

SOCIAL EUROPE

Supplement on EDUCATION, VOCATIONAL TRAINING
AND YOUTH POLICY

POLICIES FOR TRANSITION



COMMISSION OF THE EUROPEAN COMMUNITIES

DIRECTORATE-GENERAL FOR EMPLOYMENT,
SOCIAL AFFAIRS AND EDUCATION

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This publication is also available in the following languages:

DE ISBN 92-825-4986-0
FR ISBN 92-825-4988-7

Luxembourg: Office for Official Publications of the European Communities, 1984

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Catalogue number: CE-AC-84-001-EN-C

ISBN 92-825-4987-9

Printed in Luxembourg

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EDITORIAL

In the harshness of today's economic climate, one area of education stands out as being of fundamental importance - what happens to young people between the ages of 14 and 18, when the vast majority of them leave the formal, sheltered structures and supports of school, and venture out as young adults into the world. The changes at this time are manifold. This is not a slow evolution, it is a rapid transition from the circumstances of a child - without responsibilities, without financial independence, to those of a grown up. And the strains on young people at this time are correspondingly great.

The Community has been active in promoting new ways of looking at the problem, new ways of helping these young people for some years. Indeed, the Council's first Resolution specifically on the transition from school to adult and working life dates from December 1976, launching a first Community programme of pilot projects - experimental projects designed to examine some specific problem areas as they occur on the ground, and to see if common solutions to these common problems could be found. The second Community programme in this field runs from 1983 to 1986.

The purpose of this special issue of the Social Europe Supplement on Education, Vocational Training and Youth Policy, which is wholly devoted to the first and second Community programmes on transition from school to adult and working life, is to share more widely some of the experience gained through these two programmes.

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Let us start, then, by looking at why the "transition" phase is so important for young people.

Firstly, as we have said, it marks the point at which they cross over from dependence to independence. They acquire some individual rights. They seek a realistic income. They are faced with a bewildering array of choices -

vocational, educational, political, economic, and moral. And though young people themselves are often unaware of the need for guidance and counselling - or unwilling to admit that it exists - it is the point at which this need is most acute.

Secondly, our societies and economies are structured in such a way that many of the choices young people make at this time are almost irreversible. This is particularly true of educational and vocational choices. We may wish it were otherwise: the hard fact remains that most people make their key career choice as they move from school into the labour market.

Thirdly, the transition period is vital because of the increasing premium being placed upon skill in the modern world. Jobs for which purely manual skills are required are disappearing. The European Community's future lies in industries and services which are knowledge-based, with the high added value that our cheaper competitors in the world cannot bring. The transition period is the time at which our workforce needs to acquire the broad base of knowledge, skills and experience which will sustain these industries and services, and our prosperity with them.

And finally, the transition phase is important because it is at this time that the vulnerability of the disadvantaged groups in our society suddenly becomes more visible. The discipline and structure of school life is a great leveller. It is when they begin to seek employment, or further education or training outside school, that girls, young migrants, young disabled people or young people without formal qualifications find how restricted their opportunities really are.

All these problems have been worsened by mass youth unemployment. Mass unemployment has increased the need for guidance and counselling for young people. It has reduced their educational and vocational options; it has made the position of the unskilled even more difficult; and worsened the re-

lative position of the disadvantaged. The Transition Programmes are not about reducing youth unemployment. But the essential justification for the second Transition Programme is that, because of mass youth unemployment, the problems which led to the adoption of the first Programme have grown faster than our capacity to resolve them.

The essential purposes of both Transition Programmes are the same. They aim to help young people gain and maintain motivation for learning; to achieve a basic understanding of the world of work, its mechanisms and institutions; and to develop the self-confidence, initiative and creativity that will allow them to make informed and sensible educational and vocational decisions.

How are we to achieve this? One essential is close working cooperation between all those individuals and agencies which are involved - schools and other educational and training institutions; employers and trade unions; the placement and guidance services; and not least the young people themselves and their parents. Our aim must be for the school to use the rest of the local community as an educational resource, and vice versa. That way, we can not only smooth the path of young people entering the adult world, but we can also assist adults to maintain and improve their own skills and opportunities through-out working life.

Secondly, we must make available adequate information, supported by counselling, on the bewildering range of educational and vocational choices now open to young people.. The proliferation of "special measures" for young people, welcome though they are in many ways, makes it essential to offer young people informed advice about what best suits their individual needs and capacities.

Thirdly, we must pay particular attention to those young people who, through no fault of their own, start the race of a few hundred metres behind the rest

of the field : girls who have never been encouraged to look beyond the traditional feminine occupations; the children of migrant workers; the young disabled; or young people living in areas of industrial decline.

And finally, we must not forget that we are expecting major changes in the attitudes and working methods of teachers and others. It may well be necessary to offer them specific training in the new approaches we are seeking to encourage.

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But all these things are being done in the Member States. What, then, is so different about the Community Programmes?

The two Transition Programmes are Community Programmes in their inspiration and their implementation. The Commission is not trying to impose some blueprint on the Member States : on the contrary, one of the main elements which made the first Transition Programme so exciting and so fruitful was the diversity of approach within and between Member States. The Second Programme will build on this through a network of locally based pilot projects firmly linked through National Policy Coordinators, into Member States' thinking at the highest level, and linked also with developments in other Member States and at Community level. To make these projects give us the results we require will take imagination, creativity and plain hard work. But to ignore young people at this most difficult and important stage in their life is a risk we cannot take.

Jean DEGIMBE

Director General for Employment,
Social Affairs and Education

THE COMMUNITY'S FIRST TRANSITION PROGRAMME

A CHECK-LIST FOR ACTION

Job insecurity, uncertainty, and long spells of unemployment - these are the prospects for 1 in 5 of young people when they leave school to-day. In some places as many as 80 % of recent school-leavers are jobless.

Everyone knows this is a serious problem. Governments have launched many kinds of 'special measures' in the last few years to fill the gap - more vocational training, more schooling, more apprenticeships, job-creation schemes and so on. The Transition years are regularly in the headlines - the years between 14 & 18 when most young people leave school.

Educators and trainers can't solve the problem. But they have a responsibility to equip these boys and girls to cope with it. They want to get jobs. The schools, colleges, firms and others have a duty among other things to help them become more employable, and better able to stand on their own feet when they can't find a job.

Transition is not an event in the life of a young person. It is a process of changing the status of a child for that of an adult. The key for many young people to the independent world of adulthood has been a job - which not only provides financial independence but also adult identity and status. What happens when there are no jobs ?

The sense of 'academic failure' which many young people experience in the 'normal' school system becomes easily generalised into an overall sense of failure, worthlessness and demotivation. When these feelings are apparently confirmed by their 'failure' to enter the labour market, or enter it successfully, it is not surprising that they feel, as they have been called, the "Wasted Generation".

The European Community helped set up 30 Pilot Projects in 1978 to develop and record new ideas about what young people should be offered in their Transition years.

The purpose was

- ° by looking at some of the best practice in different countries, to work out some principles to handle the transition problem ;
- ° to pose questions in areas where answers were missing, to provide an agenda for further action.

In this summary of what has been found

- ° chapter 1 looks at general principles ;
- ° chapter 2 looks more closely at 6 key action areas.
 1. Transition education - context, content, and methods;
 2. Guidance and counselling;
 3. Assessment and certification;
 4. Staff development;
 5. Involvement with the local community;
 6. A coordinated agency approach to transition.

It is offered as a discussion document and check-list for action to all those in the Community with a responsibility in the transition field.

In presenting it the Commission wishes to acknowledge the contributions made by all those in the Member Countries who worked in the projects or wrote evaluations of them, and by its own team of experts. This report could not have been written without them.

Educational policies have maintained the central importance of a traditional curriculum, through formal examinations, while trying to reform the edges of the curriculum as a way of meeting young people's needs.

Policies for transition, whether education or training based, need to reverse that process - to focus first and foremost on the needs of young people while, at the same time, providing relevant education and training.

PRACTICAL GUIDES ON -

WORK EXPERIENCE - STAFF DEVELOPMENT

In this report there are references to the detailed studies made on the work of the Projects - written up in the form of practical guides - on

Work Experience

Staff Development

If you want a copy/copies of these, please fill in and return the addressed order-form on page 00.

Copies of "Project Descriptions" giving a short summary of all the Projects mentioned in this report are also available, on the same order-form.

Two other studies will appear later, on

Assessment and Certification

The Transition Curriculum.

GENERAL PRINCIPLES

The four principles which the Projects have highlighted for improving education and training programmes in the transition years are

- 1 a wide variety of courses¹ is needed to meet the needs and interest, of all young people;
- 2 courses should be based on the individual needs and capacities of young people;
- 3 education and training courses should be organised flexibly in order to respond and adapt as demands change and new requirements emerge;
- 4 whether located in the education, training or employment sectors, programmes should utilise all available resources.

Principle 1

A wide variety of programmes is needed to meet the needs of all young people

When the Community Programme began, its main target was the educationally disadvantaged ; the dropout ; the low-achiever ; the under-achiever ; the remedial ; the unmotivated; the early school-leaver. When more young people were unemployed, they were the ones most likely to experience it and to be less equipped, financially and socially, to cope with it. Other target groups, with other special problems, were also identified - young migrants and those from ethnic minorities; girls; and the physically and mentally handicapped - who were not necessarily educationally disadvantaged but who were frequently discriminated against in the competition for jobs or training opportunities.

¹ "courses" is used to describe all types of learning provision i.e. both taught courses and individualised "programmes" in which the teacher acts as facilitator, or organiser, of learning, rather than as teacher/instructor.

But the problem of transition should not be linked exclusively to risk groups. Evidence suggests that a much wider range of young people experience severe problems in their transition to adult and working life.

The Projects demonstrated that :

- . by giving young people the attention they deserve;
- . using the expertise that is available to design relevant and interesting programmes;
- . developing new attitudes and a willingness on the part of staff to try new approaches and techniques;

young people were able to increase their self-respect, their motivation to learn and their ability to succeed.

Successful as many of these Projects have been and many other special measures developed in parallel to them, they should be regarded as experiments which provide the foundation for fundamental changes in existing education and training systems, rather than alternatives to them. Institutionalising special measures for certain groups, outside general provision, may mean young people become even more 'marginal' than they were to start with.

Is there then a case for treating girls as a special target group ?

In theory, girls have equal access to the same range of education and training opportunities as boys. In practice, girls and women

are consistently under-represented in certain vocational and professional areas ;

form a greater proportion of the unskilled, low paid labour force;

on average, receive lower wages than men.

At the same time, they are over-represented in the lower status jobs in certain occupations - catering and retail trade, clothing industries, the 'caring services' (e.g. nursing and education), clerical jobs, and, of course, form the bulk of the domestic labour force.

So the range of opportunities open to women entering the labour market is in practice restricted. For them positive intervention is needed to overcome discriminatory practices in employment and training, to reduce the effects of stereotyping on girls' choices of education and training courses, and to reduce the virtual monopoly by men of the traditionally male occupations and professions.

Principle 2

Courses must be based on the individual needs and capacities of young people

Secondary education has tended to concentrate on developing academic competencies first and other competencies - personal/social, physical/manual, affective/emotional and aesthetic/artistic - second.

Young people need and want to develop useful competencies that will enable them to cope more effectively in adult life and make them more employable.

Schools have not ignored the need to develop them, but have been hindered by curricula organised to fit the traditional forms of knowledge (subjects). If schools were unable to help young people develop 'non-academic' competencies, ample opportunities to do so seemed to be available elsewhere - in the family, in vocational preparation and training courses, and in the first years of employment.

As opportunities to develop such competencies diminish because of lack of jobs and on-the-job-training, education and vocational preparation programmes must provide those learning situations.

Such an approach represents a radical departure, particularly within compulsory education, from the traditional academic curriculum.

What Projects have shown is that we now need to use the research which has been done to identify the competencies which are common to a wide range of occupational, work and life situations to design better courses in general education, pre-employment schemes, and vocational and technical training courses.

Then we can

- pick out those skills and competencies which can be acquired by young people at different stages of development

- develop learning situations, which not only help young people acquire, more easily, life, social and vocational skills, but also enable them to see the relevance to their future lives.

It is, however, not sufficient simply to replace the academic diet of traditional curricula with an equally rigid alternative.

The projects have shown clearly that to substitute a new curriculum, however appropriate its content seems to be, without changing radically the methods of learning and the social context, is of little value. Above all, courses based on the real needs of the young people must be discussed with them.

This occurred in different ways in the Projects; in some, active learning, often individual or in small groups, allowed close contact between young people and staff. The effectiveness was apparent, either from student comments or from observation of their behaviour. In other cases, regular group discussion between staff and students was used to arrive at decisions, thus enabling individual students to negotiate their 'learning' with the tutor.

The concept of a negotiated learning contract should be a central principle in the development of vocational preparation programmes and, wherever possible, within compulsory education programmes. Involving young people in the decisions that affect them is valuable for personal development as well as a powerful, motivating factor.

Negotiating a learning contract is the process by which the young person and the tutor discuss and arrive at an agreed plan for the learning content, organisation, methods and assessment of a particular programme

Principle 3

Programmes of education and training must be flexible

In both secondary general and vocational education, young people are required to study particular subjects as part of a prescribed curriculum. The subjects must be studied in particular groupings and in a certain order. The rigidity of this type of approach causes unnecessary problems. Once enrolled on a vocational or technical course, a young person may later wish to transfer to another course, but cannot do so without 'losing credit' for the work already undertaken.

Inflexibility in the way education, vocational and training programmes are arranged acts as a disincentive to learning and often makes young people reluctant to continue education and training beyond the end of the compulsory schooling.

The Projects show that several forms of flexibility within and between courses are possible.

- Modular courses allow students to progress at different rates.
- Modules common to two or more courses allow a student to change course without having to start at the beginning of a new one.
- Leaving some areas to be developed as a course proceeds is also important, because young people can then participate in making decisions about their own learning.

But flexibility between courses demands more co-ordination between those responsible for programmes and the staff teaching them, to establish common modules, comparisons, and bridges between different types of provision.

Principle 4

We must make the best use of all available resources

Education and training systems face the difficult task of improving programmes and extending the range of provision on tight or even falling budgets. The Projects developed and implemented new programmes or improved existing ones by more imaginative use of the resources - both human and financial - they already had.

But they also made extensive use of the opportunities that exist outside education.

By doing so, they were able to increase the variety and quality of learning situations through which young people can prepare for transition. We take a closer look at this idea in the section on context which follows in Action Area I.

ACTION AREA I

TRANSITION EDUCATION - CONTEXT, CONTENT AND METHODS

Developing competencies and motivation

The Pilot Projects demonstrated a range of possible transition courses

- to give young people the full range of competencies they need to the adult working world ; and
- to motivate them to acquire such competencies.

The question of motivation is fundamental. It is a quite different problem among

- those who have totally rejected school and education generally; and
- those who have achieved little in school, have become apathetic, but are not actively hostile.

Courses can either be long-term, covering the last years of compulsory education, or short-term, remedial courses in the last year of compulsory education or the year following. When and where such courses should be introduced depends on the scale of action that an educational authority is prepared to take.

Radical curriculum change in compulsory education is difficult to achieve quickly; it is likely that 'remedial' courses will remain necessary for many years. Projects showed that the location for such remedial courses is an important factor and differs between those who have rejected school and those who have achieved little and become apathetic.

Changing the physical and social context

The major problem in the design of courses for those rejecting education is one of re-motivation.

For them, courses located outside the normal education system, in different physical surroundings, have a greater chance of success.

But even more important is a social environment in which students can learn

- to take responsibility for their actions, guided by staff ;
- to negotiate their own learning with staff, and
- to participate in decisions which affect the whole group.

The Projects showed that for the low-achieving, apathetic group, the context is also important. Such young people react more positively to courses which take place in the non-school atmosphere of vocational education institutes, or specially created institutions in which preparation for transition courses predominate. They become tired of school, without necessarily being tired of learning : their interest can be re-awakened through 'environmental changes and changed working situations'. Similarly, a different social environment is also helpful, less perhaps for motivation than for the methods necessary for achieving many of the necessary competencies.

Courses based in vocational institutes in one of the Danish Projects for example were found to be particularly effective with remedial students. Away from their customary surrounding, students were able to see the relevance of some school subjects via practical activities and found the courses in the vocational institutes more meaningful than those in school. One course counsellor pointed to the fact that, "the students' self-confidence grew and the supremacy of academic learning was punctured, and in addition, they became more motivated towards school."

A corollary of the desirability of change of institution and of social context is that if such courses are introduced into the 'normal' school, they benefit by being given special physical provision and by the creation of social relationships different from those normally found in schools. Though the introduction of such a cuckoo in the "academic nest" is often both difficult and disturbing, experience from the Projects has shown that the different ethos and learning methods can begin to change and open up the traditional academic courses.

Content and methods

A number of projects concentrated mainly on changing curriculum content, rather than its context. The target group of the Giffard Project^{1,2} were young people with emotional and social, as well as vocational, difficulties. The Project maintained that to bring about their social and vocational integration certain intermediary steps or objectives were necessary

- re-establishing personal balance and individual autonomy
- overcoming school failure
- assisting the young person with vocational orientation
- widening their opportunities for social experience.

Courses which focus on objectives like these may involve

a completely new curriculum and methods ;

or the introduction of new areas into the standard curriculum ;

or the introduction of more relevant work within standard curriculum subjects.

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- 1) in fact, ten sub-projects on "Young people without qualifications"
 - 2) here, and elsewhere in the text, projects in the programme are referred to by their "short titles" in the text. A list of those mentioned is included at page 00, so that further reference to them can be made if desired, using the separate report "Project Descriptions".

The method of learning, however, is the key to success whether the aim is to develop competencies, through certain learning situations, or to develop motivation. The content of the course will vary according to whether it is intended to replace the whole curriculum or to form part of a traditional subject. But the methods needed to teach it remain alike.

The Projects have shown that the competencies concerned with personal development, and interpersonal relationships (e.g. self-confidence, ability to co-operate) can only be learnt through action. Self-confidence comes through completing successful actions, the ability to co-operate through working with others towards a common goal. A second essential component is to make full use of the action experience through reflection on it with adults and peers.

The concepts of negotiation and participation as important 're-motivators' emerged from many of the Projects, and formed the basis of the educational strategy of the Giffard Project.² In some sites the students were free to choose their learning activities and were encouraged to see that learning was something that took place with the tutor. Learning how to make choices not only increased their confidence but also equipped them to deal more effectively with difficult situations. The Project was able to put into practice the concepts of negotiation and participation through the development of individual and flexible timetables. Students were responsible for planning their own timetables, constructed according to their choices and with enough flexibility to be changed or adapted if the student wished.

The value of co-operative learning was also stressed by staff working in the Sheffield Project¹ together with the need to develop discussion skills "talking is going to be much more important to most of them" - and a closer

¹ see table, page 00.

personal relationship between staff and students. "There's a change in emphasis in seeing the teacher not as an expert, but the teacher learning with the young people to some extent."

Experience has shown that such learning situations can be developed within institutions by the introduction of project and individual work. However the richest learning situations are to be found in the world outside the school - through work experience, through projects investigating the environment, through community work. These aim to give young people a wider knowledge and understanding of the adult working world through active and practical experience.¹

Through the Clydebank² work experience schemes, young people experienced meeting other adults, being treated like an adult, acceptance by strangers, working with older people. They gained insights into adult knowledge - pay-day, sex, work practices etc. Being treated like an adult was important to these young people - "not everybody tells you what to do, just the supervisor in school you go from one teacher to another and they all shout and bawl at you and tell you to do stupid things." The new experiences have the additional advantage of increasing the range of adult contacts so necessary for the development of young people and of acquiring knowledge and developing understanding of the adult and working world they are about to enter.

Though basic competencies - communication and numeracy - can be taught by conventional academic methods their relevance, and thus the motivation to acquire them, can be much enhanced by teaching them through this kind of learning situation. Similarly, essential logical competencies, such as problem-solving or decision-making, can be taught through academic studies, but they are not easily transferred to actual life. When learnt as a part of real situations, the problem of transfer does not exist.

¹ See also report "Work Experience".

² See table, page 00.

In the mini-workshops of the Giffard Project basic mathematical skills were taught via practical activities. "Through the manufacture of bracelets, belts and bags in the leather work-shop, they learned to use a ruler, compass, set square, to make measurements, to trace and cut out; it was necessary to make careful calculations."

Many Projects have shown the value of a 'taster' element within a course which introduces young people to a wide range of craft and practical skills. These result in self-knowledge as to manual ability, confidence in achieving results and a level of skill which gives some idea of the craft as a possible career.

Alternatives to standard educational provision

More radical developments emerged from Projects outside the mainstream of education. The relative lack of institutional restraints permitted more flexibility, not only in the development of alternative approaches, but also in more rapid implementation.

Such Projects were either completely free-standing and autonomous, or based in independent institutions. In those which were free-standing, the staff had considerable freedom in deciding on the actions to be taken within the overall goals of the Project; those operating within independent institutions had a similar degree of autonomy and the additional advantage of greater resources - in the form of specialist staff, equipment and accommodation.

The potential of projects based in alternative educational provision - as a fertile context for experimentation and development - needs to be fully exploited.

Systems of educational administration should encourage such alternatives and make provision for their experiences to be fed back into and influence mainstream provision.

ACTION AREA 2

GUIDANCE AND COUNSELLING SERVICES FOR YOUNG PEOPLE IN TRANSITION

The needs

The rapidly changing nature of labour markets and rising unemployment are direct challenges to vocational guidance and counselling services. It has been argued that limited employment and training opportunities force young people to take what is available and therefore a lengthy process of guidance and counselling is not necessary. The experience of the Pilot Projects demonstrated that when opportunities for young people are severely limited, more comprehensive guidance and counselling services are needed.

Many Projects showed that, contrary to popular belief, young people do understand the problems they face in making the transition from school to work. At best they are realistic about their prospects; at worst they give up hope. But they need guidance, and particularly personal counselling, to help them see beyond the apparently hopeless, and difficult, immediate situation and to develop their own 'projet de vie' (plan for life).

The tendency to assume that young people 'make their decisions' just before the end of compulsory education implies that guidance services are unnecessary in the early years of secondary schooling and redundant in post-compulsory education, training, employment or unemployment. The Projects showed repeatedly that vocational decision-making is a process which begins long before and continues far beyond school-leaving age.

Systems of guidance and counselling and their development vary from country to country. But a synthesis of the Projects' experience suggests four major components for an effective education-based system of guidance and counselling:

- integration into the curriculum ;
- the availability of comprehensive and accessible information, particularly local information ;
- client-centred counselling;
- involvement of the local community.

1.- Integration into the curriculum

Guidance and counselling should not be a separate activity imposed on the normal fabric of the school, but an integral part of its curriculum.

The Projects confirmed that young people's vocational interests do not fall into neat categories, and, for those still at school, 'careers lessons' are ineffective if planned and executed in isolation from the rest of the curriculum. The first important component of effective guidance and orientation therefore is its integration into the curriculum.

When the guidance process moves from the periphery of the curriculum to the heart of the learning process, its aims and methods become indistinguishable from the aims and methods of 'preparation for transition'. Once a firm foothold in the curriculum has been established, guidance and counselling can begin to use methods of active learning to develop :

- self-awareness and knowledge ;
- awareness of opportunities and possibilities beyond school ;
- skills in decision-making ;
- knowledge and understanding of the working world and the role of work in adult life ;

- awareness of and skills in the practicalities of filling in application forms and attending interviews.

Encouraging staff to see their own subjects in terms of their vocational relevance can be difficult, but Projects demonstrated various techniques to overcome the obstacles :

- involving all staff in clarifying the relationship between guidance work and the standard curriculum ;
- guidance work which is to be spread across the curriculum, must be well co-ordinated in order to develop and maintain its effectiveness ;
- developing the role of the guidance teacher into that of a co-ordinator or transition tutor, whose main responsibility is to encourage staff to see the relevance of their subjects to 'transition work' ;
- the guidance co-ordinator, or transition tutor, needs sufficient expertise and status to influence colleagues, and to identify and encourage cross-curriculum initiatives.

2.- Comprehensive and accessible information

Vocational information has tended to focus on traditional types of jobs, organised into rigid categories and providing limited information on wages, working conditions, training and entry requirements.

Young people need much more comprehensive information, covering working environments, relationships and conditions in different fields of employment, as well as information about youth training schemes, employment creation initiatives, self-employment, unemployment, welfare rights and benefits, and voluntary work.

An important task of the guidance counsellor is to make the information physically accessible, so that young people can use it, as and when they want, and in a format and language which can be easily understood. Young people, may be reluctant to seek information from offices or centres which they perceive to be bureaucratic, impersonal and distant from the realities of their everyday lives and needs.

The Berlin Pilot Project demonstrated that even the most highly sophisticated vocational information centres need to examine their actual utilisation by young people, parents and teachers. It is not simply a question of the technical accessibility of information through modern techniques of information storage and retrieval.

The opportunities for work, training, further education, voluntary service, and leisure and sports activities which are available in their local area, or within an economic travelling distance, are of most interest to young people. Many Pilot Projects developed local information packages or booklets, and an interesting development has been the involvement of young people themselves in finding and collecting information most relevant to their needs.

The 'Young Scot' Project undertaken by the Scottish Community Education Council, is developing this concept through its pilot scheme - 'Youth Enquiry Service' (YES). After the successful publication of an information handbook, distributed to all school leavers in Scottish schools, a number of experimental YES points were set up, which attempted to provide an informal atmosphere in which young people could meet, discuss problems, whether vocational or personal, and discover where to go for different types of information. The youth workers in these YES points did not attempt to 'provide all the answers', but rather 'point the young person in the right direction' - an approach identical to that adopted by the Giffard 'guidance' tutors. Young people need not only to learn how to use information, but also to be encouraged to find out that information for themselves.

An example of the value of informal settings for guidance and counselling is provided by the Schullandheim project - in residential courses, staff and students, were able to work together on vocational exploration and counselling, free from the normal restrictions of school.

3.- Client-centred counselling

If the only counselling a young person receives is a single 'interview', it cannot justify the label of 'counselling'. Vocational guidance is not an event, but a process, starting early in a young person's school career, continuing through the final years of secondary education and beyond into the first years of employment, further education or training.

This process is more effective when based on client-centred counselling, in which the counsellor acts as a facilitator, bringing together information and people as a resource, talking over the significance of certain choices for the particular young person, and enabling him or her to make decisions. An important pre-requisite of this type of client-centred approach is the ability of the individual counsellor to develop and maintain open relationships with young people.

This brings us to the concept of the transition tutor, this time as seen in the Clydebank Project :

- 90 % of project students identified the transition tutor as the person they 'knew best' in school (as opposed to administrative, guidance or subject staff);
- there was clear evidence that the transition tutor was more often used as a guidance resource than the formal guidance system;
- the role of the transition tutor educated teachers as well as students;

- evidence from both pupils and tutors suggested that the role encouraged beneficial changes in relationships; there was more trust, understanding and consensus.

Some countries have guidance and counselling services, split between different sectors and public authorities, some outside the education service. Even within one school, for example, there may be a number of different staff responsible for different aspects of guidance and counselling - the form tutor, who may deal with personal and social counselling, the school's psychological counsellor, and the careers teacher, whose guidance tasks may concentrate solely on vocational counselling.

Such division of responsibilities and tasks militates against the development of a comprehensive service.

4.- Involvement of the local community

The fourth, and perhaps most important, component of effective vocational guidance is greater involvement of organisations and people outside the educational institution.

Once staff have developed mechanisms for co-ordinating the work within schools on guidance and counselling, it then becomes possible to work with other professional agencies, and with the 'non-professional' people in the local community - particularly parents, neighbours, relatives and friends, who heavily influence the decisions of young people.

Different ways of using the community and co-ordinating the range of resources that exist have been developed within the Programme :

- the development of multi-disciplinary teams of teaching staff, social workers and advisors, based in an educational institution, but co-ordinating their work with other agencies.

- the intervention of an outside agency, or 'task force', to help staff develop co-ordinated provision of guidance and counselling services;

- multi-agency model - the bringing together of people working in the education and youth services, manpower and training agencies, social and welfare services, and employment placement/careers services. The Lydwigshafen Project used the technique of a "Kooperationskreis" to bring together all the agencies concerned with young people. The multi-agency co-operation made it more possible for those involved to be much clearer about the diverse areas of work, to divide tasks more efficiently between them and to develop spontaneous and informal contacts between agencies.

- the use of work experience schemes which allow observation of and enquiry into different types of work.

ACTION AREA 3

ASSESSMENT AND CERTIFICATION

The legacy of the past

Formal academic examinations, originally designed as a means of selecting from amongst the academically able those who would continue to higher education, have gradually become the yardstick for the educational measurement of all young people. External examinations have long provided the model for internal, school based assessment, and the control which they exert over the organisation and content of curricula is difficult to break.

The role of examinations and the relationship of formal examinations and certificates to the whole learning process, is being increasingly challenged, and particularly the system of norm-referenced assessment, which is seen as one of the main factors in causing demotivation, under-achievement and rejection of school.

For the assessment of young people in transition, current examination and certification systems are inadequate because

- they assess only a small part of learning achievement - a limited range of academic skills and knowledge ;
- they provide motivation only for those who are academically inclined and actually demotivate a large proportion of the school population ;
- failure in school examinations or certificates limits access to both employment and continuing educational opportunities ;
- school-leaving certificates are poor predictors of success for future employment ;

- school examinations, whether internally or externally assessed, cast a shadow over the whole curriculum, making change difficult.

Assessment as a tool

In developing new approaches to assessment, Projects based their work on the principle of assessment as an educational tool; an aid to the learning process and not a constraint.

The methods and techniques selected will vary according to what the tool is to be used to do :

- to assess learning achievement across the whole range of competencies;
- to identify a young person's strengths;
- to diagnose individual problems and weaknesses;
- to motivate young people to improve on their own performance;
- to supply data for records to inform parents of a young person's progress;
- to organise young people in learning groups;
- to provide information for educational and employment decisions;
- to evaluate the effectiveness of teaching methods or materials;
- to assess the effectiveness of the school/college as an institution and the quality of the service it provides.

In the Duce1 Project, assessment was seen to have four main functions :

- a means of diagnosing the cause of student failure and providing a basis for remedial action ;
- providing an overall view of the student's individual level of achievement in relation to different objectives;
- providing information on which staff could adjust their teaching programme according to the needs of students ;
- a measure of individual student attainment in relation to a norm-reference group.

In both the Clydebank Student Profile Scheme and the Dublin Project Early School Leavers Certificate, the purpose of assessment was to increase student motivation, self-esteem and learning interests and capacities.

This use of assessment demonstrates a major shift; assessment becomes part of the learning activities and is regarded as a positive aid to learning. An analysis of the kinds of skills and competencies which young people need takes precedence over the concern with covering the syllabus.

Principles

A general consensus has emerged from the Pilot Projects on four basic principles which should underpin assessment practices :

- assessment should be an integral part of the learning process
Assessment belongs firmly within the learning process; once learning goals are established, assessment can provide the necessary feedback to students and tutors alike to identify strengths and weaknesses and to adjust learning and teaching strategies.

- assessment methods should be in harmony with the ethos of the programme
It is not appropriate that programmes which aim to develop independence, initiative and motivation are assessed on norm-referenced tests of attainment which rank young people along scales from good/bad, A/D, or pass/fail.
- assessment should be in harmony with the content of the programme
Vocational preparation aims to develop a balanced range of social and vocational skills and competencies. It is clear that assessment within these programmes should similarly assess a balanced range of social and vocational skills and competencies. Equally, if young people are involved in active learning, then they should be actively involved in the assessment process.
- assessment should involve young people as well as staff in planning and evaluating course activities
Negotiation between tutor and student should be a basic principle in vocational preparation. Since young people should make decisions with their tutors on individual, group or course goals, it follows they must be similarly involved in decisions on assessment - of themselves, their peers, their tutors and the course. Project staff in the Ducel project stressed the need to develop methods for student self-assessment.

The Projects highlighted two significant areas for further development of assessment practices. The first is the development of new strategies for organising assessment ; the second is the development of techniques to assess and certify a much wider range of experiences and competencies.

The organisation of assessment

Policies which establish new forms of education and training provision need to consider the way in which assessment is to be organised in relation to them ; for example, courses which are organised on a modular basis require a modular form of assessment.

Modular or credit unit assessment, which is more closely related to units of learning and which can be continuous throughout a course, has considerable advantages over 'end of course' assessments :

- they enable assessment to be linked more closely to course content and goals;
- flexible systems of assessment enable accreditation to be built up over a period of time, making it easier for many people to earn credit from part-time courses;
- since credit units have a greater potential for harmonising (i.e. establishing equivalences between) qualifications than traditional forms of assessment, they can make it easier for young people to enter and move between different types of educational, vocational and training programmes;
- credit unit systems are potentially less constraining on the curriculum; a change in content of a unit only means corresponding adaptation of the assessment of the unit.

"The training profile (for building construction) developed by the UNICAP committee adapted very easily to the actual organisation of the college - one unit corresponding approximately to one academic year.

However, the system was flexible enough to allow students to complete each unit at their own pace, some taking less than a year, others more, and allowing some students to restart their studies, after a time gap, without having to re-sit the courses they had already taken.

An enquiry into students' opinions showed that the majority were satisfied with the credit unit system. 90 % of them felt they understood much better what was expected of them by their tutors and 96 % considered themselves 'better trained' for their future trades.

The results of the qualifying examination confirmed the opinions of the students - 70 % of students passed the examination, as opposed to 40 % in previous years. The external jury, which assessed the examination performance of students, made quite clear their satisfaction with the quality of 'credit unit' students - their performance exceeded, to a considerable extent, the levels attained in previous years".

Evaluation of the UNICAP Project.

Development of techniques to assess a wide range of learning objectives

The second major area for innovation is the development of new assessment techniques to assess a much wider range of skills, experiences and competencies, and suitable forms of presenting that information to young people, parents, employers and trainers.

Schools frequently claim that social and personal development of young people is a major educational objective. Yet assessment of social and personal competencies has been predominantly used with young people experiencing severe social or personal disturbances. Developing techniques to assess social and personal competencies has continually been hampered by the conflict between the theoretical problem of developing the techniques necessary to assess this area of human behaviour, and the rather more pragmatic problem of how such information is, or should, be used and by whom.

One solution seems to lie in developing forms of assessment which provide evidence of personal and social competencies rather than making judgements about them. The distinction is a fine one, but important. What is needed is a form of recording which gives information about a young person's experiences, competencies, abilities and achievements, in a non-judgemental way.

The record system used by the assessment working party in the Sheffield Project is the Record of Personal Experience (RPE). The final evaluation of the Sheffield Project reports :

"The Record of Personal Experience is a cumulative pupil record scheme, designed with the needs of 14-16 year old pupils, particularly the less able, in mind. Pupils are provided with a loose-leaf file in which a personal record can be completed during the last two years in school. On leaving school the file becomes the pupil's own property and can be presented to prospective employers at job interviews."

Another form of record system, developed in three of the UK Projects and one of the Irish Projects is the student profile. Though profiles vary in complexity and format, they all attempt to provide a more comprehensive view of a young person's achievements in different areas of skill and competency acquisition.

Student profiles, validated by a School Leaving Certificate, were considered by Projects to provide a model for good assessment practice by :

- allowing the development of alternative programmes for students not suited or only partially suited to existing academic courses;
- emphasising the development of personal and social skills;
- recognising student achievement in variety of areas and thus encouraging a more positive self-image in each student;
- channelling teacher observations into those areas which were being profiled;
- ensuring that each student left the school with a positive and adequate recognition of his/her educational experience;
- providing information for employers and other bodies.

Whilst such profile systems have considerable advantages over the traditional forms of academic assessment, they are still in an early stage of development; further work is clearly needed if student profiles are to be developed as a useful assessment tool in transition programmes. The experience of some Projects highlighted three main areas which require further attention :

- i) the complexity of describing, in some objective way, personal and social competencies and the combinations of skills involved in those competencies;
- ii) developing techniques to assess whether, and to what level, different competencies have been achieved and recording the assessment in a useful way;
- iii) acceptability of profiles by young people, teachers and parents and their validity - 'currency' - in the labour market.

There will be a need for technical assistance in the first two areas and for greater liaison between staff, parents and employers in the third area.

ACTION AREA 4

STAFF DEVELOPMENT

4

The need

Developing new forms of vocational preparation, and improving existing programmes of education and training which prepare young people for transition, require new strategies for development of staff.

- . to raise their awareness of the need for change : and once the need for change is acknowledged,
- . to help them to make the changes.

The Projects demonstrated that it is often the lack of clear and consistent policies on the part of administrators and heads of institutions which prevents staff development, rather than the resistance of staff themselves.

Staff working in schools and colleges, as well as the new generation of tutor/trainers in vocational preparation schemes, need to adjust to the new demands on them. Developing learning programmes in which young people negotiate what they will learn and how, extending learning objectives to cover a wider range of skills and competencies, and developing a wider range of assessment practices, all make heavy demands on staff time and abilities.

The Projects demonstrated that many staff are willing, given support, to develop new skills, new approaches to their work and more flexible, non-traditional attitudes.

⁴ See also Report : "Staff Development".

Many are increasingly open to the idea that their role should be that of a facilitator, rather than the giver and controller of knowledge, which has been the more commonly accepted role of the teacher.

A framework for staff development policies

Conventional in-service training ie. subject-based courses and seminars may not be the most appropriate means of encouraging staff to develop new attitudes and approaches to their work. They tend to strengthen the boundaries between curriculum subjects and encourage staff to develop their expertise in transmitting knowledge, rather than to see the relevance of curriculum subjects to the needs and interests of young people and how they can be used to develop relevant competencies and useful knowledge.

Staff development involves a wider range and different mix of activities than those normally associated with in-service training. For staff development to be a planned process rather than an accidental occurrence, it requires clear and explicit policies at national, regional or local, and institutional levels.

Staff themselves must be involved - through their representatives in national associations, on regional and local councils and through committees or working parties within the institution - in the development of such policies.

At each of the three policy levels, it is necessary to nominate a person, with sufficient authority, to be responsible for developing and executing policies of staff development.

In some countries this has been achieved at the level of institutions by the appointment of a Staff Development Officer whose task is to implement the institution's policies on staff development.

There are many ways in which staff 'in-post' can be helped to meet the new demands they are now facing. What has emerged in the course of the Programme and in parallel work is the need to blend the processes of 'professional development', with those of the personnel policies of the institution.

The ideal is staff development programmes which not only involve training in professional areas, but also the techniques of personnel management, in order to meet individual needs of staff, albeit as members of an institution.

The starting point for staff development programmes should be an approach based on participation and negotiation - an approach which should also be used with young people - through which staff can help identify their learning and teaching needs, professional as well as personal.

Regional support

One effective mechanism for ensuring that staff development policies receive the support of administrative authorities (whether central or regional) and individual schools and colleges, is regional networking.

Initial regional or local conferences can be used to bring together heads of institutions, administrators and representatives of other agencies working with young people, to develop a regional/local programme of action, within the context of policies at central/national level.

Such conferences can be used to develop plans for programmes of staff development in each institution in the region and encourage liaison between them.

A regional network has been found useful to reach a number of objectives :

- A systematic approach to the training and development of all staff working with young people, which has the support of administrators, trainers and heads of institutions in a given area.
- Co-operation between schools, colleges, teacher-training colleges, as well as industrial and commercial training agencies, can be developed as an integral part of staff development.

- Each institution, which is part of the network, is able to make maximum use of the resources and experience available collectively.
- Networking with initial training agencies alerts those responsible in them to new in-service needs.

Strategies for staff development

Development should be directed towards developing attitudes which will enable staff to become facilitators of learning, seeing the relevance of their subject to the wider, non-academic context and developing more open and non-authoritarian relationships with young people. Clear and explicit strategies are needed to achieve these objectives.

For many Projects, improving the preparation of young people for adult life meant improving the links between the lower and upper secondary sectors of education. Overcoming 'institutional' boundaries, discussing common problems and developing joint, or at least compatible, curricula, were just as important for the development of staff, as for the improvement of educational and learning facilities for young people.

Linking arrangements between different educational sectors such as bridging courses and 'contact teachers' can be more systematically used as part of staff development programmes if their staff development function is made explicit. This can be achieved through the support of an established mechanism, such as joint committees or working parties made up of nominated staff from each institution, as well as from the local authority.

Schemes designed within the Projects to improve the links between schools and the outside world, particularly work observation and work experience schemes and experience-based education, proved to be as valuable for the staff involved, as for the young people who participated. Staff were able to experience areas of work completely different from their own, but which were likely future areas of employment for the young people they were teaching.

Such experiences helped also to increase their awareness of the real problems facing young people in transition. They improved their knowledge and understanding about local employment markets and the range of opportunities, activities and resources available in the local community.

The quality of new types of vocational programmes for young people and improvement of existing forms of education and vocational preparation is heavily dependent on the professional and personal quality of the staff working in them.

To some extent, the Projects were atypical, in that many of the staff working within them were already committed to the need to develop different approaches to their work with young people.

Encouraging other staff, not in 'special' Projects (i.e. without extra financial and professional support) to develop similar commitment, enthusiasm and expertise to be able to work effectively with young people, may require much more deliberate policies for staff development. It is the task of those who administer and organise education, vocational preparation and training provision to re-examine their policies and strategies for staff development. Meeting the needs and interests of young people can only be effectively achieved if needs and interests of the staff working with them are also met.

ACTION AREA 5

INVOLVEMENT WITH THE LOCAL COMMUNITY

What does it mean ?

Teachers do not have a monopoly of teaching skills, and schools and colleges are not the only settings in which learning takes place. Too often, education is seen as the responsibility of the 'experts', while the general public shrugs off all responsibility.

Many Projects set out deliberately to bridge the artificial split between school and community, learning and living, education and life.

Involvement with the local community is a two-way process,

- outwards from the school : involving young people and their teachers in the life of the community, and using the opportunities and situations that exist as a resource for learning; and,
- inwards : involving people from the local community as a resource for activities based in school, and educating them about its work.

Activities which Projects developed here can be grouped under

- 1 Using the local community as an educational resource;
- 2 Work experience, outside and inside the school;
- 3 Using liaison networks;
- 4 Helping the local community learn about its schools;
- 5 Outreach activities.

1. The local community as an educational resource

Schools and colleges are one of the formal opportunities for preparing young people for adult life.

Many projects worked on identifying other opportunities, both formal and informal. These frequently offered the possibility of developing competencies which, for practical reasons, simply could not be developed in schools.

They ranged from Chambers of Commerce and local trade union branches to community groups and local media, bars and cafés. The advantages they offered were clear - real settings in which to learn and develop skills, and extend the range and types of contacts between young people and adults.

The Community Based Learning (CBL) of the Shannon Project, for example was a one year programme for students at senior cycle level. In it :

- students spent about 15-20 hours each week, with the help of volunteer adults, in learning situations outside the school.
- students followed an individualised learning programme tailored to meet their particular needs, abilities, interests and goals.

In the programme, all students were expected to acquire certain skills :

- Core Skills (critical thinking ; citizenship; creativity ; personal/social development ; problem solving).

- Essential Community Skills
- Basic Skills (reading ; communications ; mathematics).
- Career Development Skills i.e. observation and investigation of careers ; decision-making ; learning the relationship between education, career and lifestyle aspirations.

The CBL Programme involved five basic learning strategies :

Career Explorations which help students to learn about a specific job and to relate that learning to their interests and abilities.

Learning Ventures : Pre-planned Learning Ventures introduced students to a specific Core Skills area. Negotiated Learning Ventures enabled students to follow through on their initial Core Skill and Career Exploration Learning. They were built around the work of an adult in the community - called a tutor - and the student visited the tutor for three hours each day over a three week period undertaking the activities negotiated.

Essential Community Skills or Competencies were those considered to be essential for adults to function effectively in the community. Students' acquisition of the competencies takes place in the Community, under the guidance of adults - called 'certifiers' - with expertise in their skills areas.

Development Group Work was aimed at helping young people to understand group processes, i.e. how groups and interpersonal relationships operate, helping students to interact with many people in the community, from all walks of life.

The Journal enabled students and staff to share thoughts and feelings with each other through a series of journal entries helping students to reflect on their experiences and discussing them with staff.

Report of the Shannon Project.

2. Work experience, inside and outside the school⁵

The Projects showed that experience of work can be valuable, but must be planned according to the objectives it sets out to achieve.

If the purpose is to help in choice of career, the scheme should aim at observation and enquiry into a wide range of working situations. If it is aimed at developing an understanding of working life and the competencies needed, the young person needs to experience real work for a reasonable length of time.

Time must also be allocated for follow-up work. It can be planned within the school timetable. But a number of Projects stressed the importance of residential periods for follow-up.

In several Projects an educational institution set up a work situation under its own control in which a product or service was planned, produced and sold or delivered by the young people themselves, guided by trained staff and sometimes with the help of volunteers from industry.

3. Using liaison networks

Projects which made effective use of the opportunities in the local community, either through work experience or community-based projects, owed much of their success to effective liaison, i.e. systematic development of a network of links between all the sectors in their community.

⁵ See also Report : "Work Experience".

The Shannon Project provided two models :

- school-orientated; where the network is centred on a specific school and geared to meet the particular needs of its students as perceived by the school authorities;
- community-orientated; where the network is in an area with a number of schools and geared to meet the needs of all the young people in the area.

4. Helping the local community learn about its schools

If it is desirable for teachers to have experience of industry, it is equally desirable for outsiders to 'experience' education. When local people are involved in the work of the schools, they may understand better the role the schools play and develop more realistic expectations of what the schools can, and cannot, achieve.

In several Danish projects interaction between Projects and their communities raised local awareness and understanding of the purpose and value of what was happening in the Projects, and local community support often meant additional resources being made available.

The Bradford Project advisory committee included members from a Trade Union, an Employers Council, an Industry Training Board, a Community Relations Council, the LEA, parents, and the College Students' Union.

In the Shannon Project interaction with the local community meant :

- recruiting adult volunteers to :
 - participate in Community Based Learning, Mini-companies, and Pre-employment Training Courses;
 - help young people carry out field studies of local industry and agriculture;

- help young people prepare for interviews;
- the publication of a School-Leavers' Guide and Diary with emphasis on up-to-date local information on career opportunities;
- the organisation of seminars on future employment possibilities for school-leavers in particular localities;
- the organisation of surveys of difficulties experienced by young people in their first job;
- the organisation of weekend courses for young people on entrepreneurship and setting up small businesses.

In the Trento sub-project students, teachers, parents and people from the local community worked together on the production of teaching materials developed for work observation visits.

5. Outreach activities

In many inner urban and deprived rural areas, schools regard themselves as 'cultural oases' providing young people from disadvantaged neighbourhoods with the 'opportunities' and 'richness of experience' they lack at home.

In such areas the barriers between school and local community are most difficult to break down. Schools may not see the community as a resource for learning, while the values of the local community may well be in contradiction to those of the school so that local people will find it difficult to see even the relevance of school, let alone be involved in its activities.

Yet it is precisely in these areas, with the highest truancy rates, highest levels of unemployment, and where young people have to develop survival skills to cope with appalling economic and living conditions, that most effort is needed to bridge the gap between schools and the local community.

Projects have shown the use of various kinds of active outreach programmes here. They also show that, for them to be successful, staff time must be allocated and the support of the local or regional authority is necessary. All staff need to be aware of, and sensitive to, the tensions that exist amongst different groups in the community, and be prepared to listen to and respond to criticism.

Outreach programmes, or opening schools to their local community, do not require massive resources or major policy change. Small-scale reforms tried by Projects included :

- creating greater community awareness of the difficulties facing young people through local newspapers, radio and adult education programmes (Giffard ; Verona ; Bradford ; and Mid Glamorgan).
- establishing school/work liaison groups (Sheffield).
- organising learning programmes for young people, still at school, which are based in the community (Tvind).
- organising vocational preparation and community service schemes for demotivated or unemployed young people, using local communities and the people in them (Giffard).
- short-term secondments of teachers/guidance counsellors to training centres or manufacturing or service industries (Baden-Württemberg ; Joly).
- twinning programmes between schools and training centres (Baden-Württemberg ; ENAIP).
- collecting information on local labour markets, provision of services and facilities and opportunities for education and training which are available locally (Charleroi ; Shannon ; Trento ; Young Scot).

- developing an enquiry service for parents about guidance and counselling services (Trento ; Berlin).
- producing information leaflets on the education service for parents, employers and the local community (Sheffield ; Trento ; Clydebank).
- preparing directories of local contacts/addresses within the area covering :
 - possible work experience placements or visits,
 - sporting and leisure activities,
 - opportunities for further education, training, job creation schemes, or self-employment in the local area,
 - public and voluntary services (Young Scot ; Sheffield ; Aarhus).
- the use of local skilled craftspeople, equipment and premises as technical resources for education (Giffard; Aabaek; Fyn).

ACTION AREA 6

A CO-ORDINATED AGENCY APPROACH TO TRANSITION

For young people the 'transition problem' is a part of their daily lives, not fragmented into a curriculum part, a guidance part, an employment part and so on. They experience it whole. Yet services for young people in transition are fragmented between different agencies, usually working in parallel with little co-ordination. The risk is that efforts are duplicated, resources are used uneconomically and the potential for effective help is not realised.

Young people are often not sure where to go for advice or information and most agencies can only help with part of the problem. So they must trek from one office to another, even to buildings in another part of town. It deters all but the most resolute - and patient.

How then to develop more co-operation, co-ordination and communication between the providing agencies ?

Some suggestions

1. New patterns of co-operation and co-ordination at national level will take time to develop. Progress can be made at regional or local level, as some Projects have shown (Charleroi : Ludwigshafen : Rome-MCC : Shannon : Sheffield).
2. Identify the main issues :
 - which agencies, services and institutions need to be brought together in a co-ordinated approach?
 - what partnerships already exist at local/regional level between agencies dealing with young people?
 - what types of management structures are necessary to bring together the different partners?

- what are the barriers to successful co-ordination - structural, legal, or professional?
 - what strategies are effective in overcoming the barriers that exist?
3. Help the, providing agencies to understand each others priorities ; objectives ; potential resources ; limitations.
 4. Establish a 'clearing house' to investigate barriers to the transition process, e.g. statutory requirements for registration for unemployment benefit or availability for work which may conflict with attendance at courses (Charleroi ; Bradford).
 5. Identify simple, manageable common tasks that are non-controversial rather than attempt inter-institutional discussion of principles for co-operation with little scope for practical application. The production of the "Young Scot" information booklet brought together many agencies on a common practical task without raising the problems of competition for services or resources.
 6. Set up arrangements to pass information and exchange experience between agencies. Working parties, committees, workshops, temporary exchange of staff, and joint visits to institutions or projects of common interest can promote networking between agencies, strengthening mutual understanding.
 7. Nominate a 'promoter' for the co-ordination process, responsible for keeping the process going, re-inforcing the arrangements, and deliberately promoting staff development through, for example, team working, role play and the use of video. The promoter should sensitise the partners to the continual need for improving co-ordination, taking advice from staff and from young people themselves about potential improvements.

8. Effective co-operation and co-ordination appear to depend less on formal structures than on attitudes and motivation. Hence the need for staff development.
9. Find examples of good practice in co-ordination, and make a start from them, without waiting for agreement on an ideal model by all the possible partners. The success of small initial steps will encourage more ambitious undertakings so that co-ordination and co-operation will grow.
- 10 Avoid the establishment of too many new structures, easily mounted in a first flush of enthusiasm, which can later prove to be cumbersome and counter-productive.

PROJECTS REFERRED TO IN THE TEXT

Some readers may want to find out more about individual Projects mentioned in the text. This can best be done by consulting "Project Descriptions" (see the order form on page 00). The following key enables a Project to be located in that volume.

PROJECTS	REFERRED TO ON PAGE	SERIAL IN "PROJECT DESCRIPTIONS"	TITLE
Aabaek	39	DK 3.2	Farm and fishery School.
Aarhus	39	DK 5	Total mobilisation of guidance/counselling in a County.
Raden-Württemberg	38	D 8	Co-operation between lower secondary and vocational training schools - establishment of regular collaboration.
Berlin	16, 39	D 10	Improvement of the basis for making a career choice through facilities for self-information provided by the Careers Servi
Bradford	36, 38, 41	UK 28	A research and development project for 16-19 year old Asian young people : Language , People and Work course.
Charleroi	38; 40, 41,	B 2	Action research on "the educational and cultural district"
Clydebank	11, 22, 39	UK 26	Transition from school to working life for low achievers in school.
Danish Projects	8, 36	DK 3.1	Preparation of disadvantaged pupils in the lower secondary school for the adult/working world.
		DK 3.2	Farm and fishery School.
		DK 3.3	Museum Construction Project
		DK 3.4	A two-year structured course combining education and work, Primarily for girls.
		DK 4	Developing and testing an alternative practically-based curriculum for pupils from the age of 16.
Dublin	22	IRL 16	The preparation of low achievers for adult/working life : (the early School Leavers Project).
Ducel	22, 23	F 14	The improvement in the content and learning methods of courses in mechanical engineering for technicians and craftworkers.
ENAIIP	38	I 20.2	In-service training of technical education teachers.
Fyn	39	DK 3.3	Museum Construction Project
Giffard	10, 38, 39	F 13	Young people without qualifications. (10 sub-projects. Officially known as "Actions jeunes").

Joly	38	F 12	Training teachers of 'manual and technical education'.
Ludwigshafen	40	D 7	Actions to co-ordinate guidance for, and to improve preparation of, the more disadvantaged pupils in first cycle secondary schools.
Mid Glamorgan	38	UK 29	Vocational preparation for backward and mentally-retarded young people; residential unit for physically-handicapped young students.
Rome, - MCC	40	I 18.4	Motivation, and social and occupational integration, of unemployed and unqualified adolescents.
Shannon	33,36,38,40	IRL 15	The transition of adolescents from childhood dependence to adult responsibilities.
Sheffield	25,38,39,40	UK 25	Transition from school to working life for low-achievers in school
Trento	37,38,39	I 19.1	Orientation and guidance and the collaboration between school and the working world.
Tvind	38	DK 4	See "Danish projects" above.
UNICAP	24	B 1.1	Unités Capitalisables (Certification by credit units).
Verona	38	I 18.1	Motivation, and social and occupational integration, of unemployment and unqualified adolescents.
Young Scot	16,38,39,41	UK 30	Youth Information Project - Young Scot.

ORDER FORM

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THE SECOND COMMUNITY TRANSITION PROGRAMME

Autumn 1983 saw the start of a new three-year programme of experimental projects, jointly financed by Member States and the Commission, on policies to help the transition of young people from education to working and adult life.

The new programme, like the first, will consist of 30 pilot projects in all the Community countries, from Glasgow and Copenhagen in the north, to Saloniki and Calabria in the south. Each area has been chosen by the national authorities, often in consultation with the regional/local authority and with the advice of the Commission.

The projects are related to one or more of the six key themes for the programme agreed by the Community Ministers of Education their Resolution of 12 July 1982⁽¹⁾.

The table on pages 00-00 summarises where the projects are located and the kind of area they are in.

They vary considerably in size, from a group of schools to whole districts. There are also some which will bring together groups of institutions from several districts to try out a new initiative.

But, most of them are areas, whereas the emphasis in the first programme was on individual institutions, and are large enough to provide experience of collaboration between education and training bodies which is one of the most important aspects of the programme.

Quite a few will be aimed specially at the needs of young migrants. Some are in declining industrial areas; others are in rural areas and will help to develop the role of education in the local economy.

(1) See Annex I page 00.

Some projects will be concerned with improving the general functioning of the school for pupils in transition, i.e. the context and content of courses, and methods used. Some will be placing a particular emphasis on the needs of low-achieving students. Others will be trying to bring the school into closer relations with people or bodies in the local community, such as parents, firms, businesses, vocational training bodies/colleges, youth organisations and other agencies.

Others will concentrate on more specific points, such as introducing careers guidance or the use of the "transition tutor", a concept which emerged in the first programme, and is to be taken up now in Luxembourg. Assessment of the contribution which work experience can make to young people's social education will be the task of one of the French projects.

Certain broad themes are likely to appear in many of the projects, such as

- the need to find new and better ways of bringing together the school and vocational training agencies in the area;
- the need to meet the special needs of girls;
- the need to coordinate and widen information services for young people and increase the accessibility of information to them;
- the need to provide suitable kinds of retraining for teachers and other staff concerned.

Because of the importance of creating links between education and other services and the local community, each project will be guided by a broadly-based advisory or liaison group. It will bring together official - and in some places non-official - representatives of services, agencies and bodies inside and outside education : and also representatives of the social partners, the local

community, and other key institutions. The aim is not only to help develop better education for pupils in transition to life in the local community, but also to improve the value of education as a service to the local community.

This is a European Community Programme, and the European dimension to it will include arranging interaction between projects across national frontiers, inter-visiting, and inter-national participation in the process of crystallising new solutions and approaches from the experience of the projects. For this, as in the first programme, the Commission has an experts team to:

- ensure the maximum exploitation of the projects' capacity to develop new ideas and solutions;
- use the structure of the themes of the programme to establish cross-linking, visiting, and exchange of ideas between projects;
- report the experience gained, year by year, for the benefit of others;
- ensure close and useful links are built between the Transition Programme and other Community initiatives.

The cost to the Community Budget in 1984 will be 5.3m ECU and a similar sum in 1985 and 1986. Most of this (72% or 3.9m ECU) is by way of grants to the projects, matched equally by national resources in the Member States. The remainder will be used for inter-action grants, workshops and inter-project visits, and preparing the results for publication and dissemination.

The printed output will mainly appear in Social Europe, and its Supplements. Reports from it will draw mainly on the experience of the projects in the programme, but they will also relate the ideas being developed in them to similar or connected developments elsewhere.

Dissemination will be aimed at "networks" in the Member States, i.e. key individuals and bodies at the national and other levels who are concerned with Transition issues, particularly those in charge of schemes, projects and policy initiatives in each country.

ON THE TRANSITION FROM EDUCATION TO WORKING LIFE

LOCATION OF PILOT PROJECTS

<u>Member State</u>	<u>District/Place</u>	<u>Type of area</u>
BELGIUM	Saint-Ghislain	Rural and urban. Declining industry. Immigrant population.
	Southwest Flanders and Limburg	High unemployment areas. Immigrant population in Limburg.
DENMARK	Aalborg	Major urban area of North Jutland.
	Hvidovre	Municipality in suburbs Copenhagen. Immigrant population, especially teenagers.
GERMANY	Weinheim-Mannheim	Industrial area : high percentage of immigrants
	Berlin-Kreuzberg	High percentage of immi- grants, especially Turkish
	Kassel	City of Kassel and rural area bordering GDR.
	Duisberg	Steel industry area : high percentage of young immigrants.
FRANCE	Académies of Lille, Nancy, Orléans-Tours	Mixed industrial and urban.
	Lyon	Urban schools with high proportion of immigrant children.

FRANCE	Nation-wide (in 15 Académies)	Varied.
	Paris (Creteil) and Caen	Areas with immigrant populations.
GREECE	Epirus, Ionian Islands and West Greece	Rural areas.
	Macedonia	Agricultural area, with cooperatives.
	Syros (Cyclades), Veria in Northwest Macedonia, and suburb of Athens	Mixed rural and urban.
IRELAND	Dublin	Inner-city area.
	West Ireland	Rural areas and Galway ci
	Munster	Selected urban and rural districts.
ITALY	Reggio Calabria/ Sassari	Areas of high unemploye.
	Firenze/Viterbo	Agricultural and industri al area.
	Avellino/Treviso	Rural agricultural areas Avellino is an earthquak hit area.
	Vercelli/Modena	Areas with many small an medium-size enterprises.
LUXEMBOURG	Luxembourg	Industrial areas.
NETHERLANDS	Zeeland	Rural area with high unemployment.

NETHERLANDS	Rijnmond	City of Rotterdam and surrounding area.
UNITED KINGDOM	Northern-Ireland	Province-wide, in school urban and rural.
	Manchester	Industrial conurbation.
	Glasgow (Castlemilk)	Urban area : high youth unemployment.
	Powys (Wales)	Rural area.
	Northamptonshire	Mixed urban and rural are

The Themes of the Programme

The six themes for the Community's Second Programme of "measures to be taken to improve the preparation of young people for work and to facilitate their transition from education to working life" were set out in the Resolution of the Council and of the Ministers for Education, meeting within the Council of 12 July 1982.

They are :

- (i) the use of the out-of-school environment as a learning resource enabling both young people and teachers to gain experience of the world of work, to develop understanding of the mechanisms of society, and to practice skills relating to living or which are of a social nature;
- (ii) the involvement of adults, including parents, employers and trade unionists, in activities taking place within the school in order to increase understanding about the role of education institutions and to support schools in their task of preparing young people for adult life. Further, a continuous dialogue with a range of social groups, including parents and the social partners, about the role of schools in enabling young people to gain the basic understanding, knowledge and skills they will need for adult life;
- (iii) the coordinated provision of information and guidance about post-school opportunities for young people, and the development of systematic guidance for young people in the 14-18 years age group on future career options as well as of further education and training opportunities;
- (iv) the development of practical cooperation between education authorities and employment and social

agencies and with other bodies active in this field in order to provide direct work experience, simulated work experience with help from industry, work experience in the local community and the general use of the local environment as a learning resource;

- (v) the development of systems of certification or credit units flexible enough to make possible the assessment of the variety of learning experience considered important for the period of transition, including experience gained in an out-of-school environment, whether formally or informally;
- (vi) the development of continuous in-service training and personnel policies designed to enable teaching staff to adjust, individually and collectively, to the new demands made of them, and the introduction of cooperation with staff from post-school education institutions as well as from industry, commerce or agriculture.

European Communities – Commission

Social Europe

Supplement on Education, vocational training and youth policy

Luxembourg: Office for Official Publications of the European Communities

1984 – 63 pp. – 21,0 x 29,7 cm

DE, EN, FR

ISBN 92-825-4987-9

Catalogue number: CE-AC-84-001-EN-C

Price (excluding VAT) in Luxembourg

ECU 6,55 BFR 300 IRL 4.80 UKL 3.80 USD 6

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Kinokuniya Company Ltd

17-7 Shinjuku 3-Chome
Shinjuku-ku
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Price (excluding VAT) in Luxembourg

	ECU	BFR	IRL	UKL	USD
<i>Single issues</i>					
Social Europe: Supplement on education, vocational training and youth policy	6.55	300	4.80	3.80	6
<i>Annual subscription</i>					
Social Europe: Supplement on education, vocational training and youth policy	10.95	500	8.00	6.50	12



OFFICE FOR OFFICIAL PUBLICATIONS OF THE EUROPEAN COMMUNITIES
L-2985 Luxembourg

ISBN 92-825-4987-9



9 789282 549872