizations providing training is estimated at 3 000;
- the typical kind of training provided by these organizations covers management, administrative organization, human relations and languages, which corresponds to

the major part of the 'solvent demand' from firms for training for their staff. Furthermore, technical training courses require considerable investment in equipment, premises and working materials, which is hardly compatible with the limited financial resources of those organizations. Technical training courses tend therefore to be organized more by training organizations in the trade or State networks which are better equipped for this purpose;

- (d) the vast majority of these private organizations supply their services in the form of sessions, organized either within a firm (adapting their syllabus to a greater or lesser extent to meet the firm's requirements), or outside firms and therefore including participants from several firms. Some, although few in number, intervene at a more general level and create training systems within firms or trades (setting-up of a training department, research into requirements, drawing-up of programmes, etc.);
- (e) they vary very considerably in size. The smallest comprise two or three persons, whereas the largest have a staff of between 500 and 1 000 persons; and
- (f) finally, it has been noted that the training profession is starting to organize itself, and that this has resulted in the creation of several training associations which are described briefly below.

4.6. Training staff

No systematic record has yet been kept in France enabling a qualitative or quantitative assessment to be made of the various occupations connected with the provision of further vocational training. Nevertheless, several attempts have been made in recent years to describe the various occupations in the training sector.

These occupations can be divided into two categories based on two types of function :

LEADERSHIP OF TRAINING SESSIONS

— Instructors

They impart knowledge and know-how connected with a trade. Instructors are generally involved in level V.

— Group leaders

They tend to be specialists in group leadership rather than in a subject to be taught. They are generally involved in level IV and III (see II.2.2., p. 6) training courses for occupations in the services sector or for training staff.

— Training specialists

They develop training courses and syllabuses and decide on where the training is to lead. They may specialize in one or more aspects of training methods or be specialists in one field (economics courses, management courses, etc.).

— Teachers

Specialists in one field or subject. Their backgrounds may be very varied : Ministry of Education establishments, firms, specialists, etc.

ADMINISTRATION OR ADVICE

— Training managers

They are responsible, in a firm, for directing and implementing the firm's training policy and in particular for drawing up the training programme.

— Training advisers

They can be defined primarily as external advisers whose task is to provide advice or technical assistance to firms or institutions. They must be capable of performing the duties of the training managers.

— Information officers

They give advice and guidance to the public on training courses and participate in training courses as training experts.

— Directors

They draw up the policies of firms providing training courses and perform all the duties of the managers of firms.

The 20 000 or so persons engaged in these different occupations have extremely varied educational and employment backgrounds. As yet there is no specialized school, nor is any advanced initial training courses available, although the University of Grenoble has introduced a DESS (diploma for specialized advanced studies) for the administration of training programmes within firms. However, several successive trends have been recorded through the years.

Up to 1974/1975, in firms: large firms with their own training departments often called upon the services of salaried staff in the firm or on retired servicemen to take charge of these departments.

In the training organizations this was the era of the 'group leaders', often from the socio-cultural or educational movements (boy scout movement, etc.).

Since 1974-1975 the tendency towards 'professionalization' has become much more marked in all occupations connected with training. Some of the training courses for these occupations are organized within the framework of adult training and not initial training programmes. Without really being genuine vocational training courses, they tend to provide salaried staff who have already worked for five to ten years with specialized training in the different aspects of adult training. The training programmes cover the legislative, administrative and educational aspects of further training and generally devote a fairly considerable amount of time to inter-trade relations and group life.

The various functions linked with the provision of further training are gradually becoming specialized occupations, and a body of specialists carrying out their occupations over a long period of their working lives is beginning to appear, concurrently with a contrary trend, found mainly in firms, towards regarding as a means of access to higher-level jobs in terms of the functions which the persons concerned perform rather than in the hierarchical scale or in the production process.

4.7. Adult training - content and methods

There has not yet been any systematic research capable of producing quantifiable information on this particularly difficult topic.

CONTENT

However, several approaches are possible. A study of the agreements concluded between the public authorities and the training organizations (public or private) reveals the following distribution of *trainees* between the major categories of training course :

— General or cultural training courses (mathematics, economics, etc.)	79 000 i.e. 16%
— Industrial technology (public works, mechanics, etc.)	140 000 i.e. 27%
— Training for activities in the services sector (information, health, etc.)	55 000 i.e. 11%
— Business studies (personnel management, data-processing, etc.)	121 000 i.e. 24%
— Preliminary training	84 000 i.e. 16%
— Others (creation of public awareness, etc.)	31 000 i.e. 6%
Total	510 000

As yet no statistics are available with regard to trainees who have attended courses financed by firms. However an analysis of the training courses (and not of the trainees)

approved by the joint committees on employment (and therefore considered by industry to be of value), reveals the following figures :

DURATION OF THE TRAINING COURSES

An investigation of the duration of training courses financed by the State reveals that more than one trainee in three attends a training course lasting less than 120 hours, and that the average duration is 420 hours.

It will be noted that a very high percentage of those training courses are short (43% less than 40 hours) but also that a not inconsiderable number (27%) exceed 160 hours. When the statistics were drawn up, the period during which an employer was bound by law to continue to pay an employee attending a training course approved by the joint committees on employment was 160 hours. It may therefore be assumed that this limit of 160 hours on the period during which a trainee was entitled to receive his wage did not prevent industry from considering longer courses necessary. The period during which wages must be paid has now been extended to 500 hours, which means that the legal texts can be brought more into line with the realities of the situation.

TEACHING METHODS

There are two reasons for the shortage of information on the teaching methods employed : firstly, managers of public and private organizations are not concerned with this type of information, so that it is not included in the various management documents which they draw up (agreements, registration documents, etc.). Secondly, it is very difficult to define the characteristics of each teaching method, so that any information supplied in this connection would be unreliable, more especially as France does not have an applied research body specializing in adult education.

However, it can be seen, from what people have said, that the first few years of the application of the law on further vocational training have represented a step backwards compared with the previous system. This is due particularly

(Trainees)

	1972		1973		1974		1975	
Less than 80 hours	125 000	23%	157 000	28%	110 000	21%	110 000	21%
80 - 119 hours	43 000	8%	39 000	7%	40 000	8%	39 000	8%
120 - 299 hours	128 000	24%	132 000	23%	130 000	26%	117 000	23%
300 - 599 hours	41 000	8%	45 000	8%	43 000	8%	44 000	8%
600 - 1 099 hours	76 000	14%	61 000	11%	61 000	12%	76 000	15%
At least 1 100 hours	35 000	7%	40 000	7%	43 000	9%	44 000	9%
Correspondence courses	85 000	16%	90 000	16%	84 000	16%	80 000	16%
Total	533 000	100%	564 000	100%	511 000	100%	510 000	100%
Average duration	410 hours		380 hours		430 hours		420 hours	

Source: Draft Finance Act for 1977

to that fact that many 'newcomers' have launched into adult education without giving prior thought to their teaching methods, and have tended to base their teaching methods on the model with which they were familiar: the teaching methods used in schools. Furthermore, the main concern has been that the system should become properly established, so that the legal and administrative aspects of the system have been of prime importance.

The situation is now changing, and consumers are beginning to make their voices heard. Several bodies, often set up on a basis of parity, such as the FAF, are therefore endeavouring to create training assessment systems designed to include teaching methods.

Mention must also be made of the experiments with the larger-scale use of training methods previously tested and then employed on a smaller scale: the accumulable units introduced by the CUCES in Nancy in the 1960s for training white-collar workers. These are now used by

AFPA for training in the building and data-processing sectors, for training executive secretaries and by the six GRETA (Ministry of Education) for preparation for the CAP. The accumulable units system is based on the division of training into sections, each of which leads to a certificate. Once all the certificates have been collected, the relevant diploma can be obtained. This system involves a great deal of work on the drawing-up of new syllabuses and the creation of permanent boards of examiners to ensure continuous control over the training provided.

Similarly, the 'case methods' used for many years by business schools, and especially by those administered by the Paris Chamber of Commerce and Industry, are being extended to other sectors and are experiencing a slight revival as a result of the introduction of 'case films' (used especially in commercial training courses).

However, no surveys have yet provided any indication of the trends, supported by figures.

Summary table containing estimates with regard to the major further vocational training networks

	Approx. share of the market in further vocational training ¹ 1 % Agreement	Number of trainees on 1 % basis	Corresponding number of trainee-hours	Average duration per trainee
<i>AFPA</i>	1.5 %	14 000 trainees	2 000 000 trainee-hours	142 hours
<i>Ministry of Education</i>	8-6 %	137 200	6 800 000 (6 000 000)	85 hours (85 hours)
<i>ASFO (including national ASFO for individual branches of activity)</i>	29 %	216 800 (74)	15 270 000 (74)	70 hours
<i>Chambers of commerce and industry</i>	12 %	138 000	14 000 000	100 hours
<i>National figures 1974</i>	Expenditure on training courses organized under agreements FF 1 037 million	1 770 000 trainees	110 000 000 trainee-hours	62 hours per trainee

Source: Survey carried out by the Permanent Assembly of Chambers of Commerce and Industry.

Conclusion

By way of conclusion, the summary table set out below will give a general picture of the activities of the major training networks. This table takes into account only the share of the 'real market' held by these major suppliers. It does not include operating expenditure on training courses organized within firms without the conclusion of agreements with training organizations, or courses which they organize with State aid.

As far as the supply of training is concerned, contrary to the fears expressed in 1971/72 that the system would often

be abused as a result of the appearance of profiteers or the wrongful purchase of unusable teaching materials (especially audio-visual material), cases of deviations of this type from the liberal system introduced at that time have not been recorded.

Some cases of abuse have certainly arisen: cruises for salaried staff, courses comprising a curious combination of skiing lessons and management training, etc., but they have been very rare and quickly exposed, as indicated by the results of the 282 inspections carried out by the Further Vocational Training Control Authorities in 1974.

However, a larger number of abuses have been recorded in the case of correspondence courses. Trainees' meetings provided for by law for this type of training have often not been organized by the training organizations. Furthermore, some of the rules on the advertising campaigns carried out by such organizations have not been observed, and this probably constitutes the greatest threat by these unscrupulous so-called institutes to the individual in search of training.

The problem of assessing the training given, whether from the economic or social viewpoints or with regard to the teaching methods employed, remains completely unsolved. No yardstick has yet been developed for gauging the economic and social impact of adult training, nor has any criterion for assessing the success of the various teaching methods been tested and employed systematically.

The law on the control of private training organizations published in December 1975 introduces controls with regard not to the teaching methods employed but merely to the administrative aspects of the organizations. The information which organizations are required to supply in order to become registered, and their annual reports on their activities, will provide a clearer picture of the activities in this sector in years to come.

V - SOME PRIORITY FIELDS FOR ACTION

Every year priority guidelines are laid down for the training policy with a view to :

- (a) correcting the economic imbalances on the employment market, and
- (b) concentrating aid from public funds on the most disadvantaged sections of the population.

Those categories of measures to which priority has been granted include : the improvement of the position of manual workers, the employment of women and handicapped workers, and measures for the benefit of migrant workers.

5.1. Improvement of the position of manual workers

Improvement of the position of manual workers was adopted as an objective within the framework of a programme of priority measures to be implemented during the period covered by the VIIth Plan and requiring expenditure totalling FF 6 000 million.

Those measures, aimed at meeting the essential need for social justice (inequalities in respect of remuneration and status) and at satisfying an economic requirement (employment problem - unpopularity of manual employment), concern three main fields: remuneration; living and working conditions; the education, training and careers of manual workers.

An Office of the State Secretary for Manual Workers has been created to implement this policy which concerns 12.5 million people, including 6.5 million wage-earners.

Several measures have been adopted with regard to training. They include:

- (a) measures designed to encourage young people and re-train workers to take up manual employment;
- (b) long-term advancement courses designed to enable manual workers to move up the occupational hierarchy and achieve genuine occupational, cultural and social advancement, and
- (c) training courses designed to improve working conditions and make the work more attractive.

Furthermore, experimental collective staff training courses, requiring a corresponding reorganization of work and implemented in conjunction with ANACT (Agency for the improvement of working conditions) are being promoted.

Various systems have been introduced at *national level* for the purpose of implementing this policy.

- (1) *To help young people at baccalauréat level leaving the general education system and wishing to learn a trade* (i.e. 10 000 young people out of 130 000), AFPA (Association for adult vocational training) has been asked to set up new technical sections.

Furthermore, a study is being made of the possibility of concluding agreements with some training centres to enable the range of trades to be extended, the geographical distribution of the training courses provided to be improved and different teaching methods to be tested.

A budget of FF 1 million has been allocated for this purpose.

- (2) *To train young people for manual employment*, preliminary training courses for women, organized by the AFPA and still at the experimental stage, provide women with information on several types of occupation, generally in the mechanical, electrical or woodwork sectors, to help them to make a choice. Variety is still the State's prime objective in this field. Courses on the repair and maintenance of equipment are being developed.

- (3) *For the advancement of manual workers:*

(a) a training appropriation may be granted, following a selection process, to young people under thirty, who have been trained to approximately CAP level (vocational training certificate), after they have been working for three years. They are granted paid leave for one year to attend training courses so that they can prepare and sit for the vocational certificate (BP). In 1976, 577 young people took advantage of this scheme, and the figure will probably rise to 4 000 by 1980.

(b) A savings-bank book system has now been started for manual workers. It enables young workers under thirty to set up their own firms. The savings-bank book provides them with :

- the opportunity to attend a training course paid for by the State and during which they receive wages from the State, to provide them with the information on management which they require if they are to set up their own firms;
- a premium proportional to the investment required;
- a loan from the State.

Expenditure in this connection totalled FF 500 000 in 1976 and will rise to FF 3 million in 1977.

- (4) *To improve working conditions*, agreements have been concluded with CESI (Centre for advanced industrial studies) and FNEGE (National foundation for management training).

As far as firms are concerned, it is not yet possible, particularly in the private sector, to distinguish training courses planned or organized for the specific purpose of improving the position of manual workers, either from the viewpoint of the teaching methods employed and the content of the courses or in statistical terms.

The public sector, on the other hand, has set itself more clearly defined objectives; for example :

- (a) EDF (Électricité de France) is to allow one-half of its new staff to attend training courses during their first year of service with effect from 1976, and to allow all of its new staff to do so with effect from 1978, and is by way of experiment, training men to be both maintenance and operating staff at the same time.
- (b) The RATP offers its workers who have shown evidence of their abilities and personal endeavour the opportunity to train to become salaried staff.

Conclusion

The action programme for improvement of the position of manual workers is currently at the experimental stage. However, these measures are inseparable from other more general measures, such as the improvement of wages, the reorganization of work, etc.

5.2. The employment of women

The training courses for women to which priority has been granted are those designed for women wishing to take up employment later than usual or to return to employment after a break. Such courses must help them to obtain employment and lead either directly to employment or to proper training courses. We shall therefore discuss only this section of the female population.

The female labour force increases by 100 to 150 000 persons every year (in ten years the female population has risen by 6.89 % and the male population by 5.78 %).

The number of women returning to employment after a break due to family commitments is increasing all the time, as is the number of widows and divorcees forced to take up gainful employment for financial reasons.

As the female employment market is constantly growing, training programmes are necessary not only to help women to obtain employment but also to promote their social and cultural integration and reduce the existing inequalities.

The principal provisions laid down by law

Unemployed women wishing to take up (or return to) employment are likened to wage-earners being retrained.

For trainees to be entitled to remuneration, the training courses must be organized by the AFPA (Association for adult vocational training), or be approved by the State or organized under an agreement with the State. The State bears the costs of the training courses and trainees receive an allowance.

This allowance is calculated on the basis of the previous wage in cases where a trainee has lost a job, while in the case of mothers it is generally equal to the SMIC (guaranteed minimum wage). The allowance for women who have brought up at least three children, or still have one dependent child, is 120 % of the SMIC.

Furthermore, widows or women left alone with at least one dependent child are given priority for admission to these courses.

SECTIONS OF THE POPULATION CONCERNED, AND THE CORRESPONDING TRAINING COURSES

First group

Women who were formerly employed and wish to return to the labour market after a break.

They require either new vocational training courses or refresher courses in their former occupations. These training courses form part of the adult training system.

- (1) The AFPA took special steps in 1975: most of the courses designed specially for men are now open to women. Furthermore, the practical aspects of some courses have been adapted to cater for their special circumstances, e.g. part-time training of further training courses for office employment, correspondence courses, etc.
- (2) The FNE (National Employment Fund) has organized and financed refresher courses for typists and shorthand typists and has also helped to finance courses open to women at baccalauréat level (further training courses for secretaries and administrative salaried staff).
- (3) The State has concluded agreements relating to approximately one hundred courses enabling 5 500 mothers wishing to return to employment to be trained.

Nearly all these courses prepare trainees for a return to employment in the services sector (generally secretarial employment or employment in the health or social sectors).

Second group

Women wishing to take up employment but reluctant to take the step.

Before taking up vocational training they require guidance and more general education to enable them to overcome the practical and psychological problems. Two types of course are therefore organized :

Guidance courses

To enable women to gain a better idea of their personal abilities in relation to the working world and the employment market.

Preliminary training courses

Reminder of the basic processes with which trainees must be familiar if they are to receive more advanced training, information necessary to enable them to perform a function in society.

Further training in everyday household and family organization.

These courses are organized either by the Ministry of Education or by popular education movements. For example, 'Retravailler' (return to work), subsidized by the Ministry of Education, organizes five-week preliminary training and guidance courses, involving attendance at classes four days a week, and with four main objectives :

- self-knowledge
- revival and improvement of abilities (memory, logic, concentration, written and oral expression)
- preparation for entry into the working world
- guidance.

Third group

Women who consider education or training completely out of reach, for practical and psychological reasons.

Large-scale information campaigns (radio, TV) should be organized.

Achievements to date

The information available with regard to these courses is very imprecise in so far as the number of women attending them cannot always be ascertained from the general statistics.

In 1974 courses specifically designed for mothers were attended by 3 500 of the 244 000 women who received training under the State's aid policy; in 1975 the corresponding figures were 10 000 out of 256 000.

Some categories are still under-represented: migrants, women living in a rural environment, wives of shopkeepers and craftsmen.

Inadequate efforts have been made in this field, and there are insufficient training courses to meet requirements.

Conclusion

Analysis of the situation with regard to these courses reveals major obstacles to the implementation of this policy :

the obstacles raised by the women themselves, and those raised by the public authorities.

As far as the women themselves are concerned, the major obstacle consists in the need to find employment very quickly, which hinders them from receiving training. Out of 1 800 women to whom the ANPE (National Employment Agency) has offered training courses :

- 34.1% have accepted;
- 44.8% have said that they needed to find employment immediately.

Family reasons, on the other hand, account for only 20.4% of the refusals, and of those 20.4%, only 37.7% are due to family pressures.

The practical organization of the training system, the women's average level of general education, and their cultural and social predestination for female duties, are frequently the cause of reticence on the part of women to receive training and of their attitude towards employment. The public authorities, for their part, should adopt a number of measures not designed specifically for women but capable, in fact, of improving the entire non-trade network. However, aid for the benefit of women would be incompatible with the policy designed to solve the employment problems, as it would result in the arrival on the employment market of a new group of people unable to find employment.

5.3. Handicapped workers

Out of a population of 17 million wage-earners in France, the number of handicapped workers is estimated at 1.3 million.

Disregarding the most seriously handicapped persons acknowledged to be unsuitable for employment, and those working in special protected workshops, approximately 30 000 handicapped workers are eligible for vocational retraining and employment every year.

The process of finding new employment for handicapped workers is long and complex. It obviously cannot be left purely to private associations, and even less to firms. It is therefore quite normal that the training of handicapped workers should be one of the priority fields for provision of vocational training. This has led to the development of training programmes for handicapped persons seeking employment.

In 1976 the Vocational Training Fund financed, on the basis of agreements, seventy long and very varied training courses leading to qualifications, generally the FPA certificate (adult vocational training certificate). These training courses, specially organized for handicapped workers, were attended by 8 000 trainees. (The same figure was recorded for 1974.) State aid totalled FF 7.9 million.

Other training courses are financed either by the social welfare organizations or from social security funds. 3 000 trainees were involved in 1976. The National Employment Agency normally assumes responsibility for finding employment for the trainees.

However, despite recent legislation concerning the protection of handicapped persons (law of 30 June 1975), very little advantage is taken of the possibility of receiving vocational retraining under an employment contract.

Very few handicapped persons find employment in firms: the lack of sufficient controls results in no-compliance with the rules which provide that a certain percentage of posts must be allocated to handicapped persons. Only too often employers seem unaware of the possibility of obtaining job adaptation subsidies.

5.4. Migrant workers

The agreement of 9 July 1970 and the law of 16 July 1971 are applicable to all workers employed on French territory. Foreign nationals are therefore entitled, on the same terms as French nationals, to attend training courses financed by firms and courses approved by or organized under an agreement with the State.

This legislation is based on the twentieth-century French educational system. This means that it is applicable to a French-speaking population, which has completed its ten years of compulsory schooling at least and has been brought up in the socio-economic environment of an industrialized European country.

Foreign workers, who constitute a large proportion of the labour force (12.4%) are, in this respect, not in the same position as the other workers. The language and culture of their country of origin are different, their education, often acquired in a rural environment, has not necessarily involved school attendance, and even the conditions in which they received their schooling, if they did, often differ.

Being aware of these problems and of the difficulties facing foreign nationals wishing to take up further training, the General Secretariat for Vocational Training has, since 1969, included migrant workers among the sections of the population granted priority for admission to adult training courses.

Training programmes for migrant workers are organized by:

- (a) the public authorities; or
- (b) firms; or
- (c) private non-profit-making associations.

The public authorities

In addition to the bodies which normally intervene in the field of further training: the General Secretariat for Vocational Training and the Vocational Training Fund, other bodies responsible for dealing with general matters concerning immigration are also involved in the training of foreign nationals. Those bodies are in the Ministry of Labour:

The Directorate for Population and Immigration under the State Secretary attached to the Ministry of Labour and responsible for immigrant workers. This Directorate is responsible for dealing with all matters connected with immigration, including training. Two bodies which intervene in the training of migrants are under its tutelage:

1. The National Immigration Office (ONI). A public administrative establishment (set up in 1945), also responsible for the recruitment and entry of foreign workers and their families, the organization of information services and the vocational and social adaptation of migrants.
2. The Social Action Fund for the benefit of migrants (FAS). Set up in 1958 to help to improve the living conditions of Algerian workers. In 1966 its sphere of activity was extended to cover all migrant workers.

This public administrative establishment is financed in a very special way. It obtains its resources from:

- (a) a subsidy from the Ministry of Labour (in 1976: FF 74 million);
- (b) the proceeds from the supplementary payment made to the ONI by employers taking on legal foreign labour;
- (c) finally, contributions from the family allowance system. This is justified by the disparity between the amount of family allowances paid abroad to families of foreign nationals working in France, and the amount of the allowances which would be paid to the same families if they were resident in France.

Firms

To spend the 1% contribution earmarked for training on literacy courses for migrants, which are both long and costly, would result in a reduction in the amount of training which could be given to French nationals and better qualified workers. With the exception of some large firms, firms generally prefer to leave this type of training to voluntary organizations.

Non-profit-making associations

Alongside the public authorities, a large number of social-minded associations, sometimes set up on religious or political bases, have developed and provide training courses commonly known as literacy courses. Some of these associations receive aid from the Social Action Fund.

THE TRAINEES

In spite of this system, the number of trainees remains minimal. All the training courses designed for foreign workers, i.e. State-aided courses, courses organized under an agreement with the State, AFPA courses and the literacy courses organized by the FAS, were attended by:

- 70 000 immigrants in 1973;
 - 100 000 immigrants in 1975;
- i.e. 5% of the total immigrant worker population.

Although the number of trainees is increasing slowly, the financial contributions from the Vocational Training and Social Advancement Fund are decreasing rapidly (FF 7.5 million in 1975 for 10 000 trainees), while the contributions from the FAS are increasing. They totalled FF 77 million for 90 000 trainees in the same year.

As regards training provided by firms, the most optimistic figures show only 20 000 trainees, with 60 - 70 000 being enrolled for evening classes.

The low percentage of foreign workers attending training courses may be attributed to several factors: the section of the population concerned is very heterogeneous: those migrant workers eligible to receive training do not constitute a homogeneous group (some are completely illiterate, others have obtained some qualifications, either at school in their country of origin or in the host country, or most often on the job in France (according to the Office of the Commissioner for the Plan, 27% of the migrants are skilled workers or foremen); both the objectives and the content of the training offered are unsuitable.

Finally, mention must be made of the fact that the jobs earmarked for immigrants do not generally require any training, and the very conditions in which they work raise further obstacles preventing them from taking up training (very great mobility of foreign workers; wages which are generally very low, and of which they send a not inconsiderable proportion back to their country of origin; often a long working week).

CONTENT OF THE TRAINING COURSES

There are no special bodies in France responsible for providing vocational training courses for foreign nationals. The latter have access, on the same terms as French workers, to training courses organized through the normal channels.

Special education courses for foreign workers are organized at earlier stages. They are designed to ensure a minimum degree of adaptability to life in France and industrial life (language tuition, adaptation to everyday life, to jobs, to the safety regulations, etc.).

TYPES OF TRAINING COURSES DESIGNED FOR MIGRANT WORKERS, defined in the circular of 21 May 1975.

1. *General training concentrating on language tuition* which is primarily concerned with spoken and written French, and basic arithmetic based on real-life situations.

These courses may be subsidized by the FAS under certain circumstances:

- minimum duration of one year. 200 hours for persons who have attended an adaptation course (in their country of origin under the aegis of the ONI) or who can read and write in their own language;

- 350 hours for illiterates and persons who have not attended any prior adaptation course.

At least a part of the training must be organized during working hours.

In 1975, 80 000 migrant workers received such training, and subsidies totalling FF 70 million were granted from the FAS for this purpose.

2. *Social and occupational adaptation*

In addition to an introduction to present-day spoken French, instruction is also given on hygiene, the handling of goods, safety and labour regulations, and immigrants also receive general training to help them to adapt to urban life, all of which adds up to an introduction to technology.

This type of training is designed for new arrivals entering France legally and migrant workers on contracts.

Training takes the form of intensive courses lasting at least 120-160 hours. The courses may be organized in the country of origin or when the migrant arrives in France. They are organized by the ONI and at least one-half of each course must be organized during working hours. The employer pays the trainee a wage (deductible from his statutory 1 % contribution). 40 % of the operating costs are borne by the FFP¹ and 60 % by the FAS.

5 000 migrants workers received such training in 1975.

3. *Preliminary vocational training*

Courses designed to prepare migrants for working life are a necessary preliminary to a vocational training course leading to a qualification. Priority must be given to young adult immigrants seeking employment, often with little education and no vocational qualifications, but employees in firms are also eligible.

These courses last from four to eight months. The State pays the trainees a wage (FF 370 per month for young people, and 70% of the SMIC² for employees). 10 000 persons attended these courses in 1975. Subsidies totalled FF 17 million.

4. *Vocational training proper*

To warrant the title of vocational training, a course must lead to a qualification at least equal to the vocational training certificate (CAP) or the adult vocational training certificate (CFPA).

Courses may be organized either in a centre which has concluded an agreement with the State or in an AFPA establishment.

¹ Vocational Training Fund.

² Guaranteed minimum wage.

There are two types of training course :

- (a) *Training courses for all sections of the population* : it is the wish of the public authorities that these courses should be open to both French workers and migrant workers in order to promote increased social integration;
- (b) *Special training courses* : comprising French language classes as well as vocational training. 6 000 persons attended these courses in 1975.

5. *Training for migrants intending to return home*

Finally, two systems have been introduced for migrant workers wishing to return to their country of origin :

- (a) every unemployed migrant returning home may be given an amount equivalent to the unemployment benefits to which he is entitled;
- (b) experimental training courses have been organized for migrants wishing to acquire the types of skills which they will require in their own countries.

For example : fourteen African migrants (Senegalese, Malians, Guineans) engaged in a joint project involving the setting-up of an agricultural community to the north of Senegal River attended courses providing them with an introduction to agriculture.

Following this experiment, an agreement was concluded with Senegal concerning training courses designed to prepare migrants for their return home.

Other experiments are in progress with Algeria. One, which began in 1974, is still continuing. It involves one hundred volunteers who are serving as instructors in their specialized fields in the Algerian adult vocational training centres. The other involved sixteen Algerians training to become drivers of public transport vehicles.

Such experiments are still carried out on only a small scale and are limited in number. The difficulties involved in the implementation of a genuine training policy aimed at preparing migrants for their return home are evident. This can be achieved only with the full collaboration of the principal parties involved (the migrant workers themselves, the Government of the workers' country of origin, the future employer, the Government of the host country and the training organization).

Further vocational training situation in 1975 - principal figures -

*Budget*¹ : State: FF 2 700 million
Firms: FF 5 500 million

*Trainees*¹ : 2.5 million, i.e. one worker in eight
State: 877 000 trainees
Firms: 1 790 000 trainees

*Hours of training*¹ : 209 million
60%: State
40%: Firms

Occupational categories :

- One salaried employee or engineer in four
- One technician in four
- One white-collar worker or labourer in seven

Average expenditure by firms :

1.62 % of their total expenditure on wages

¹ As the State and firms finance the training of a number of trainees jointly, the total figures were not obtained by simply adding together the separate figures for the State and firms.

VI - STATISTICAL DATA - SUMMARY

6.1. Further vocational training situation in 1975

(figures taken from the Annex to the Draft Finance Act for 1977 : vocational training and social advancement).

6.1.1. *General data : State and firms*

As a result of State intervention and action by firms, a total of 2 500 000 workers attended training courses, ie. one worker in eight.

The number of hours of training totalled 290 million.

GENERAL SUMMARY OF THE TRAINING SITUATION

The State and firms incurred the following expenditure on training :

General summary of expenditure on training by the State and firms ¹

	1972	1973	1974	1975 ⁴
Trainees attending courses ²				
State	958 000	956 000	888 000	877 000
Firms	1 049 000	1 492 000	1 790 000	1 790 000
Total ³	1 760 000	2 230 000	2 490 000	2 550 000
Trainee-hours:				
State	182 000 000	180 000 000	185 000 000	180 000 000
Firms	78 000 000	103 000 000	110 000 000	104 000 000
Total ³	241 000 000	266 000 000	283 000 000	277 000 000
Budget (thousand million FF) ³				
State ⁵	1.7	2.0	2.3	2.7
Firms	2.8	3.7	5.0	5.5

¹ Excluding apprenticeships which are regarded as initial training.

² Trainees who attended all or part of a course in 1975. The number of trainee-hours is the total number of hours of training received by all trainees.

³ Some trainees benefit from both State aid and a financial contribution from their employer at the same time; they are included in both figures, but only once in the total.

⁴ Provisional figures.

⁵ Initial appropriations. Additional appropriations allocated by amending Finance Acts are not included.

WHO ATTENDED TRAINING COURSES IN 1975	BY OCCUPATIONAL CATEGORY		
	engineers and salaried staff	technicians	white-collar workers and labourers
1 worker in 8			
1 male member of the labour force in 7			
1 female member of the labour force in 13			
1 salaried employee in 4			
1 technician in 4			
1 white-collar worker or labourer in 7			
labour force	6 %	14 %	80 %
trainees	13 % (16) ²	26 % (30) ²	61 % (54) ²
trainee-hours ¹	10 %	21 %	69 %

¹ Figures for 1974.

² Figures in brackets for 1972.

The trainee population is not a true reflection of the occupational structure of the working world, but the proportion of labourers and white-collar workers in the trainee population is increasing, whereas the proportion of salaried staff, engineers and technicians is decreasing.

6.1.2. Training programmes financed by the State

Details of the State budget are given later, in section 6.2.2. The appropriations allocated by the State have risen to 3.5 times the figure for 1969, while the trainee population

Trend of the general results of the State's aid policy

	1969	1970	1971	1972	1973	1974	1975 ⁴
Trainees attending courses ¹	597 000	722 000	862 000	956 000	956 000	888 000	877 000
Persons trained ²	306 000	377 000	459 000	533 000	564 000	511 000	510 000
Trainee-hours	—	—	—	182 000 000	180 000 000	185 000 000	180 000 000
Budget (thousand million FF) ³	0.8	1.2	1.4	2.0	2.0	2.3	2.7

¹ Trainees who attended all or part of a course during the calendar year.

² Trainees who completed their training during the calendar year.

³ Overall budget allocated by the State for further vocational training (excluding operating costs in respect of apprenticeships).

⁴ Provisional figures.

attending courses financed by the State has stabilized since 1969, as the State has adopted a more selective intervention policy and concentrates on longer training courses designed for fewer trainees.

SECTIONS OF THE POPULATION ATTENDING TRAINING COURSES FINANCED BY THE STATE

The State assumes responsibility for training courses granted priority by the Government :

- (a) courses for unemployed workers: one-third of the trainees are seeking employment and 59% of the hours of training are devoted to them;
- (b) 50% of the trainees attend occupational advancement courses, which however, represent only 32% of the hours of training;

(c) in 1975 a large number of young people attended courses designed to help them to find employment (see II.2.4.);

Trainees' ages	16-18	19,20	21-25	26-35	over 35
%	15%	17%	27%	27%	14%

Young people between sixteen and twenty-five constitute 59% of the trainees attending courses financed by the State;

- (d) the proportion of women in the total number of trainees is increasing; it rose from 25% in 1972 to 29% in 1975, but still does not equal the proportion of women in the labour force (approximately 40%);
- (e) labourers, white-collar workers and technicians, who represent more than two-thirds of the trainees, have benefited from more than 80% of the State's appropriations for training.

DURATION OF THE TRAINING COURSES FINANCED BY THE STATE

(Persons trained)

	1972		1973		1974		1975	
Less than 80 hours	125 000	23%	157 000	28%	110 000	21%	110 000	21%
80 - 119 hours	43 000	8%	39 000	7%	40 000	8%	39 000	8%
120 - 299 hours	128 000	24%	132 000	23%	130 000	26%	117 000	23%
300 - 599 hours	41 000	8%	45 000	8%	43 000	8%	44 000	8%
600 - 1 099 hours	76 000	14%	61 000	11%	61 000	12%	76 000	15%
At least 1 100 hours	35 000	7%	40 000	7%	43 000	9%	44 000	9%
Correspondence courses	85 000	16%	90 000	16%	84 000	16%	80 000	15%
Total	533 000	100%	564 000	100%	511 000	100%	510 000	100%
Average duration	410 hours		380 hours		430 hours		420 hours	

More than one trainee in three attends a short training course (less than 120 hours). The proportion of long

courses is increasing slowly, and the new courses for young people, in particular, are longer.

LEVEL OF THE TRAINING COURSES FINANCED BY THE STATE

(Persons trained)

	1971		1972		1973		1974		1975	
Persons trained:										
I and II	55 000	12%	56 000	10%	58 000	10%	44 000	8%	41 000	8%
III	78 000	17%	90 000	17%	111 000	20%	103 000	20%	102 000	20%
IV	121 000	26%	153 000	29%	144 000	25%	120 000	24%	122 000	24%
V and VI	205 000	45%	234 000	44%	251 000	45%	244 000	48%	245 000	48%
Total	459 000	100%	533 000	100%	564 000	100%	511 000	100%	510 000	100%

¹ Interministerial list of the levels of training.

I and II: persons in employment normally requiring training to at least degree level or the level received in the engineering institutes.

III: persons in employment normally requiring training to the level of a higher technical certificate or a diploma from a university institute of technology certifying that the student has completed the first stage of his higher education.

IV: persons in supervisory posts or with a qualification equivalent to the technical baccalauréat and the technical certificate.

V: persons in employment normally requiring training to a level equivalent to the vocational studies certificate (BEP) or the vocational training certificate (CAP) and the adult vocational training certificate (CFPA), first degree.

VI: persons in employment requiring no additional training beyond that received during their compulsory schooling.

The majority of the training courses are for levels IV - VI, and these are also the longest courses.

TRAINING PROGRAMMES FINANCED BY THE STATE, BROKEN DOWN BY SECTOR

(Persons trained)

	1972		1973		1974		1975	
Agriculture	27 000	5%	24 000	4%	19 000	4%	18 000	4%
Industry	199 000	37%	212 000	38%	194 000	38%	185 000	36%
Services	222 000	42%	234 000	41%	209 000	41%	210 000	41%
Preliminary training	73 000	14%	82 000	15%	76 000	15%	84 000	17%
Information	12 000	2%	12 000	2%	13 000	2%	13 000	2%
Total	533 000	100%	564 000	100%	511 000	100%	510 000	100%

The majority of the training courses are in the industrial and services sectors. The number of preliminary training

courses for young people rose in 1975. The information programmes are those broadcast on radio and television.

CATEGORIES OF TRAINING PROGRAMME FINANCED BY THE STATE — 1975

	Trainees attending courses	Persons trained	Trainee-hours (estimates)
Adult Vocational Training (AFPA)	100 000	61 000	60 200 000
National Employment Fund (FNE)	16 000	16 000	4 700 000
National School of Arts and Crafts (CNAM)	30 000	6 000	9 000 000
National Centre for Home Study Course (CNTE)	101 000	49 000	—
Vocational Training Fund, agreements and social advancement courses:			
Classroom courses	554 000	327 000	101 900 000
Correspondence courses	33 000	18 000	—
Young people doing military service	43 000	33 000	4 600 000
Total	877 000	510 000	180 400 000

6.1.3. Results of action by firms in 1975

Training given by firms

	1972	1973	1974	1975
Trainees attending courses	1 050 000	1 490 000	1 790 000	1 790 000
Number of hours	78 million	103 million	110 million	104 million

119 000 firms, with more than 10 million employees, devoted an amount equivalent to an average of 1.62% of their total expenditure on wages to staff training. This percentage is higher than the statutory minimum of 1%. The actual percentage increases with the size of the firm.

In 1975 firms spent: FF 5 500 million, i.e.

- (a) operating costs in respect of training courses organized within firms 20%
 - (b) equipment 1%
 - (c) operating costs in respect of training courses organized under agreements concluded with training organizations (with no financial aid from the State) 23%
 - (d) trainees' remuneration 44%
 - (e) transport and accomodation of trainees ... 3%
 - (f) payments to the Training Insurance Funds ... 6%
 - (g) payments to approved organizations 1%
 - (h) parafiscal charges 1%
 - (i) contribution to the chamber of commerce and industry 1%
- 100%

Details of expenditure by firms are given later, in section 6.2.3.

Sections of the population attending courses financed by firms

In 1975 : One worker in six,
 One salaried employee in three,
 One unskilled worker or white-collar worker in eleven,
 One foreign worker in twelve.

Breakdown into occupational categories

(in %)

1975	Engineers and salaried staff	Foremen and technicians	Skilled workers and white-collar workers	Unskilled workers and white-collar workers
Total number of workers	7	15	47	31
Total number of trainees	15	23	46	16
Total number of trainee-hours	14	25	43	18

The protection of skilled workers and white-collar workers has been increasing steadily for several years, whereas the proportion of the other categories is decreasing.

Types of training course financed by firms

	1974	1975
(a) preventive courses	2%	2%
(b) adaptation courses	15%	12%
(c) occupational advancement courses	12%	12%
(d) refresher and further training courses	71%	74%

Training courses organized	1974	1975
(a) in firms	58%	56%
(b) under agreements with outside training organizations	42%	44%

6.2. Financing further vocational training

The law of 16 July 1971 provides that training programmes may be financed by the State or by the employer.

6.2.1. General data : State and firms

Trend of expenditure by the State and by firms.

(in 000 million FF)

	1972	1973	1974
State	1.7	2	2.3
Firms	2.8	3.7	5

	1975	1976	1977
State	2.7	2.8	3.2
Firms	5.5	2.8	3.2

¹ Proposed budget.

As the State and firms finance the training of a number of trainees jointly, the total expenditure is not quite equal to the sum of the two separate figures, but is close to it.

6.2.2. State budget

Trend of the State budget between 1970 and 1976

(in million FF)

	Appropriations allocated							Proposals for 1977
	1970	1971	1972	1973	1974	1975	1976	
I - Operating costs in respect of the centres								
Ministry of Labour	329	385	433	504	582	719	856	983
AFPA								
Training courses organized by the FNE	14	25	30	34	40	49	61	58
Ministry of Education and Universities	21	29	35	46	52	64	4	8
CNAM	16	23	34	40	45	53	65	74
OFRATEME	4	4	4	5	6	7	8	8
ADEP (INFA)		10	13	13	16	29	31	18
Special experimental courses								
Ministry of Industry - FNEGE		3	6	6	5	6	7	7
Ministry of Agriculture	27							
Prime Minister - Further Vocational Training Fund	272	333	326	373	426	468	540	630
Total	683	812	881	1 021	1 172	1 395	1 642	1 786
II - Operating costs in respect of apprenticeships	22	24	59	118	141	301	418	450
III - Trainees' remuneration	358	402	550	592	868	1 043	1 157	1 371
IV - Control and intervention			4	8	9	11	15	11
V - Equipment								
Ministry of Labour - Adult Vocational Training	82	121	160	164	170	153	163	154
Ministry of Education - public centres			50	63				
Further Vocational Training Fund	59	60	70	99	103	110	112	106
Total	141	181	280	326	273	263	275	260
Grand total	1 204	1 419	1 774	2 065	2 463	3 013	3 507	3 878
Total excluding operating costs in respect of apprenticeships	1 182	1 395	1 715	1 947	2 322	2 712	3 089	3 428

NATURE OF STATE EXPENDITURE

In 1976 the State spent FF 3 000 million on further training, i.e. :

- FF 1 600 million to cover operating costs in respect of training courses,
- FF 300 million to equip centres,

— FF 1 100 million on trainees' remuneration.

The appropriations to cover expenditure on equipment and operation are used to finance expenditure under agreements concluded between the ministries, or, as is more often the case nowadays, the regional prefects, and public and private training organizations.

Trend over a period of several years

(in %)

	1971	1972	1973	1974	1975	1976
Transfers to the ministries	81	74	65	54	44	33
Allocation to the regional prefects	7	25	33	42	52	64
Direct intervention	2	1	2	4	4	3

NATURE OF STATE APPROPRIATIONS

The overall budget for further vocational training is made up of the appropriations allocated to the Ministries of Education, Labour, the Universities and Industry, and of the resources of the Vocational Training and Social Advancement Fund (FFPPS) which are incorporated in the Prime Minister's budget.

6.2.3. Participation by employers

EXPENDITURE BY FIRMS

In 1975 expenditure on training totalled FF 5 500 million, i.e. an amount equivalent to 1.62 % of firms' total expenditure on wages. This percentage has not continued to

rise, as it did between 1972 and 1974, but it has remained stable in spite of the deterioration in the economic situation.

Payments to the Treasury to compensate for insufficient expenditure on training decreased compared to 1974 : firms therefore used a larger proportion of their contribution to finance training programmes.

In 1975 firms financed training programmes for 17.8% of their employees, which represents a considerable, steady increase since 1972 (10.7%).

Expenditure to cover operating costs in respect of courses organized under agreements concluded with outside organizations has increased at a faster rate than expenditure on courses organized within firms. Payments to the Training Insurance Funds are still increasing.

	1972 Official figures	1973 Official figures	1974 Official figures	1975 Provisional figures
Number of firms	113 000	117 000	121 000	119 000
Amount of remuneration paid (thousand million FF)	207	248	306	341
Minimum expenditure (million FF)	1 700 (0.8%)	2 000 (0.8%)	3 000 (1%)	3 400 (1%)
Actual expenditure (million FF)	2 800	3 700	5 000	5 500
Percentage of total wages	1.35%	1.49%	1.63%	1.62%
Payments to the Treasury (million FF):				
— to compensate for insufficient expenditure	170	170	219	190
— for failure to consult the works council	7.5	9.5	13	10
Number of employees	9 760 000	10 210 000	10 470 000	10 060 000
Number of trainees	1 050 000	1 490 000	1 790 000	1 790 000
Percentage of employees who attended courses	10.7%	14.6%	17.1%	17.8%

Breakdown of the expenditure incurred by firms

(in million FF)

	1972		1973		1974		1975	
Operating costs in respect of training courses organized within firms	672	24%	842	23%	1 038	21%	1 122	20%
Equipment	64	2%	81	2%	92	2%	80	1%
Operating costs in respect of training courses organized under agreements ¹	703	25%	760	20%	1 105	22%	1 252	23%
Trainees' remuneration	1 176	42%	1 685	45%	2 199	44%	2 438	44%
Expenditure on the transport and accommodation of trainees	»	»	96	2%	136	3%	159	3%
Payments to the Training Insurance Funds	96	3%	145	4%	274	5%	318	6%
Payments to approved organizations	30	1%	23	1%	35	1%	42	1%
Parafiscal charges	43	2%	58	2%	72	1%	86	1%
Contribution to the chamber of commerce and industry	14	1%	19	1%	26	1%	38	1%
Total	2 798	100%	3 709	100%	4 977	100%	5 535	100%

¹ Agreements between firms and training organizations. They therefore do not involve any financial aid from the State.

Trend of firms' expenditure as a percentage of their total expenditure on wages, according to the size of the firm

	1972	1973	1974	1975
10 - 19 employees	04.7%	0.51%	0.66%	0.69%
20 - 49 employees	06.2%	0.70%	0.86%	0.89%
50 - 499 employees	09.2%	1.01%	1.14%	1.17%
500 - 1 999 employees	11.9%	1.35%	1.45%	1.49%
At least 2 000 employees		2.42%	2.59%	2.55%
All firms	1.35%	1.49%	1.63%	1.62%

Firms' expenditure as a percentage of their total expenditure on wages, and the percentage of employees who have attended training courses, increase noticeably with the size of the firm.

Conclusion

The French further vocational training system is a dynamic and flexible system which has proved its ability to adapt to socio-economic change. Although it was developed during a period of expansion it has sought to solve the problems arising from the economic difficulties and unemployment. Being a decentralized system, based on negotiations between employers and employees and concerted action by both sides of industry and the State, it is in itself of educational value.

It is, however, also a part of the further education project. In this connection, development of a proper system of paid leave for training and of social advancement courses will probably constitute the next steps in the direction of a more open adult education system. During preparatory work for the VIIth Economic and Social Development Plan (1977-1980), the three aspects of such a system were recalled :

- (a) further vocational training, which is of use to workers, of value to firms and indispensable to the evolution of French society;
- (b) social advancement, which gives everyone a second or even a third chance;
- (c) cultural education, which helps people to understand their environment and experience the joy of knowledge, and which places everyone in a better position to perform his functions as a citizen, parent, consumer, etc.

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