

# COMMISSION OF THE EUROPEAN COMMUNITIES

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## REPORT FROM THE COMMISSION

on the implementation of the PETRA Programme  
(1988-1991)

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- The **PETRA** Programme is based on the Council Decisions of 1 December 1987 and 22 July 1991. It became operational in Autumn 1988 and was extended, with effect from 1 January 1992, to run on a considerably enlarged basis up to 31 December 1994.
  - The main objective of the Programme is to support the policies and activities of Member States which are aimed at ensuring that all young people in the Community who so wish receive one year's, or if possible, two or more years' vocational training, in addition to their full-time compulsory education. The Programme is also intended to improve the provision of vocational training for young people with regard to a range of specific aspects, and to add a Community dimension to the design and implementation of vocational training policies in the Member States.
  - Financial support from the Community amounted to **40.0** MECU over the four-year period 1988-1991; 29 MECU were provided for 1992.
  - In the run up to 1992, and within the context of intensified discussion and debate on the importance of human resources development for attaining the new goals of the Community, the Programme has evolved to form a coherent unified framework for Community action in the field of initial vocational training of young people and their preparation for working life. It is aimed at all categories of young people in vocational training, and all forms of youth training leading to a recognised qualification. In this way, the Programme now fulfils a strategic role in the development of Community policy on initial vocational education and training, comparable to that of the major Community programmes in the field of higher education. In its new enlarged phase, it provides already a first operational response, as regards initial vocational training, to each of the broad objectives set out in Article 127 of the Maastricht Treaty on the Political Union.
  - Over the period 1988-1991, approximately 75,000 young people have directly benefited from the actions of the Programme, and more than 10,000 staff in initial training. A large number of the young people involved came from a disadvantaged socio-economic background. In addition, the Community has provided support for more than 70 research institutes, from all Member States, to cooperate on research on the effectiveness of initial vocational training provision.
  - As regards the primary objective of the Decision of 1 December 1987, visible progress has been achieved, in all Member States, in facilitating young people's
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access to initial vocational training and in offering at least one year's training to all young people who so wish. Since the adoption of the Programme, the number of young people retained in education and training, after completion of their period of full-time compulsory schooling, has increased by an average annual rate equalling between 0.5% and 4.3% of the size of the total age group, in the respective Member States. Though disparities between Member States with high retention rates and those with low retention rates still persist, they have shrunk noticeably.

- Through its support for innovative action, local and regional cooperation, and joint transnational work and transfer of experience, the Programme has made a contribution to a wide range of initiatives in the Member States, aimed at improving the quality of initial vocational training. A number of major reform activities in different Member States have drawn on its experience and outcomes.
  
  - **PETRA** has played a pivotal role in piloting practical approaches to introducing a Community dimension into initial vocational training provision. It has broadened the base of experience, in all Member States, on which further transnational cooperation and exchange can build. It has created transnational networks of training initiatives, many of which continue to function after the expiry of financial support from the Community. The work of these projects has resulted in the production of transferable training materials and methods, both for the training of young people and of their teachers and trainers. It has also paved the way for the organisation of training exchanges for young people, on a much larger scale than hitherto, between all Member States of the Community.
  
  - As regards the new enlarged phase of the Programme, which took effect from 1 January 1992, speedy progress has been achieved. A new organisational framework was set up to implement the three main types of Action under which the activities of the new phase are grouped. Practical work in two of these fields of action started in the Spring 1992 (Actions I and II); Action III in Autumn 1992.■
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**I Introduction**

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**Council Decisions and objectives**

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1. **PETRA** was launched in 1988 on the basis of the Council Decision of 1 December 1987 concerning an action programme for the vocational training of young people and their preparation for adult and working life. Initially intended to run for a period of five years, up to 31 December 1992, the Programme was aimed at a comprehensive set of common objectives which could be summarised under three main points:

to support the policies and activities of Member States which are aimed at ensuring that all young people in the Community who so wish receive one year's, or if possible, two or more years' vocational training, in addition to their full-time compulsory education;

to support and supplement activities at national level which are intended to improve the provision of vocational training, raise its standards and quality, and enhance the capacity of vocational training systems to adapt to rapid economic, technological and social change;

to add a Community dimension to the design and implementation of vocational training policies in the Member States.

Part of the underlying rationale was the deep-felt concern of all Member States that, to prepare for the changes to be faced in the 1990s and beyond, the Community must ensure that initial vocational training is available to all: no young person should enter the labour market without at least a basic vocational qualification. Training leading to such qualification should reflect the needs and opportunities emerging from the evolving Community framework for work and industrial and human resources development.

2. In the run up to 1992, the target year for completion of the Internal Market, and within the context of discussion and debate on the preparation of the Maastricht Treaty, the issue of vocational training has attracted increasing attention, in the policy agenda of the Community. This is clearly reflected, inter alia, in

the meetings of the European Council in 1988 and 1989, which affirmed the importance of improved access to vocational training for the completion of the Internal Market, stressed the need for Community action for the development of

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human resources, and emphasised the role of the Community action programmes on the insertion of young people into vocational training and their integration into working life as a decisive element of the social dimension of the Community;

□ the Social Charter (adopted on 9 December 1989 by 11 Member States), which incorporates the right of access to vocational training for all workers, and more specifically states inter alia in point 23: "Following the end of compulsory education, young people must be entitled to receive initial vocational training of a sufficient duration to enable them to adapt to the requirements of their future working life; for young workers, such training should take place during working hours";

□ the Conclusions of the Council and Ministers of Education meeting within the Council of 14 December 1989, which called for a stronger and broader response, at Community level, to the new challenges faced by technical and vocational education and training in the Member States, and invited the Commission to adapt and reinforce existing Community programmes in this field;

□ the views expressed by the social partners, in the framework of the Social Dialogue. In their joint opinion of 26 January 1990 on education and training, they emphasised the importance of high quality education and initial vocational training leading to recognised qualifications as an essential and irreplaceable condition for the successful integration of young people into working and economic life. Furthermore, in their joint opinion of 6 November 1990 on the transition from school to adult and working life, they identified concrete priorities and defined more clearly the part to be played by the various parties in the preparation and motivation of young people for working life;

□ the Resolution of the European Parliament (16 February 1990) which called for stronger Community programmes in support of the education and training of young people and their mobility;

□ and also in the recent Commission Memorandum on "Vocational Training in the European Community in the 1990s" of December 1991, which is currently being discussed with and within the Member States.

3. The Commission responded to this development by submitting to the Council, in November 1990, a proposal concerning an extension and development of the **PETRA** Programme and practical steps to rationalise Community action in the field of vocational training for young people. This proposal formed the basis for the Council Decision of 22 July 1991 which up-dated the objectives of the 1987 Decision and

introduced a number of new objectives, inter alia with a view to

- stimulate and support cooperation and the development of transnational training partnerships between training providers, industry and other promoters of local and regional development;
- develop opportunities for young people in initial vocational training, young workers and young people taking part in advanced programmes to benefit from periods of training or work experience in other Member States (including the continuation and development of Community action formerly implemented under the Young Workers' Exchange Programme);
- foster Community cooperation in the sphere of vocational information and guidance.

The 1991 Decision provided for the launch of a new phase of the Programme to take effect from 1 January 1992, for a three-year period up to 31 December 1994.■

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#### Structure of the Programme

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4. The Community Actions implemented under the first phase (1988-1991), to achieve the objectives of the Decision and support and supplement the activities of the Member States to this effect, can be summarised under five main types of operation:

- the creation and development of a European Network of Training Partnerships (ENTP) which links innovative initial training projects from different Member States, to encourage practical cooperation in the Community on the improvement of provision for young people and to raise awareness of needs and opportunities in a Community context;
  - support for »Youth Initiative Projects« (YIPs) – i.e. innovative projects in which young people themselves are mainly responsible for the planning, organisation and implementation -, which focus on information on the transition from school to vocational training and working life, and/or encourage the development of entrepreneurial skills, creativity and responsibility amongst young people;
  - the development of transnational cooperation, at Community level, in research on the effectiveness of current policy and practice in the initial training field and on the evolution of vocational qualifications;
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exchange of vocational training specialists between the Member States;

the organisation of dialogue and review of the implementation of the Programme, especially between policy-makers and the social partners, and dissemination of outcomes and results from the Programme.

The Council Decision of 1987 did not contain any reference to the amount estimated as necessary for the implementation of the Programme, and so the Community's planned financial support for the four-year period 1988-1991 was ~~suggested~~ on an annual basis with the following appropriations being authorised, 1988: 8.0 MECU; 1989: 9.0 MECU; 1990: 9.5 MECU; 1991: 15.0 MECU, amounting to the total of 41.5 MECU. The actual expenditure incurred on the Programme during the same period was 39.99 MECU (1988: 6.83 MECU; 1989: 9.55 MECU; 1990: 9.73 MECU; 1991: 14.88 MECU);

5. The management of the Programme involved from the start close cooperation with the Member States. At the invitation of the Commission, national authorities appointed a group of senior officials, in most cases from national Ministries responsible for both education and employment, to assist the Commission implement the actions of the Programme, and to ensure integration with the development of national policies and practice. In addition, the Commission provided support for technical assistance in the Member States, i.e. for the appointment of Programme Assistants to help especially with the selection of training projects for participation in the ENTP, their integration in the European Network and the development of transnational partnerships, and the dissemination of their results in the respective Member States.

The Commission also arranged for technical support for the Programme at Community level to be provided, on a contract basis, by a **PETRA** Office assisting the development of the ENTP, the Youth Initiative Projects and the research activities; responsibility for the exchange of vocational training specialists was located with CEDEFOP, acting on behalf of the Commission. An overview of the management structure for the first phase of the Programme (1988 -1991) is contained in Annex I.

6. The Council Decision of 1991 provided for continuation of the activities initiated in the first phase and their rationalisation and adaptation to the new objectives, while at the same time extending considerably the range of Action to cover new fields. It also strengthened the management structure, through the establishment of a statutory Advisory Committee on **PETRA**. As from January 1992, the Programme includes three main types of Actions, summarised below, together with complementary measures, under which Community support is provided:



- Action I – support for training and work experience placements in another Member State, for young people in initial vocational training, young workers and young unemployed, and young people in advanced programmes. This Action now incorporates the Young Workers' Exchange Programme, hitherto run as a separate activity;
- Action II – Support for transnational cooperation in the joint development of training modules and joint training of trainers, through the participation of training institutions and projects, including youth initiative projects set up by young people themselves, in the **PETRA** European Network of Training Partnerships;
- Action III – Support for national systems for the exchange of vocational guidance data and experience; and examples of good practice in vocational guidance, through the establishment of a Community network of national contact points and the training of guidance counsellors/specialists on Community aspects of guidance;
- complementary measures – including support for the dissemination of the results of the Programme; transnational cooperation in research on the vocational training of young people; and technical assistance at Community level and in Member States for the implementation, coordination and evaluation of the Programme.

The new phase of **PETRA** provides now a single framework for Community action in support of the vocational training of young people up to, and including, age 27. In its implementation the Commission continues to benefit from assistance provided by the European Centre for the Development of Vocational Training.■

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#### Nature and structure of the report

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7. The present report is submitted in order to take stock of the development of the Programme up to the end of 1991, and to describe the basis on which the new enlarged phase can build. It should be seen in the context of the overall reporting process on the Programme, i.e. in conjunction with

□ the Commission's interim report published in March 1990; and the more comprehensive Review of Progress on which it was based, containing a detailed analysis of the industrial, social and demographic changes which form the context to the **PETRA** Programme, as well as a description of the national policies and programmes which underpin the implementation of the Decision of 1 December 1987;

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other technical Programme publications, especially the **PETRA** Yearbooks for 1990 and 1991, which provide a regular update on the development of the individual Actions.

8. Further reports by the Commission, as required under the 1991 Decision, will include

- an interim report before 31 December 1993, and
- a final report by 31 December 1995, including an overall evaluation of the implementation of the Programme.

Furthermore, the results of the Community measures pursuant to the 1991 Decision shall be subject to objective external assessment, for the first time in the course of 1994, and for the second time during the course of 1995.

9. The present report forms part of this continuing reporting process. It reviews in Section II the impact of the Programme and the progress achieved with regard to the policy objectives, and in Section III the overall development of the Actions implemented in the period 1988 -1991. Section IV gives an outlook on the development of the enlarged new phase of **PETRA** which started on 1 January 1992.■

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10. The Council Decision of 1 December 1987 sets out, in Article 1, clear objectives for the **PETRA** Programme and, in Article 2, a common framework for policy and action in the field of vocational training for young people, reflecting priorities and needs of all Member States and the Community as a whole. The definition of concrete common objectives, together with a joint programme for action at Member State and Community level, was also an important step forward towards ensuring coherent policy development and concentrating efforts on areas and problems where they are most needed. The added value of this approach includes

at general policy level, a more transparent and better articulation with overall Community goals;

for the young individuals possibly a new perspective for the development of an idea of what they want to get out of their lives – (re-) motivating them for vocational training which provides better access to a wider range of opportunities and choices in the Community;

for the training systems a new focus on innovation, adaptation and convergence;  
and

for the operators a stimulus towards transnational cooperation, exchange of experience and familiarisation with training elsewhere in the Community.

In this section of the report, policy developments and progress are reviewed in regard to the individual objectives set out in the Decision. Where appropriate, specific reference is made to the Community level Actions which were implemented to support and complement the activities of the Member States, in particular the European Network of Training Partnerships (ENTP), the Youth Initiative Projects (YIPs) and the cooperative research activities. These actions are considered in more detail in section III.

11. In reviewing Member States' progress in the implementation of the Decision, account needs to be taken of the demographic and labour market context in which initial vocational training systems have to operate. Three main aspects should be considered:

In the current period of demographic decline, vocational training institutions are facing increased competition for young people in the training age. In 1988, the first

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operational year of the Programme, the total number of 15-19 year-olds was 24.9 million in the Community; about one-third of these young people were estimated to participate in full-time or part-time initial vocational training. In 1995, the total number of 15-19 year-olds will have fallen by 17%, and in the year 2000 by 21% (see table 1). To retain only the same number of young people in vocational training as in 1988, training systems would need to attract 37% of the relevant age group in 1995 and 39% in the year 2000; even larger efforts will be required to increase the number of participants in initial vocational training;

Table 1: Young people (15 to 19) in the European Community (1988 = 100 = 24.9 million)

	1980	1988	1995	2000	2010	2020	
B	113.3	100	87	86	80	69	
DK	105.8	100	89	74	86	79	
D	122.6	100	71	74	78	56	
GR	98.9	100	97	89	-	-	
E	96.5	100	94	76	80	77	
F	99.6	100	86	90	85	80	
IRL	95.4	100	96	89	72	65	
I	99.8	100	81	67	63	57	
L	117.0	100	87	91	92	79	
NL	103.7	100	76	75	83	78	
P	104.3	100	95	86	-	-	
UK	106.5	100	80	85	96	87	
EC	105.1	100	83	79	80	72	

Source: EOROSTAT

□ though the unemployment rate of young people under 25 in the Community has fallen from 19.6% (5.2 million) in 1988 to 17.5% (4.5 million) in 1991, it remained twice as high as the overall rate (9.8% in 1988, and 8.8% in 1991) (see table 2). Young women still face a higher risk; in 1988 their unemployment rates were 28% higher than those of young men, and 19% higher in 1991. School-leavers without a qualification continue to form a group of young people for whom the risk of unemployment is several times higher than for those with a qualification. There is no doubt, in all Member States, that successful basic education and initial vocational training provide a key for young people's integration into the labour market. Training systems will therefore have to pay special attention to the development of opportunities for young people leaving compulsory school with low levels of achievement;

Table 2: Number of young unemployed aged under 25

() = unemployment rate (%)		1988		1989		1990		1991	
B		135,697/	(20.3)	115,167/	(18.1)	106,992/	(17.0)	116,317/	(16.7)
DK		55,978/	(8.7)	59,043/	(10.8)	59,143/	(11.1)	59,455/	(11.2)
D (West)		441,056/	(6.8)	343,463/	(5.5)	291,182/	(4.5)	247,688/	(3.8)
GR		30,172/	(25.8)	32,473/	(24.8)	39,254/	(23.2)	47,872/	(:)
E		1162,081/	(40.2)	938,099/	(34.0)	764,436/	(32.0)	686,656/	(30.9)
F		755,116/	(22.1)	684,870/	(20.4)	626,843/	(20.1)	650,524/	(21.3)
IRL		66,920/	(25.0)	60,016/	(21.8)	59,073/	(20.9)	72,187/	(24.5)
I		1608,960/	(32.3)	1649,550/	(31.2)	1680,323/	(28.9)	1766,831/	(28.7)
L		0,803/	(4.8)	0,590/	(4.3)	0,507/	(3.9)	0,543/	(3.2)
NL		136,575/	(14.7)	106,000/	(13.1)	85,500/	(11.6)	73,750/	(10.8)
P		115,709/	(13.1)	111,056/	(11.6)	103,269/	(10.6)	87,879/	(9.1)
UK		738,357/	(12.4)	516,818/	(10.2)	491,299/	(10.8)	701,190/	(14.9)
Total EC		5247,424/	(19.6)	4617,145/	(17.5)	4307,82/	(16.7)	4510,892/	(17.5)

Source: EUROSTAT

□ at the same time, growth in employment and opportunities for vocational careers occur primarily in higher skilled occupations; within occupational sectors, a trend towards increased skills requirements is obvious for most jobs. Initial training systems need to place more emphasis on developing a wide-ranging set of core skills, including the capacity of learning to learn and adapting to new requirements. ■

12. Since the adoption of the Decision, several Member States have taken specific action aimed at increasing the number of young people in initial training, so as to ensure that the highest possible number of new entrants to the labour market have a recognised vocational qualification. The main types of action can be summarised under three aspects:

fixing quantitative targets for participation in education and vocational training. In France, the policy aim is to ensure that, by the end of this century, three out of four young people should obtain a qualification at Baccalauréat level; a «Baccalauréat professionnel» has been introduced which may be obtained by young people on successful completion of a two-year course following their initial vocational qualification. In Spain, within the context of the recent reform, the target for the year 2000 is to retain 80% of all young people in school, up to the age of 18, with options of vocational or academic courses at 16+. The UK Government has endorsed the targets set by the Confederation of British Industry which require that, by 1997, 80% of all young people attain a National Vocational Qualification (NVQ) at Level 2 (basic craft), or its academic equivalent; while at least half of the age group should attain NVQ Level 3 (advanced craft), or its academic equivalent, by the year 2000;

establishing an entitlement, or right, to obtain a vocational qualification or to take part in vocational training. In 1991, the Dutch Government announced that everybody, of any age, should have the right to obtain a «starting qualification», i.e. a vocational qualification at the level of an initial apprenticeship course; this is now underpinned by the «Youth Guarantee» Scheme introduced in the same year. In Portugal, the government and the Social Partners recently (July 1991) signed a formal agreement to make every effort to ensure that young people will receive at least one year of initial vocational training, after completion of their compulsory schooling; the national authorities are currently re-designing the training courses (run under the responsibility of the Employment Ministry), and will no longer organise initial training courses of less than one year's duration. In the United Kingdom, all young people under 18 who have left school, and not found employment, have a right to accede to training under the Youth Training Scheme, lasting one or two years; training credits are now being made available to 16 or 17 year old school-leavers, i.e. vouchers representing a real money value and enabling them to «buy» appropriate training offers;

extending provision of initial vocational training. In a number of Member States, continuous efforts were made to extend and strengthen their apprenticeship systems

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(DK, F, NL, P). Some have established new types of provision, e.g. the vocational schools in Portugal, or created the legal basis for it, e.g. the new Institutes for Vocational Training in Greece which are now being set up under a new (1992) law and will mainly cater for those young people who, after completion of post-compulsory secondary education, do not proceed to higher education. In Germany, the existing network of inter-firm training centres has been further developed, and extended to the new »Länder«.

13. All these actions are aimed at making the option of vocational education and training more attractive to young people, by raising its status or facilitating access to it. Similar objectives apply to a new initiative in Germany which was launched in 1991, offering new opportunities and special support to particularly gifted young people in vocational training; and to a new proposed law concerning the possibilities of progression from vocational training to higher education, which underpins current efforts directed towards promoting equality of status between vocational and post-compulsory general education. In Italy, a major national reform project, »Progetto 92«, has tackled head-on the danger that vocational schools are going to go on being seen as the inferior alternative to technical and grammar schools; in common with reforms in other Member States (especially France, Spain, and Portugal), it aims at raising the status and attractiveness of vocational training for young people.

14. In Germany, the unification process involved the application of Federal Legislation on vocational training to the five new »Länder«, as from 1 September 1990. This meant a radical change of the training system on the territory of the former GDR, causing problems in ensuring adequate provision of training places for young people, especially as the collapse of a large number of enterprises resulted in a serious shrinkage of company-based training opportunities. Major initiatives were taken, at national level, to counteract the impact on the training situation, with positive effects; by September 1991, the overwhelming majority of young people who applied had actually been placed in training, and the remaining small minority had received a placement offer.

15. In many of these actions **PETRA** projects were actively involved; e.g. in the development of the »baccalauréat professionnel« in France; the creation of vocational schools and the strengthening of the apprenticeship system in Portugal; the Youth Training Scheme in the UK; the diversification of inter-firm training centres in Germany, and the preservation of training provision in the new »Länder«; or »Progetto 92« in Italy. One of the main contributions of the **PETRA** projects consisted in their attempt to add, a special focus on Community aspects, to major national initiatives aimed at increasing young people's participation in vocational training.

through their experience and outcomes from transnational cooperation.

16. In relation to the primary objective of both the 1987 and the 1991 Council Decisions, i.e. to ensure that all young people who so wish receive one year's, or if possible, two or more years' vocational training, some indication of progress can also be gained from the analysis of participation rates in post-compulsory education and training. The Commission's 1990 Interim Report on *PETRA* highlighted considerable disparities between the individual Member States, as regards the number of young people retained in full- or part-time education and training aged 16+, using the latest data available for the period preceding the adoption of the 1987 Decision (i.e. the 1985/86 school year, in most cases).

In all Member States, participation of the 16/17-year-olds has gone up since then, by an annual average increase equalling between 0.5% and 4.3% of the total age group, according to the individual Member State (with the exception of Germany, where retention rates had already been close to 100%). In most Member States the end of compulsory full-time schooling is now fixed at age 15 or 16, the 16-17 year-olds form the »heart« of the *PETRA* target group. But considerable increases can also be observed, in a number of cases, in retention rates at age 18. Table 3 shows the development related to the individual age groups:

Table 3: Increase in participation, in% of the age groups concerned  
Young people in full or part-time education and training

Member State		B	DK	D	GR <sup>1)</sup>	E <sup>1)</sup>	F	IRL	I	L <sup>2)</sup>	NL	P <sup>1)</sup>	UK
Years of comparison		86	86	86	86	86	86	86	88		86	88	87
		88	90	90	87	88	91	90	91		89	90	90
Age	19		0	+5			+22				+3		
	18	+3	+10	0	0	-3		+4			+3	+12	+3
	17	+11	+5	0	+1	+2		+11			+1	+10	+14
	16	+4	-3	0	0	+4	+5	+5	+6		+1	+7	+4
	15	0	-2	-1	+3	+8		+5				+4	
	14					+10						+12	
	13											+8	

■ black line indicates the age at which full-time compulsory schooling ended in the years for which data is provided.

▤ grey line indicates the age at which part-time compulsory education/training ends.

1) Due to incomplete data, mainly on part-time training courses, percentages may not show the full actual increase in participation rates.

2) Comparable data for Luxembourg not available



17. In analysing the actual participation rates of 17-year-olds, in comparison with those observed in 1986, two interesting points can be noted:

□ while in 1986 only one-third of the Member States retained more than 80% of this age group in education and training, now 7 Member States have reached or passed this benchmark (B, DK, D, F, IRL, I and NL);

□ the disparities between Member States have shrunk though still remaining considerable; whereas in 1986 the highest participation involved 96% of the age group (Germany) and the lowest 39% (Portugal), the latter has gone up to 49%; Belgium and France now show figures very near to those for Germany, and in all other Member States retention rates have moved closer to those in the leading group.

18. The available data on retention rates does not provide, on a transnationally comparable basis, information on the split between general education and vocational training. There is some indication that, in some Member States, participation in post-compulsory general education has risen faster than in vocational training. The data also does not reflect fully recent developments which have taken place in the field of initial vocational training. Over the last few years, considerable efforts have been made in all Member States – whether with underpinning support from, or informed by, the actions of the Programme, or in parallel to them – to improve training provision for young people. In statistical terms, many of the effects will only become visible at a later stage. Much of the progress achieved so far has had its main impact on the qualitative rather than the quantitative aspects of training. These developments are reviewed below.■

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#### Raising standards, improving quality, and diversifying training provision

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19. Qualitative improvement of the training provision forms a central part of current reform or new legislation launched in a number of Member States, including action to strengthen the functioning of the part-time training centres in Belgium; the re-organisation of initial vocational training in Denmark and the Netherlands, and of Youth Training in the United Kingdom; »Progetto 92« in Italy; the new »module 2« courses in Spain; the new Law on »Technical secondary education and further vocational training« in Luxembourg; and the development of a new type of vocational school in Portugal. These initiatives differ in approach and encompass a wide variety of objectives and specific action. A common element, however, is their attempt to introduce greater breadth into vocational courses, avoiding premature narrow specialisation; and related assessment or certification, reflecting the need for more

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polyvalent qualifications. Similar aims are intended with the introduction of General National Vocational Qualifications (GNVQs) in the United Kingdom which parallel the »ladder« of NVQs. In some cases these reforms also involve more decentralised responsibilities for management and finance (DK, NL, P, UK), or more autonomy for individual training establishments (I), thus introducing a more market-oriented approach to training and encouraging competition for quality.

20. Other measures include training in the use of new technologies (all Member States), the development of foreign language learning in vocational schools (e.g. France and Germany), or the up-dating of training content in specific fields (e.g. training for the service sector, or commerce, in the new »Länder« of Germany).

21. The principal factor determining standards in initial vocational training is the quality of the teaching and training staff. Some of the *PETRA* Research Partnerships were focused on this issue. The widest range of activity, in this field, developed however within the framework of the ENTP. The great majority of projects used the opportunity presented to them, through the transnational partnerships, to exchange staff and carry out joint staff training activities, with a view to widen their staff's awareness of industrial standards, attitudes and practices in other Member States. The more than 10,000 trainers, tutors and teachers who have participated in the first phase of the Programme are now able, in their day-to-day training practice, to apply this European experience and thus to underpin the implementation of reform activities in their respective Member States.

22. Similar effects of transnational cross-fertilisation are also observed from the large number of ENTP projects which concentrated on the joint development of training materials (often linked with training activities for staff). Much of their work reflects new thinking on standards and quality of initial vocational training, related to current reform initiatives.

23. These projects now form a pool of innovative experience and advanced expertise in their respective fields. They have demonstrated their potential, in a local, regional or national context, to help achieve progress in the definition and delivery of new vocational curricula and profiles, by offering models of high quality, which are enriched by experience gained through transnational cooperation.■

24. All the reform initiatives referred to in paras 19-20 above are clearly also aimed at adapting initial vocational training to changing needs. Especially decentralisation of responsibility for the provision of training has helped to make vocational training more responsive to local and regional requirements. In a number of Member States (DK, GR, NL, P, UK) these developments are supported by new approaches to involving industry and the social partners more actively and in a more effective way in the definition of skills needs, vocational profiles and curricula. Attention is also being focused on exploring and further developing a modular organisation of training, enabling a more flexible response to new emerging requirements.

25. In the Programme, some of the Research Partnerships worked on new models for more effective planning of training provision at regional level. The ENTP projects have underpinned responsiveness to new needs, through their commitment to practical cooperation with a variety of partners in their local or regional context. The ENTP and YIPs have also developed approaches to enhancing more «transversal» skills which increase young people's capacity to adapt to changing requirements in the workplace. New experience was gained, through the work of the ENTP, with the joint elaboration and implementation of training units covering specific content topics. A major contribution of the ENTP projects was to be seen in the fact that they highlighted practical ways to face a number of needs and changes with regard to training in a new, evolving Community context.■

26. A number of Member States have deliberately explored the opportunities offered through the Programme to introduce or reinforce a Community dimension in their initial training provision. In Denmark, amendments were prepared (and voted in February 1992) to the 1989 Vocational Training Act, adding a European dimension to it. All young people are now entitled to attend the firm-based part of their apprenticeship course, either fully or in part, in any of the EC or EFTA Member States, with financial support from a training fund based on a training levy paid by employers. The main objective is to internationalise the aims and content of Danish training courses. Similarly in early 1992, the Dutch Government published a discussion paper to outline its new policies for the internationalisation of education and training. Amongst other activities, this policy involves the promotion of a new exchange programme for teachers and trainers; financial support for exchanges of young people within the framework of *PETRA*; and the establishment of a national

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support agency for transnational exchanges. The experience gained through the transnational work of the ENTP has directly contributed to these developments. Other Member States have used »their« projects in the ENTP to provide a »Community window« in national reform initiatives.

27. Through its Programme, the Community has played a particularly active role, since 1988, as regards the development of transnational vocational training placements for young people. Compared to general youth exchange or mobility of university students between the Member States of the Community, opportunities for exchanges in the field of initial vocational training were, and still are, very poorly developed: some studies conducted during the first phase of the Programme suggest that only between 0.5% and 1% of young people were benefiting from a placement period in another Member State which forms part of, or complements their initial vocational training. Evidence from the development of the ENTP indicates that only few training establishments have experience in this field. *PETRA* has offered opportunities for exchange and transnational cooperation to young people and operators in initial training which, in this form, are not, or only to a lesser extent, provided through national initiatives. The Programme has helped to broaden the small base of experience, by tackling the organisational, linguistic and other problems to be faced in the implementation of transnational vocational exchanges, and by disseminating information on good practice.

28. The development of a Community dimension in initial vocational training provision introduces a new quality into the systems. Practical European experience which is generated by, or mediated through, the process of initial training has a strong effect on young people's awareness of the Community, probably stronger than many other ways of learning about Europe (e.g. through tourism, media), because it relates to a central aspect of life for each young person, i.e. the preparation for working life. Training which takes account of the enlarged Community framework for work and career, and reflects the specific needs and opportunities of a new economic space without frontiers, is an important product sought on the developing European market place for training.

By publicising and providing financial and technical support to transnational exchanges, the Programme has provoked an upsurge of interest, at all levels in the training world, in Community aspects of training and in cooperation with partners in other Member States. Through its operations the Programme has lowered the threshold of access to cooperative work in the Community, for many training institutions which had little or no experience in this field, and has directed their attention to European needs of training. It has also promoted the idea, amongst

training establishments, of »shopping around« for innovative »products« (methods, materials, courses) and other training support, and offering in turn their own specific experience and practice. To some extent, this has fostered a form of entrepreneurial spirit in the establishments involved in the ENTP, which was enhanced through their search for partnership at the local/ regional level, and helped them to play a more pro-active role on the training market.

29. In a large number of training partnerships, this has led to the joint development and application of curricula and training materials. In some of the partnerships, where young people completed a jointly-developed new training module in another Member State, the results were fully credited for (part of) a vocational qualification, by all Member States participating in the respective partnership.

30. In all Member States, enterprises were encouraged to take an active part in the Programme, and a number of projects in the ENTP were actually initiated by firms. Through their involvement in transnational training cooperation, and the opportunities offered to their trainees to benefit from a training placement in another Member State, firms were able to develop European experience amongst their staff, including in SMEs where such opportunities rarely exist. Some professional organisations, chambers etc., and regional authorities, were using the framework provided by **PETRA** to create or develop their own networks for transnational cooperation and joint exploitation of training resources, especially in border regions, but also between more remote parts of the Community.

31. The preparation and organisation of transnational training partnerships has drawn new attention to problems related to the unclear status of young people involved in training placements abroad; especially as regards the issue of health and safety and, in the case of apprentices or trainees employed by firms, contractual and social security questions. While, up to now, ad hoc or case by case solutions were found by the ENTP projects, the new enlarged phase of the Programme calls for generally applicable regulations. A more substantial analysis is therefore being prepared, in 1992, to provide a systematic overview of relevant current regulations and practices in the different Member States.■

32. Cooperation and coordination between different types of training provision, and between different partners involved, especially vocational schools, firms and the social partners, has been an issue of continuing concern in a number of Member States. In Belgium, a new tripartite Flemish Education Council was set up, in 1991, to bring together all parties concerned with education and training in a joint approach to identifying training needs, and to feed relevant information to vocational schools, training establishments and employment services; similar committees were also set up at regional level. In Denmark and the Netherlands, the recent reforms have resulted in much stronger involvement of both sides of industry in the management of vocational training provision, at national and at regional/local level. The Organisation for Vocational Education and Training, established under the new (1992) Law in Greece is responsible i.a. for policy development and implementation, planning and coordination of training provision, and cooperation with national and international bodies, and involves representatives from different Ministries and the social partners in its management board.

In the United Kingdom, many of the detailed responsibilities for the management and provision of training have been decentralised to employer-led, locally based bodies – the Training and Enterprise Councils (TECs). Introduced in 1989 and now extended throughout the whole country, the TECs have become the focal point for cooperation between education, training and the world of work in their regions.

New formal agreements were also made in Portugal between the national authorities and the social partners, to cooperate more closely in the development of training provision. In Italy, new partnership arrangements are being developed, as part of «Progetto 1992», between the Ministries of Education and Employment, but also with the Regions and industrial/commercial associations. In Luxembourg the new Law on technical and vocational education urges schools to establish stronger links with the world of work, through support for cooperative projects with industry.

33. In the implementation of the Programme, the Commission has fostered a multi-partner approach. Most of the developments referred to in paras 25-30 above have enhanced the added value which can be obtained from transnational cooperation. At project level, the development of multi-lateral partnerships provided access to a broad range of different types of expertise and European experience; a number of projects have developed permanent links which continue after expiry of Community funding. Through projects' links with local or regional consortia in their respective catchment areas the Programme has reached a large number of organisations and

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individuals who benefit directly or indirectly from it.

34. By networking projects throughout the territory of the Community, **PETRA** has also created practical facilities to promote cooperation between the more advanced and the less developed regions, and between »south« and »north«. More than 60% of the ENTP projects in Greece, Spain, Italy and Portugal were engaged in partnerships with projects in other than these four Member States.■

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#### Encouraging more diversified forms of vocational guidance

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35. In the range of vocational guidance services, their tasks and organisation, considerable disparities are still to be observed between the individual Member States. The improvement of guidance provision requires particular attention, in Member States and at Community level, in view of the rapid changes in the world of work, the training systems, and the enlarged Community context in which they develop. In Germany, considerable progress has been achieved in establishing trans-border cooperation with guidance services of neighbouring countries and in preparing for more effective exchange of guidance data with other Member States. In Italy, a new national council is now concerned with the development of educational and vocational guidance. In the United Kingdom, new guidelines have been issued for developing Careers Service Partnerships, to involve a wide range of local partners in a more comprehensive and more responsive approach to vocational guidance.

36. The Community has tackled, through the Programme, new requirements for vocational guidance from a number of different perspectives. ENTP projects developed a variety of materials and methods, both for use in training institutions or by specialised guidance services, and networks for exchange of guidance data. A large number of YIPs were concerned with providing information services for young people, outside the institutional frameworks and easily accessible, on a local basis. Some of the transnational Research Partnerships focused on the effectiveness of guidance methods and on new models to meet the guidance needs perceived by young people. Most of this work had a pilot character; its results are now available to inform reform initiatives in the Member States and new specific action at Community level, within the framework of the enlarged next phase of **PETRA**.■

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### Improving knowledge of developments in the labour market

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37. In the Programme, one important approach to helping training institutions, trainers and young people be better aware of local, regional or specific sectoral needs was that of promoting local cooperation. Some ENTP projects also engaged in the development and implementation of more effective information systems to link training to existing or emerging job opportunities, mostly in the local labour markets. At a more general level, the Programme provided a major contribution through specific research work resulting, inter alia, in a Community-wide overview of Member States' strategies to identify relevant developments in the labour market, and of the approaches used to respond to new skills requirements. ■

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### Promoting equality of opportunity for young women

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38. As regards the promotion of equal opportunities, Community action under the Programme was particularly aimed at supporting and supplementing measures taken by Member States to enable young women to participate on an equal basis in all vocational training programmes. In numerical terms, **PETRA** has succeeded in achieving almost equal participation of girls and young women in the ENTP and the Youth Initiative Projects, though they were not equally represented in all sectors of training. A substantial number of transnational partnerships were specifically geared towards training girls in non-traditional technical or vocational fields. The results of these projects were considered by all Member States concerned, as a very positive contribution to reinforcing and encouraging further initiatives in the mainstream training systems. ■

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### Developing training opportunities for disadvantaged young people

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39. Whatever definition is used, in the different Member States, to describe the group of «disadvantaged», or young people «at risk», the number of those who leave the education and training systems without a vocational qualification is considered to be unacceptably high, by all Member States. Since 1988, all Member States have continued, reinforced or set up new initiatives to improve training opportunities for these young people.

A particular added value of the Programme, in support of such initiatives, is to be seen in the involvement of young people from a disadvantaged socio-economic background who are generally under-privileged in education and training and, more

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specifically, have few opportunities to participate in transnational training activities. A large number of ENTP partnerships showed a particularly strong bias towards developing training for disadvantaged young people; about one-third of the total number of young participants belonged to this group (see table 5, page 32). In addition, many of the Youth Initiative Projects have offered a stimulating new learning environment for young people who had failed in the mainstream training systems or where otherwise disadvantaged (representing 44% of all YIP participants in 1989; see table 8, page 36). A further contribution was made by some of the **PETRA** Research Partnerships which jointly worked on the evaluation of different types of national measures aimed at this group.■

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#### Promoting creativity, initiative and enterprise of young people

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40. To adapt initial vocational training to meet new skill requirements, priority should be given to the development of transversal qualities and competences, rather than specific job related skills, in order to promote and bring to bear creativity, initiative and enterprise amongst young people. This concept is now penetrating new approaches to youth training in all Member States. Since its beginning, the Programme has played an essential role in promoting such approaches, by providing a framework for pilot action and facilitating extensively transnational exchange of experience in this field. Central to this work was the development of methods to foster transversal skills, or »key« competences, which prepare young people better to cope with the fast-changing requirements in the work place, with new patterns of employment and, indeed, possibilities for self-employment. Both the ENTP and the Youth Initiative Projects have concentrated very strongly on these aspects, and developed a variety of models involving specific forms of project work, new methods of assessment, or training of teachers and trainers. This work has attracted wide attention amongst vocational schools, training centres and firms. One of the ENTP training partnerships, involving a consortium of several large national or multi-national companies, is now implementing a jointly developed approach to »enterprise training«; its first results demonstrate the transferability and adaptability of this approach across the boundaries of national systems. A specific Research Partnership was set up, in 1991, to analyse the effectiveness of different »enterprise training« schemes.■

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**European Network of Training Partnerships**

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41. The European Network of Training Partnerships (ENTP) was launched in 1988 to stimulate transnational cooperation between projects aimed at improving access to, and quality and diversification of, the initial vocational training provision, taking into account the different levels of ability amongst young people. With this in view, the Network is also intended to encourage the development of cooperation and partnership between different actors and providers of training at the local or regional level.

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**Thematic priorities and selection**

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42. Projects were proposed by the national authorities (Ministries of Education and/or Employment) on the basis of thematic priorities agreed with the group of National Policy Coordinators, with the final selection being made by the Commission, in consultation with the individual Member States.

Thematic or target group priorities for the period 1988-1991 included:

- young people with particular difficulties, early school-leavers, young unemployed and those at risk of other social exclusion, for whom special or remedial provision may be needed;
  - alternance-based training;
  - vocational guidance in all its forms, designed to stimulate the ability and motivation of young people to undergo vocational training;
  - equality of opportunity for girls and young women, using various ways to increase their participation in vocational and technical education and training;
  - enterprise training, i.e. improving the quality of training and training methods with regard to developing skills and qualities such as creativity, initiative, ability to communicate and work in a group;
  - new teaching and training methods including the use of modular units, individualised training and new technology;
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- the creation and use of new types of training partnerships;
- the training needs of less developed areas in the Community which may require a combination of training policy and economic and social development strategy;
- the training of trainers, to enable them to respond to new tasks and roles.

A number of projects concentrated on sectoral priorities, such as tourism and the hotel and catering fields; others concentrated on work spanning a number of thematic fields and aimed at linking training and guidance provision closely to the development of entrepreneurial capacity in the local community, instead of employment in a particular sector of the economy; again others were concerned with the identification of new vocational profiles, e.g. in fields such as the protection of the environment or the historical/cultural heritage.

All projects were selected in view of their innovative capacity and their ability to act as multipliers in the national systems.

Number of projects

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43. In order to ensure cost-effective use of the limited financial resources and maximum impact on the different types of training provision in the Member States, participation in the Network was organised on a «rotation» basis. Projects were normally supported for a period of three years. Each year a group of new projects was admitted; thus in 1991, the first group of projects completed their three-year period and ceased to receive funding from the Programme. Given the lack of previous international experience of most of the projects, special assistance was provided to all new projects in the Network, e.g. through the preparation of descriptive project Directories and the organisation of contact workshops at Community level, to facilitate the identification of possible partners in other Member States and the development of a joint practical work programme.

44. Between 1988 and 1991, a total of 403 training projects were admitted to the ENTP, selected from a much larger number of suitable proposals from all Member States. Furthermore, special support was granted to 35 development projects in the supra-priority regions in Greece, Spain, Ireland and Portugal, to help these Member States to obtain maximum benefit from the Programme. Finally, in 1991, a number of 50 additional projects were launched with an explicit aim to explore new areas and problems to be faced in the new, enlarged phase of **PETRA**. The total number of projects supported under this part of the Programme is shown in Table 4 below:

Table 4: Projects forming part of, or complementing, the work of the ENTP (1988 - 1991)

Member State	B	DK	D	GR	E	F	IRL	I	L	NL	P	UK	Total
ENTP	26	20	54	22	52	45	23	50	18	22	25	46	403 <sup>1)</sup>
Development projects				10	9		7				9		35 <sup>1)</sup>
Additional projects	3	4	8	2	2	7	4	5	2	3	1	9	50 <sup>2)</sup>
Total	29	24	62 <sup>3)</sup>	34	63	52	34	55	20	25	35	55	488 <sup>4)</sup>

1) Financial Community support for ENTP and Development projects was normally granted at equal level for all projects in the respective category.

2) The level of financial Community support differed between the individual projects, depending on their size and type of activity.

3) In addition, special support was made available for projects in the new »Länder« of the Federal Republic which are not included in the total shown in the table.

4) Many projects worked with partners in other Member States who were not financially supported under **PETRA**; other projects were admitted to the ENTP, on proposal of their national authorities, without requiring financial support from the Community. These are not included here; the actual number of all projects in this part of the Programme is well over 500.

#### Transnational activities

45. The transnational activities of the projects involved directly in, or complementing the work of the ENTP explored a broad field of possibilities to develop a practical Community dimension in their approaches to initial vocational training, including

- exchanges of staff;
- exchanges of young people;
- the transfer of teaching material, content, methods, etc.;
- the adaptation of training structures, content and certification;
- the joint planning and use of training courses, materials and methods for the training of young people and staff.

Most transnational partnerships initiated under **PETRA** had a multi-lateral character; so far the majority of projects has worked with three or more partner projects abroad, about one-fourth had only one partner in another Member State.

#### Number and characteristics of participants

46. Statistical data on the number of people involved in the ENTP is at present still incomplete. A survey carried out at the end of 1990, amongst 270 projects admitted to the Network during the period Autumn 1988 – Spring 1990, gives however some indication of the quantitative development of the Network during this period (return rate for completed questionnaires: 86%):

Table 5: Young people directly involved in training, guidance or exchange activities taking place within the framework of transnational training partnership-distribution by year of operation

	Year	Total No. Involved	Gender		Age			From disadvantaged socioeconomic background <sup>1)</sup>
			M	F	15-19	20-24	25-29	
	1988	7,637	4,755	2,882	6,190	1,306	141	1,746
	1989	11,061	6,054	5,007	9,176	1,590	295	2,731
	1990	16,991	8,539	8,452	10,946	2,334	3,711	6,863
Total Community		35,689	19,348	16,341	26,312	5,230	4,147	11,340

1) including socially disadvantaged young people (immigrants, travellers, young people in residential care, young people with a criminal record); young unemployed; young people without any educational/vocational achievements; mentally or physically handicapped young people.

It should be noted, that a substantial number (about one-third) of the projects were concerned with development work on joint curricula, materials, methods or training of trainers which, at the time of the survey, did not yet involve a direct participation of young people.

Table 6: Staff involved in transnational training partnership projects

Year	No. of staff (teachers, trainers, tutors etc.)
1988	2,466
1989	3,075
1990	2,894
Total	8,435

Details of the characteristics of staff involved in **PETRA** are at present only available for those projects which completed their full three-year participation in the Network in 1991. A separate survey applied to these projects at the end of 1991 (see para. 48 below) shows that

- 56% of staff were male, 44% were female;
- 31% were teachers/trainers in vocational schools or colleges, 20% trainers/instructors in firms, 22% trainers/instructors in training centres/workshops, 7% guidance counsellors, and 20% of staff belonged to other categories. (Results obtained from 103 projects, out of a total of 154 which joined the Network in 1988).

47. The number of participants given above does not include data on the continued activities, in 1991, of the projects involved in the 1990 survey, nor on the more than 200 new projects (including additional projects, see para. 44) which were funded in 1991. Using the available data as a basis for estimates, it could be safely concluded that, for the whole period 1988-1991, the number of participants directly involved in the **PETRA** transnational training partnerships exceeded 60,000 young people, and 10,000 staff.

48. Until the end of 1991, only projects which joined the Network in 1988 had completed their full three-year period in the Programme (most of the others are still in their second or third year of participation). The first comprehensive analysis of outcomes and results from the ENTP was based on a questionnaire survey aimed at these projects and the exploitation of their final reports. Of the 154 projects originally nominated, in 1988, to take part, 116 survived to 1991. About 30 projects completed their work in 1990; the rest either failed to find partners or gave up active participation because of the practical difficulties they encountered. A total of 103 returned the questionnaire and submitted final reports of their work, by the end of 1991.

This drop-out rate is not likely to be repeated in the later »waves« of projects in the Network. It reflects in part the problems, faced in the first months of the Programme, in identifying, at short notice, training initiatives which fitted the ambitious criteria set up for participation. The lessons learned from the difficulties of the first generation of projects have built up new experience, within the Member States and at Community level, which helped the successful further development of the ENTP.

49. The outcomes from the 103 projects involved in the analysis are described in detail in a separate annex to this report. They can be summarised and grouped under the following broad aspects:

□ the promotion of transnational training partnerships has proved to be a sound way to introduce a Community dimension into the processes of initial vocational training. It has opened up new perspectives for the providers of training who, unlike institutions in the field of higher education and training, are mostly devoid of international experience. The projects successfully took up the challenge of crossing the barriers of language, of distance, of differences between the systems, and the »north-south« division. Many of them were involved simultaneously in several partnerships with a broad range of partner institutions of different kinds;

□ the idea of local cooperation, to improve the quality of training provision but also to form a broader basis for transnational partnerships, has gained widespread attention. Most projects worked with local or regional consortia in their own catchment areas; 53% had more than 10, and one-third had 2-10 local partners, involving in most cases a range of different types of training providers. More than half of the projects worked together with firms; chambers of commerce and craft, employers associations and trade union bodies were also actively involved;

□ the 283 transnational partnerships (formed by the 103 projects) were productive, and not limited to a simple exchange of information or material; 183 of them exchanged staff; 156 carried out some form of joint training for young people; 101 sent young people abroad on a placement, and 86 carried out some form of joint training of trainers;

□ much of this practical work was directed towards adapting vocational guidance activities to new perspectives emerging in a Community context. Over half of the 103 projects developed information materials or improved methods connected to their role of providing guidance for young people. A number of them were successful in creating new »products« for transnational use, such as transferable materials, networks for the exchange of guidance information, or criteria for exchanges between guidance counsellors.

Active participation in a transnational project obliged those involved to grapple with the training systems as well as other aspects of work and living, in the countries of their respective partners. This experience, together with the practical outcomes from the projects, forms a valuable resource which can be tapped for further development of the main-stream training systems. Many of the projects involved in the ENTP are well placed for disseminating their experience: 38% were multi-site, i.e. not restricted to a single training establishment, and therefore able to apply their experience on a larger scale; 40% formed part of a major national or international initiative, other than **PETRA**, which provides a structured framework for transfer; and the majority should be able to share their experience with their local partners and others.■

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#### Youth Initiative Projects

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50. Rapid industrial, technological and structural change has placed new demands on young people entering working life, and on the education and training systems preparing them for it. Employers are putting more and more emphasis on qualities such as the capacity to work in a team, flexibility, responsibility, imagination, initiative and adaptability to change. At the workplace, new transversal skills are required, including the ability to make decisions more autonomously, to carry through a plan and to evaluate one's own performance, to solve problems and to communicate well.

Training and education systems are challenged by this situation and are seeking new ways of organising the learning process, e.g. through the creation of a more real and motivating learning environment and new forms of project work. »Enterprise training«

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and the promotion of »core skills« are new concepts in the development of initial vocational training.

The **PETRA** Youth Initiative Projects supported by the Community were a seedbed for ideas and experience with regard to these requirements. They provided opportunities for young people to take initiative and to create learning situations which are complementary to those offered by the regular training systems, in particular with regard to areas or specific target groups on which the institutions and mainstream training provision often do not make an impact. They fulfilled a specific role in motivating young people for training leading to a recognised qualification, by promoting those skills and confidence which are necessary to take up such training and to gain access to the labour market.

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#### The Youth Initiative approach

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51. The Youth Initiative approach comprises a specific form of project work, managed and controlled largely by young people themselves. Youth Initiative Projects (YIPs) involve action at local level, with a commitment to provide services to other young people, whether it be dissemination of information to the development of skills and competences. Setting up and running a YIP provides a particularly attractive opportunity for young people to put their own ideas into practice and to learn to take risks. They have to make a financial plan and to organise the financial support for their project. They have to learn to negotiate and to ensure that they will achieve concrete results, they have to deal with all the legal, financial and administrative problems which their project might produce.

52. YIPs fill a space between regular training, employment or self-employment which can be complementary to existing training and guidance provision. They provide interesting examples of a methodology through which youth-led action creates a global training situation in which young people acquire essential skills and competences for their lives. This methodology is widely applicable, regardless of the topic of the project: whether it be the production of a local radio programme, the running of a motorbike repair workshop by young unemployed, or a theatre competition, the process is the same.

53. YIPs are especially beneficial for disadvantaged young people who have had a negative experience with learning in an institutional context, and therefore often reject the regular or mainstream training provision. Because of its non-institutional and small-scale character, a YIP offers possibilities for these young people to create a new chance for themselves on the basis of an idea which is their own. This »learning

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by doing so helps build up self-esteem and self-confidence, it can (re-)motivate those involved in the project to re-enter regular training or further training, and facilitate access to the labour market.

#### Number of projects and participants

54. In order to simplify administrative procedures, which often form a major barrier to the development of projects initiated by young people themselves, applications for grants were made to the Commission direct and not, as for the other parts of the Programme, through national authorities. For selection of projects to be supported, the Commission relied on the advice of an Ad-Hoc Group, consisting of individuals with experience of youth work and youth initiative projects, either as sponsors or organisers.

55. Between 1988 and 1991, a total of 575 YIPs was selected from a total number of 1,387 applications, to receive financial support under *PETRA*, covering up to 50% of their costs for a period up to one year:

Table 7: Youth Initiative Projects 1988 -1991

Member State	B	DK	D	GR	E	F	IRL	I	L	NL	P	UK	Total
Number of projects	60	34	72	55	54	50	42	70	8	20	40	70	575

In addition, 18 projects were selected on an experimental basis, from all Member States, to form transnational partnerships to work on certain key themes, spanning the most important areas of work of the local YIPs. Each of these partnerships received financial support for a period of two years, to explore the potential of Youth Initiative Projects for participation in transnational cooperative activities.

56. The number and characteristics of the young people involved were analysed by means of a survey, carried out in 1990, on all Youth Initiative Projects funded in 1989, with a 90% return rate for questionnaires applied to 114 projects:

Table 8: YIP 1989 – Number and characteristics of beneficiaries

Total No. of young people involved	Gender		Age					From disadvantaged socioeconomic background <sup>1)</sup>
	M	F	<15	15-19	20-24	25-29	>29	
2,597	1,355	1,242	219	950	843	463	122	1,143
(100%)	(52%)	(48%)	(8%)	(37%)	(32%)	(18%)	(5%)	(44%)

1) including socially disadvantaged young people (immigrants, travellers, young people in residential care, young people with a criminal record); young unemployed; young people without any educational/vocational achievements; mentally or physically handicapped young people.

The figures given in the table indicate the number of young people who played a direct role in the management and development of the projects. They do not include the many other young people who will have benefited from the services or facilities provided.

57. The projects covered by the survey represent only 17% of all YIPs funded in the period 1988-1991. These projects were a representative sample of the total number of projects, in terms of their structure and nature, so the total number of young people directly involved in the management of YIPs is estimated at 15,000, for the whole period 1988-1991.

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#### Results and outcomes

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58. An external evaluation of YIPs was carried out between October 1990 and March 1991, by a team of experts, chosen from different Member States, with wide ranging experience in the fields of education, training, employment and youth work. The evaluation involved visits to a sample of 28 projects across the Community and intensive discussion with the members of the Commission's Ad Hoc Advisory Group for Youth Initiative Projects. The evaluation team concluded that

- in relation to vocational training, each project helped in some way to prepare young people for the world of work, sometimes with job-related skills (e.g. in specific sectors such as tourism, environment, media etc.), but more particularly with enterprise competences (such as handling finance, management, initiative, organisational capacities) and social and communicative skills (e.g. team work, handling of conflict, responsibility, tolerance);
  - as far as access to employment is concerned, some projects successfully strived to create employment themselves. For many others the issue of employment was rather a question of improving participants' prospects in the local labour market, by giving them more self-confidence, and by improving certain skills;
  - as regards social integration, especially of disadvantaged young people, positive results were particularly notable in a number of projects providing opportunities for these young people to take responsibility. Yet it was also realised that, for the most disadvantaged, setting up a project of their own required the help of adults. Many YIPs had demonstrated successfully how adults can be actively involved in support of a project, without taking the leading role in its management;
  - in relation to personal development and active citizenship, the projects revealed
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considerable potential of the young people involved for finding themselves responses to their own needs, aspirations and problems. Through their activities, YIPs have succeeded in enhancing young people's awareness of their own capacities and a better understanding of their own neighbourhood, the local community and existing institutions. This has helped young people to spot opportunities available for them, and to explore actively and with more self-confidence new perspectives for training, work and living in their local area.

The conclusions of the evaluation team emphasise that the outcomes from the Youth Initiative Projects constitute a pool of experience and innovative approaches which are relevant to the development of mainstream training provision. The evaluation also highlights, however, that most projects lack the mechanisms to tell their story to a wider audience, and thus to affect opportunities for young people in general. More attention should therefore be given, in the further development of the Programme, to exploring effective methods for the transfer of experience into regular training, and to building links between YIPs and the regular education and training systems.■

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#### Cooperation on research on initial vocational training

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59. This part of the Programme was aimed at developing cooperation at European level in research on the effectiveness of current policy and practice in the initial vocational training field. The objective is to develop inter-institute partnership in the choice of issues for research, in the improvement of research methods, and in the dissemination of results, so that European-level cooperation in this area can underpin cooperation in the provision of training, and lead to improvements in policy and practice.

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#### Organisation and thematic priorities

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60. In 1989, five themes for cooperative action were chosen in consultation with the Member States, and some 40 research institutes were nominated by the national authorities to take part, each for a period of up to two years. At the beginning of 1991, a second "wave" of 33 research institutes was nominated to work on a new set of themes. A number of bi-lateral or multi-lateral research partnerships were set up between them, to work jointly on specific issues in one of the selected theme areas (see box below). This process was supported through contact and thematic workshops for staff from the research institutes, and through the preparation of a Partnership Directory to provide information on the priorities and working methods of each Partnership.

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## Box I: Themes, Institutes, Research Partnerships, 1989 -1992

Themes	No. of institutes involved	No. of research partnership
1. National and European-level responses to changing needs for vocational skills	12	not applicable
2. Approaches to monitoring participation trends in vocational training	11	7
3. Improvement of post-compulsory, pre-vocational training	7	4
4. Improving the training of trainers	7	2
5. New models of vocational guidance	2	1
6. Qualitative aspects of alternance-based vocational training	13	6
7. Models for planning the provision of training at regional level	11	4
8. Effectiveness of new curriculum models for vocational training	6	3
9. Impact of «training for enterprise» schemes	3	1

In relation to the first theme, one institute in each Member State was invited by the Commission to carry out a state-of-the-art review of the procedures and mechanisms used, in its national context, to identify and respond to changing skill requirements.

A more detailed breakdown of the other thematic areas is given in Box II.

## Box II: Research Partnerships and joint research issues, 1989 -1992

Joint research issue		Member States involved in the Partnership
Theme 2: Approaches to monitoring participation trends in vocational training	Opinions of young people about the value of guidance-	B-I-UK
	Application of a model to forecast participation trends in education and training	B-D-GR-L
	Causes and effects of early school leaving	DK-NL
	Merits of different models to monitor the situation of education/training leavers	F-IRL
	Development of a model to monitor the situation of education/training leavers	F-P
	Comparative analysis of causes and effects of early school-leaving	IRL-NL-UK
	Labour market consequences of 'academic' vs. 'vocational' secondary education	IRL-P
Theme 3: Improvement of post compulsory, pre-vocational training	Effects of pre-vocational training schemes on low-achieving school-leavers	B-IRL-P-UK
	Factors contributing to the success of a pre-vocational training year	B-D
	Evaluation of the implementation of apprenticeship courses in Galicia (Spain)	D-E
	Comparative analysis of features of effective pre-vocational training programmes	IRL-L-P
Theme 4: Improving the training of trainers	Trainers in the building sector: training needs and effectiveness of training schemes	DK-NL-UK
	Assessment of a 'job integrated training' scheme for firm/school-based trainers	GR-E-F-I
Theme 5: New models of vocational guidance	Effectiveness of guidance materials for disadvantaged young people in France/Italy	F-I
Theme 6: Qualitative aspects of alternance-based vocational training	Effectiveness of alternance-based training systems for disadvantaged young people	B-GR-IRL
	Links between workplace and training course features, and the acquisition of transferable skills	I-NL-UK
	Effects of strategies to co-ordinate in-school and on-the-job training	DK-P
	Efficacy of models for alternance-based training in different organisational settings	B-L
	Assessment of subject-related teaching/pedagogical skills of teachers and trainers	E-F
	Comparative analysis of the role and place of alternance-based training	B-DK-D-E-F-L-P
Theme 7: Models for planning the provision of training at regional level	Links between regional labour market policies and decentralised training policies	B-DK-NL
	Effectiveness of mechanisms to plan and provide vocational education and training at regional level	D-NL
	Physical and social accessibility of training in remote/rural areas	GR-IRL
	Links between employment creation and planning of initial training - the role of evaluative data	E-F-I-P
Theme 8: Effectiveness of new curriculum models for initial training	Extent of use, feasibility and effectiveness of modular vocational training provision	D-L/E-F/NL-UK (3 Partnerships)
Theme 9: Impact of «training for enterprise» schemes	Effectiveness of «training for enterprise» schemes in assisting labour market entry of young people	B-I-UK

61. As regards the whole operational period of *PETRA* up to the end of 1991, more than 70 research institutes from all Member States cooperated on 9 broad areas of research. They were grouped into 28 transnational thematic partnerships, almost half of them involving three or more Member States.

62. The results of this broadly-based work of the first wave of Research Partnerships are now available in a series of reports and a Community-level summary, for use by Member States and the Commission. For the research institutes, transnational cooperation on common research issues has led to a number of positive outcomes on which further work in these areas can be built, including the development of common concepts, the comparison and further development of research techniques, the improvement of research designs, and possibilities, offered through **PETRA**, to review familiar national-level issues in a new Community context and perspective.■

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#### Study visits by vocational training specialists

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63. This part of the Programme was integrated with the study-visits scheme for practitioners and policy-makers in the field of vocational training, which is administered by CEDEFOP, on behalf of the Commission, since 1986. In the context of **PETRA**, the aim here is to support the specific work on the development of a Community dimension within training systems and individual institutions undertaken through the Programme. The visits are generally organised on a thematic basis, in small groups each comprising participants from several Member States. The visit programmes are drawn up by the national official of the host country, responsible for the planning and implementation of the study-visit scheme, and are aimed at presenting, in the space of four or five days, as many as possible of the key developments of the host countries in regard to vocational training policy and practice. The main contribution of the scheme is that of widening the circle of those who have first hand experience of the training systems in another Member State, and of developments and current practice related to the thematic priorities of the Programme.

64. By emphasising youth training issues as a thematic priority focus, the exchange scheme is making a significant contribution. Of the 307 visit grants provided in 1989, 156 were awarded to training specialists from a wide variety of backgrounds, concerned with guidance or training for young people. In 1990, more than 200 specialists took part on visits to explore forms of »Youth training aimed at innovation and employment«; this made up a large part of the total scheme which provided places for some 400 people in that year. In 1991, the »Youth Training« theme continued in the study-visit scheme, with a number of participants similar to that of previous years. In total, up to 600 training specialists from all Member States have thus benefited from visits with a thematic focus on the priorities of **PETRA**, during the

period 1989-1991. The study-visits scheme will continue throughout the next phase (1992 - 1994), with a strong emphasis on the themes of the Programme.

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#### Dialogue on the implementation of the Programme

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65. Throughout the initial phase of (1988 -1991), dialogue and discussion with national authorities and the social partners, on the implementation of the Programme, have developed especially through

regular meetings with the National Policy Coordinators for **PETRA** who were consulted continuously on each stage of the implementation of the Programme;

informing the relevant meetings of the Social Dialogue, especially with regard to improving young people's access to initial vocational training;

up-dating the Advisory Committee on Vocational Training on the development of the Programme; and

extensive bi-lateral contacts with the Member States. This involved visits to meet authorities and a wide range of other relevant bodies, in the capitals and – where appropriate – regional centres, for exchange/discussion on latest policy developments related to the achievement of the objectives of the Council Decision, as well as to the development of activities initiated under the Programme. The discussions usually spanned a period of several days, including in most cases contact with the social partners. The results were summarised in special country reports, to inform further planning and dialogue on the development of the Programme, which were made available, by the Commission, to all National Policy Coordinators. Begun in 1988, these bi-lateral contacts had involved all Member States, except for Germany and France, where visits are planned to take place in the second half of 1992.

66. In addition to these forms of dialogue, special efforts were also made to inform a wider audience in all Member States on the development and interim outcomes of the Programme, and to underpin its multiplier role and its capacity for dissemination:

Up to the end of 1991, Community-level publications on the Programme included i.a. comprehensive information brochures, project directories, «Learning for Real», and the **PETRA** Yearbooks in 1990 and 1991, with a total exceeding by far 100,000

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copies, over all Community languages (a number which proved insufficient to meet the level of demand);

the mailing list, to which training institutions, or specialised bodies, policy-makers and other interested individuals were invited to subscribe for regular information, increased from 12,000 at the end of 1988 to 17,000 in 1991;

service was offered to print-media, radio and TV-journalists; and press releases, articles and photographs were made available to international and national press. The special mailing list concerned with media workers includes more than 750 journalists from all Member States;

**PETRA** was presented at, or contributed to, numerous conferences, thematic seminars or workshops in all Member States and at Community level (see Table 9).

A mobile exhibition stand was developed, to travel around Member States and to support dissemination and information activities at all levels.■

Table 9: Conferences, seminars and workshops, 1988 -1991

Hosting Member State		B	DK	D	GR	E	F	IRL	I	L	NL	P	UK	Total
Total		5	3	15	1	5	10	6	6	3	3	2	12	71
No. of events	Community/ European level	3	2	4	-	2	3	2	3	1	2	-	6	28
	Member State level	2	1	11	1	3	7	4	3	2	1	2	6	43



67. Under the new phase, based on the Council Decision of 22 July 1991 and launched as from 1 January 1992, the Programme will considerably extend its operation, regrouped under three main Actions, with a focus on new priorities and a strengthened organisational structure (see paras 3 and 6). In terms of content, the new elements include:

- increased emphasis on the promotion of opportunities for high quality training placements, for young people, in another Member State (Action I). Such placements are now also offered to young workers, young unemployed, and young people on advanced courses. A particular requirement is that, in order to qualify for Community support, these placement projects must show evidence of their capacity to provide a significant added value for the beneficiaries, involving e.g. experience of new training methods, equipment and content, or new vocational experience; they must be duly certified and recognised as part of the training process. Provision has been made for almost 9,000 young people to benefit from such placements in 1992 (approximately 5,300 in initial vocational training; and about 3,500 for young workers, young unemployed, and young people taking part in advanced programmes). A considerable increase in the number of participants is envisaged for 1993 and 1994;
- a sharper focus on the joint development of training modules and joint training of trainers, in the ENTP; and on new thematic and sectoral priorities (Action II);
- a more structured approach to cooperation in the field of vocational guidance, to make the training systems and opportunities which exist in other Member States more transparent, and to enable the national guidance services to provide more effective advice to young people on training and career opportunities in all parts of the Community.

68. The new phase of the Programme also involves a number of new organisational elements (see Annex II):

- The group of National Policy Coordinators is now replaced by a statutory Advisory Committee, involving observers from both sides of industry;
  - the organisation and financial management of transnational training placements (Action I) has been decentralised and is now provided by National Coordination Units (NCUs) which were designated by the individual Member States. The NCUs have
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also taken over the roles of the former Programme Assistants who helped with the animation of the ENTP at national level, and of the members of the ad hoc advisory group on Youth Initiative Projects;

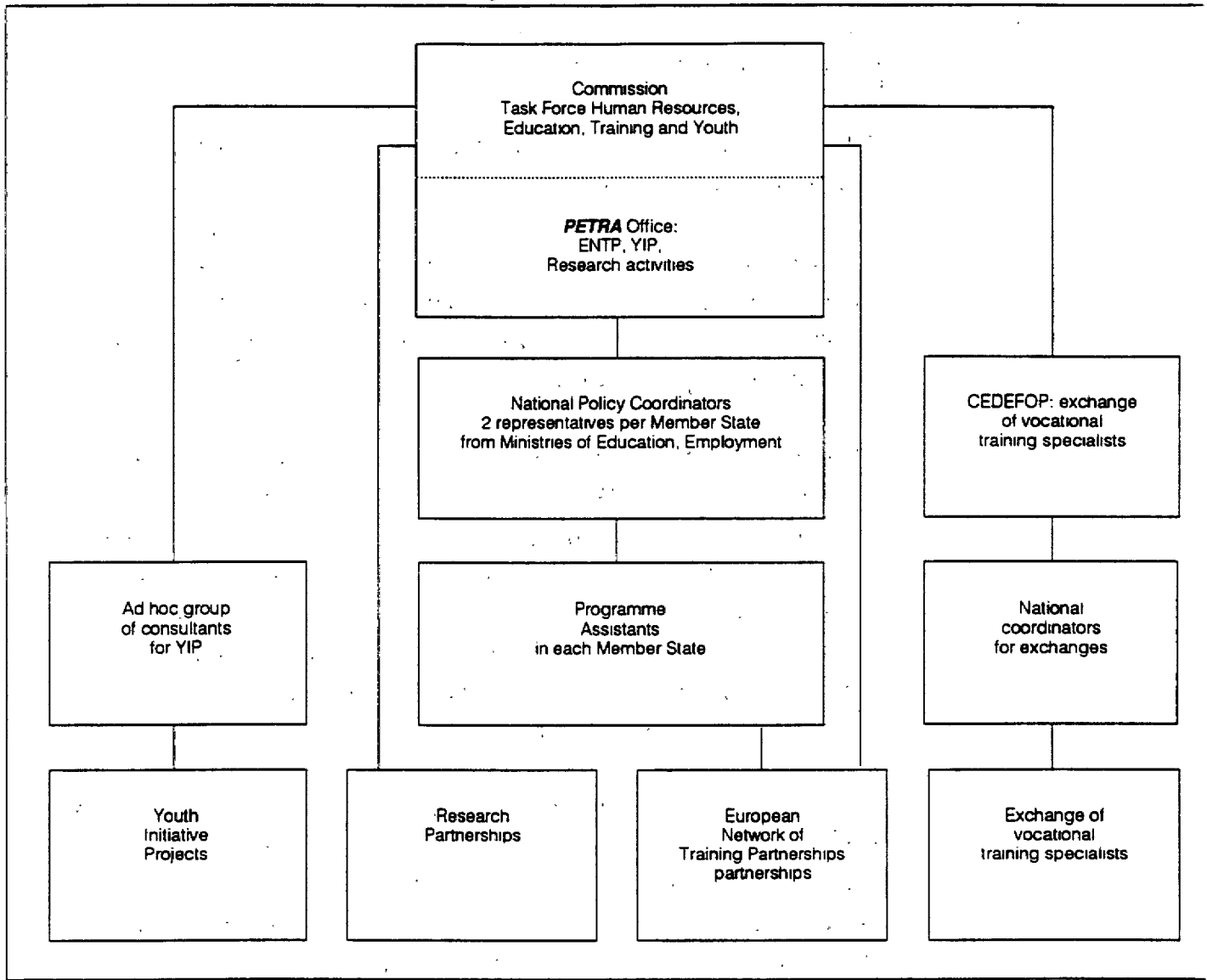
the social partners are actively involved, at all levels, in the planning and implementation of the Programme.

69. Coordination with other relevant Community programmes in the field of training will be given special attention, to bring to bear possible synergies and avoid overlap, in particular as regards LINGUA (especially Action IV), FORCE, EUROTECNET and youth activities (Youth for Europe and Priority Actions in the youth field).

70. The implementation of this new phase has proceeded rapidly and with success. In cooperation with the **PETRA** Advisory Committee, detailed guidelines have been prepared by the Commission, for all Actions of the Programme. At the beginning of 1992, a **PETRA** Vademecum was published in all official languages of the Community, containing a description of the Programme and a guide for potential applicants. At national and regional levels, a series of launching conferences have taken place, with support from the Commission, to inform authorities, training institutions, trade union and employers organisations, other relevant bodies, and the media.

By early Spring 1992, Coordination Units were fully functioning in all Member States, and a first wave of transnational training placements was organised before mid-1992. More than 150 new projects were admitted to the ENTP, under the new priorities for Action II; Action III, i.e. the networking of national centres for exchange of guidance data and the implementation of projects for the training of guidance counsellors, will be in operation in Autumn 1992.■

Annex I: **PETRA** Programme 1988 - 1991, Organisational Structure



Annex II: **PETRA** Programme 1992, Organisational Structure

