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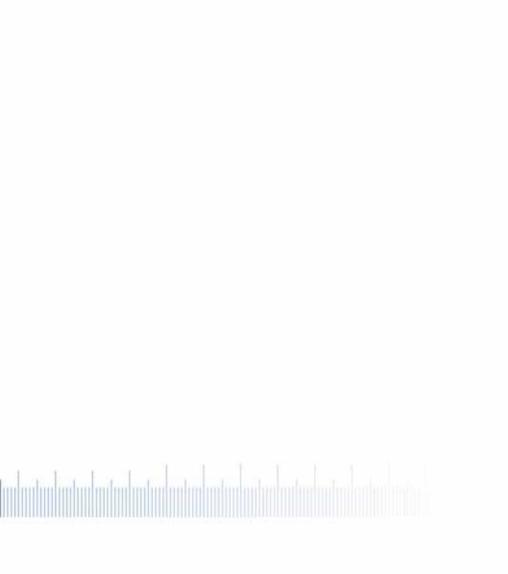
Cedefop's medium-term priorities

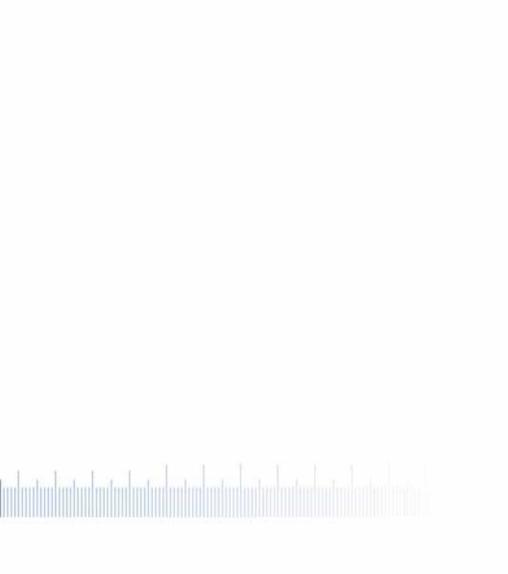
Enhancing European cooperation in vocational education through evidence and expertise: continuity, focus and flexibility



2009-11







CEDEFOP

Cedefop's medium-term priorities 2009-11

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The European Centre for the Development of Vocational Training (Cedefop) is the European Union's reference centre for vocational education and training. We provide information on and analyses of vocational education and training systems, policies, research and practice.

Cedefop was established in 1975 by Council Regulation (EEC) No 337/75.

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Table of contents

Cedefop's mission	2
Policy and operational context Cedefop's strategic objective 2009-11	2
	11
Priorities for 2009-11	12
Evaluating results	22

Cedefop's mission



'Our mission is to support ... European VET policy ...'

People's knowledge, skills and competences are at the heart of Europe's economic and social infrastructure. They are a key (1) driver of growth, competitiveness and jobs alongside research and development, physical infrastructure and environmentally friendly technologies. Vocational education and training (VET), as a major pillar of lifelong learning, is crucial to Europe's effort to reposition itself in the global economy and respond to its major social challenges.

Cedefop is the European Union's agency for VET. For 2009-11 Cedefop's mission is to support the European Commission, Member States and social partners in developing and implementing European VET policy by:

- (a) carrying out thorough applied research and comparative analyses of VET issues, trends and challenges:
- (b) providing an expert and independent European perspective. developing and encouraging European approaches, principles and tools to improve VET and achieve common aims:
- (c) being a unique forum bringing together diverse VET interests of policy-makers, social partners, researchers and practitioners to encourage mutual learning and debate proposals for policy and research;

⁽¹⁾ Council of the European Union. Council Resolution of 15 November 2007 on education and training as a key driver of the Lisbon strategy, Official Journal of the European Union, C 300, 12.12.2007.



(d) raising awareness and understanding of how VET is evolving, its role in lifelong learning and its contribution to other policies.

Cedefop fulfils its mission through the role and tasks set out in its founding regulation (2). It uses its knowledge and expertise to monitor and advise on VET policies and European tools to support policy improvements and implementation. Cedefop also disseminates information through its website, publications, networks, study visits, conferences and seminars.

⁽²⁾ Council of the European Union. Council Regulation of 10 February 1975 establishing a European Centre for the Development of Vocational Training (Cedefop) EEC No 337/75, Official Journal of the European Communities L39, 13.2.1975 as last amended by Council Regulation EC No 2051/2004.

Policy and operational context



'Education and training ... represent the cornerstone on which Europe's future growth and the wellbeing of its citizens depend' (3)

European VET policy – a work in progress

Challenges for VET policy-makers in Europe are mounting. Cedefop's forecast of skill needs is that by 2015 nearly 30 % of jobs in Europe (4) will require the highest qualification level (graduate and post-graduate qualifications, including vocational qualifications) and 50 % medium level qualifications (upper- and postsecondary level, especially vocational qualifications). Only 20 % of jobs will require no or few formal qualifications. The services sector will generate many of the new jobs. Employment is expected to fall in the primary and manufacturing sectors, but they will remain crucial to the economy and a major source of jobs that demand new

⁽³⁾ See footnote 1.

⁽⁴⁾ Cedefop. Future skill needs in Europe - Mediumterm forecast. Luxembourg: Publications Office, 2008. The study covered 25 EU Member States (excluding Bulgaria and Romania) plus Norway and Switzerland.

skills to cope with technological and organisational change and global competition. Job openings will increase as people retire, but they may not be filled as fewer young people enter the labour market. Job polarisation is increasing as many of the jobs created are at the extreme ends of the labour market either requiring high degrees of skill and autonomy, or comprising routine tasks with low pay and poor working conditions. Shortages for high skilled jobs as well as potential overqualification in others require a suitable policy response. These and other developments may lead to an increasing mismatch between the skills needed and those available.

This emphasises the need for excellence in all aspects of VET. Businesses need skills to compete. research, innovate and grow. People need to update skills continuously throughout working lives that are becoming longer. ICT skills are required even in elementary occupations and can

be vital not just for large but also small and medium-sized enterprises. Crossborder economic activities and geographical mobility reinforce the need for a solid grounding in key competences such as organisational and communication skills, which increasingly include foreign language competences.

VET is a basis for high performance and quality in working life for an increasingly diverse workforce. As well as qualifying people for specific jobs or occupations, VET provides key competences relevant for work, innovation and further learning. VET is important for personal development beyond the workplace supporting other aspects of people's lives and active citizenship. VET is also very versatile, taking place increasingly at different levels of education and in different forms, not least at the workplace. By bridging learning in educational and workplace environments, VET is a key element of all lifelong learning strategies. Much

adult learning is vocational and VET is an important component of 'flexicurity' which aims to combine flexible labour markets with high levels of employment security. Further, many active labour market measures use VET to integrate those who left education and training prematurely and many who are marginalised in society. Through validation of prior learning, VET can help to meet the needs of people from migrant backgrounds. The significance of excellence in VET as part of lifelong and lifewide learning also lies in the support it provides to other polices such as enterprise performance, competitiveness, research and innovation, as well as being central to employment and social policy.

The EU, its Member States and the European social partners (5) have set the goal to make VET in Europe the best in the world. Supported by European VET policy, in the Education and training 2010 work programme and its Copenhagen process, they are working more closely than ever before to modernise VET and create a European working and learning area. European instruments make learning outcomes visible, transparent and portable around Europe, such as Europass, the European qualification framework (EQF) and the future European credit system in VET (ECVET). Policy coordination mechanisms for lifelong guidance and

⁽⁵⁾ Business Europe, CEEP, ETUC, UEAPME. Key challenges facing European labour markets - A joint analysis of European social partners, 2007.



the framework for quality assurance have been, or are being developed. Peer and mutual learning, where experts familiar with challenges at national level cooperate, are driving national and European developments further.

However, much remains to be done. Europe's workforce is ageing and less skilled than those of its major competitors. Demographic trends mean that from 2009, the European workforce will have more people aged over 54 than young people aged 15 to 24. However, it is unlikely that the EU will reach its 2010 employment-rate target of 50 % for people over 54. Population

ageing is estimated to reduce by nearly half the current rate of potential economic growth (6). Employment rates for women remain below the EU target of 60 % by 2010. One in every six young people leaves school with only lowersecondary education and those under 25 looking for a job are three times more likely to be unemployed than those aged between 25 and 64.

Unemployment rates for those with migrant backgrounds tend to be higher than the average. Non-EU nationals remain underrepresented in highly skilled jobs appropriate to their level of qualification (7). And not enough adults participate in continuing training and adult learning (8).

⁽⁶⁾ European Commission. Integrated guidelines for growth and jobs (2008-10) including a Commission recommendation on the broad guidelines for the economic policies of the Member States and the Community and a Proposal for a Council decision on auidelines for the employment policies of the Member States (COM (2007) 803 final - part V), 11.12.2007.

⁽⁷⁾ Where immigrant students succeed – A comparative review of performance and engagement in PISA 2003 (OECD 2006) and Employment report (2005).

⁽⁸⁾ Council of the European Union. 2008 joint progress report of the Council and the Commission on the implementation of the Education & training 2010 work programme -'Delivering lifelong learning for knowledge, creativity and innovation' (2008/C 86/01) 5.4.2008.



Low levels of educational attainment and insufficient skills are major causes of poor labour market performance by young people and a threat to older workers and those marginalised in society who risk losing, or cannot find, a job. With an increasing emphasis on education and training, the 2008-10 Lisbon cycle aims to tackle the areas where there has been little progress so far.

VET is a policy response to these and other challenges posed by globalisation, an ageing population, migration and social exclusion. However, despite the expectations of VET, it is often poorly integrated with the rest of the education system. Its value at the centre of lifelong learning tends to be underestimated, although its role is evolving. Nevertheless, obstacles remain to moving between VET and other types of education. Consequently, the focus is increasingly on further development of existing policies and implementation (9).

Cedefop's operational context continuity, focus and flexibility

In 2007, an external evaluation of Cedefop found it to be an organisation with a very distinct added value. No other organisation has a dedicated focus on VET and a Europe-wide pool of experience. The evaluation underlined Cedefop's unique position in connecting VET research and policy and that its expertise should be used to develop a solid knowledge base for European VET policy. However, the evaluation warned of the danger of Cedefop spreading its resources too thinly and made it clear that Cedefop must focus its activities. In recent years Cedefop has become a pro-active promoter of EU VET policy at the highest European levels, demonstrating its capacities in several ways.

- · Cedefop analysed progress in the Copenhagen process on an informed basis, setting it in national and European socio-economic contexts. This led to Cedefop being given a stronger mandate by the Helsinki communiqué (10) to monitor and report on progress in implementing European VET policy.
- Cedefop has brought together the best VET research to interpret current trends and encouraged a European approach to tackling VET issues. Cedefop showed its potential to fill knowledge gaps by providing much needed analysis of current and future skill needs in Europe. Its work was
- (10) The Helsinki communiqué on enhanced European cooperation in vocational education and training: communiqué of the European Ministers of Vocational Education and Training, the European social partners and the European Commission convened in Helsinki on 5 December 2006 to review the priorities and strategies of the Copenhagen process. Brussels: European Commission, 2006. Available from Internet: http://www.minedu.fi/export/sites/default/vet2006/ pdf/Helsinki Communique en.pdf

- acknowledged in the Council resolution on new skills for new jobs (11) and Council conclusions on an action plan for adult learning (12).
- Cedefop helped strengthen European cooperation by providing expertise to help design, develop and implement European tools such as Europass. EQF, ECVET, common principles and guidelines for validating non-formal learning, policy coordination mechanisms for guidance and counselling and the common framework for quality assurance.
- · For over 20 years by managing the study visits programme and networks, such as that for VET teachers and trainers, Cedefop has promoted understanding and peer learning, by
- (11) Council of the European Union, Council Resolution of 15 November 2007 on the new skills for new jobs. Official Journal of the European Union, C 290, 4.12.2007.
- (12) Council of the European Union. Council Conclusions of 22 May on adult learning. Official Journal of the European Union, C 140, 6.6.2008.

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bringing people together practitioners, researchers and, notably, social partners - to learn from each other and stimulate new ideas and practice. In 2006, the European Commission invited Cedefop to coordinate the new consolidated study visits programme in the lifelong learning programme (13) from 2008-13. The new study visits programme is much larger, covering general education as well as VET.

· Cedefop has provided a voice for VET, which is more fragmented in structure and so is not always heard, working to achieve parity of esteem for VET compared to general education.

To support the European Commission, Member States and social partners to the fullest extent and respond to their distinct needs as they develop and implement different aspects of European VET policy, Cedefop's priorities for 2009-11 should provide:

- continuity in supporting current European VET policy priorities, by building on its strengths, expertise and proven capacities:
- · focus on developing further European VET policy and strengthening European cooperation;
- flexibility through a clear framework that enables a choice of themes and activities to support and help implement EU VET policy.

⁽¹³⁾ Council of the European Union. Council Decision establishing an action programme in the field of lifelong learning (1720/2006/EC). Official Journal of the European Union, L 327/45, 24.11.2006.

Cedefop's strategic objective 2009-11



The priorities should bridge the Lisbon strategy and what follows. They should enable Cedefop to be an active partner in discussions on the new strategy and support the move to implementing European VET policy. Cedefop has to be able to anticipate and respond to its partners' changing needs with innovative ideas and the required evidence base.

'Enhance European cooperation in VET through evidence and expertise'

Based on Article 8 of its founding regulation (14), Cedefop will set an overall strategic objective, supported by four priorities to guide its annual work programmes and activities. Cedefop's strategic priority for 2009-11 is to contribute to excellence in VET and strengthen European cooperation in developing, implementing and evaluating European VET policy.

Priorities for 2009-11



'European VET policies, trends in skills and learning. VET's impact and visibility'

Cedefop's work will centre on four priorities:

- · informing European VET policies;
- · interpreting European trends in and challenges for skills, competences and learning (15):
- assessing VET's benefits:
- · raising the profile of VET.

Cedefop will implement these priorities through applied research, policy analysis, support for developing European tools and approaches, encouraging mutual and peer learning and effective communication.

Informing European VET policies

In striving for excellence in VET, the EU. its Member States and social partners have focused on questions of how to increase and improve vocational learning throughout life. This has led to a fundamental rethink about VET, its content, structure and methods of delivery, and how VET relates to lifelong learning and other economic and social polices.

⁽¹⁵⁾ See definition of skills and competences in the Council Recommendation of 23 April 2008 establishing a European qualifications framework for lifelong learning. Official Journal of the European Union, C 111, 6.5.2008.

visibility

Member States are redesigning their qualifications and developing new standards based on learning outcomes. Assuring VET quality to bring about mutual trust between Member States, to make cross-border mobility easier and reduce barriers to lifelong learning, is high on the agenda. Ways are being explored to raise the attractiveness of VET compared to general education and make it more responsive to labour market needs. New financing methods to increase public and private investment in human resources through a fair sharing of costs and responsibilities are being examined. Strategies to ensure VET systems are equitable and efficient are being developed. Guidance services are being strengthened to support further learning, career management, smooth transitions between jobs and encourage labour market participation.

European VET policy has led to significant results for lifelong learning. European tools such as Europass, the EQF (supported by rapidly-evolving sectoral and national qualification frameworks), ECVET, European principles and guidelines supporting validation of non-formal and informal learning, policy coordination mechanisms for lifelong guidance and the framework for quality assurance are changing the role and character of VET.

They make access to education and training at various levels easier both within and between Member States. Making learning pathways more transparent, they support progression in learning and transfers between different learning contexts. This is particularly important for adults who need to update their skills at various stages of their lives and currently find it difficult to access training or to progress and see their learning valued.



VET's role in an overarching lifelong learning perspective is evolving. The boundaries between VET and higher education are blurring, with an increasing number of higher education programmes relating closely to labour market needs and using learning approaches developed in VET. Higher education institutions are also moving more into continuing training. However, comprehensive lifelong learning strategies integrating education, higher education, adult learning and VET still need to be implemented. In spring 2007, the European Council (16) called for stronger links between the next phase of the Lisbon strategy and the Education and training 2010 work programme, not

least because many macro- and microeconomic polices are linked to coherent and comprehensive lifelong learning strategies. A holistic approach connecting lifelong learning and VET with other policy areas such as macroeconomics, employment, competition, enterprise, research and innovation, and social policies is crucial (17).

With the end of the 2000-10 Lisbon strategy and Education and training 2010 work programme, their successors must provide for a European VET policy that anticipates major changes beyond 2010 to set and achieve world class standards. Analysing how Member

⁽¹⁶⁾ Brussels European Council - 8/9 March 2007 -Presidency Conclusions www.consilium.europa.eu/ ueDocs/cms Data/docs/pressData/en/ec/93135.pdf

⁽¹⁷⁾ Council of the European Union. 2008 joint progress report of the Council and the Commission on the implementation of the Education and training 2010 work programme - 'Delivering lifelong learning for knowledge, creativity and innovation' (2008/C 86/01) 5.4.2008 and Council of the European Union. Key messages to the Spring European Council in the field of education and training. (5586/08), 25.1.2008.

States respond to these challenges can stimulate ideas, innovation and new national policies. European cooperation to support national polices may be strengthened through new shared objectives leading to common principles, guidelines, recommendations and instruments, as well as new statistics and indicators to report monitor and evaluate the process. To develop the right European VET policy for the future requires a strong evidence base.

- Cedefop will continue to work closely with its partners, systematically following VET developments in Member States through its ReferNet, other networks, and specific projects. This will provide the crucial data for comparative analyses of policies and for Cedefop to report on what Member States are doing to achieve shared policy aims, implement commonly agreed tools and principles and how they assess their progress.
- Cedefop will be at the forefront of debate on VET and its role in lifelong learning, identifying relevant themes

- and issues, especially where more knowledge is needed, to support the European VET policy and research agenda. Cedefop will link its research activities to national and European policy initiatives.
- · With its expertise Cedefop will support the European Commission in following-up proposals submitted to the Council and Parliament on the EQF. ECVET. VET quality assurance and improving lifelong guidance (18). Cedefop will work to establish the base of trust needed to encourage institutions and stakeholders at national and sectoral levels to use the EQF. Cedefop will focus on how national and sectoral qualification
- (18) Council of the European Union. Resolution of the Council and of the representatives of the Member States meeting within the Council on strengthening policies, systems and practices in the field of quidance throughout life in Europe. Brussels: Council of the European Union, 2004. Available from Internet: http://ec.europa.eu/education/policies/ 2010/doc/resolution2004_en.pdf [cited 25.5.2007].



frameworks are developed and implemented and monitor how they can reduce barriers to mobility and lifelong learning.

- Cedefop will analyse VET's role in encouraging adults to learn and its effect on lifelong learning strategies. Through its networks and the study visits programme (now covering the whole of the education and training). Cedefop will stimulate mutual learning and integration of VET in lifelong learnina.
- Cedefop's national VET systems database (eKnowVet) will continue to inform on VET and the context and rationale for policy options in Member States.

Interpreting European trends in and challenges for skills, competences and learning

Although we know the demand for skills will change, more and better information is needed to understand the interaction between skill supply and demand as well as skill mismatch at European and national levels. This is particularly important given the high proportion of small and medium-sized enterprises in Europe. These create the most jobs, but often provide only limited opportunities to improve skills (19). VET policy can be more proactive if sound evidence to help identify and anticipate better new, emerging and changing skill needs were available. The Council resolution of 15 November 2007 on the new skills for new jobs (20) pointed out that information on skill gaps can play an important role in helping workers adapt to changes.

⁽¹⁹⁾ See footnote 5.

⁽²⁰⁾ See footnote 11.

rends

But few countries have the infrastructure for robust and reliable labour market information and forecasting activities. Further, very little is known about skill needs in enterprises and how to identify them. Improving monitoring and forecasting of future skills requirements is an objective of the revised Lisbon strategy 2008-10 (21). The Education, youth and culture Council advocates European level reviews of future skills requirements (22). Further, in March 2008 the European Council broadened the horizon for an assessment of future skills requirements in Europe to 2020 (23).

To help people develop knowledge, skills and competences, it is equally important to understand how they acquire them and how what they learn is measured. This affects VET teachers and trainers. They need opportunities to update their skills as the new demands of modern European VET change and expand their role. Learning inputs, the questions of when, where and how learning takes place, have traditionally decided the nature, significance and level of qualifications in comparison with others. However, emphasis is moving to learning outcomes, namely what a learner knows, understands or is able to do, at the end of any kind of learning sequence. This trend acknowledges that valuable and relevant learning takes place in different settings, including school, work, during leisure time and

⁽²¹⁾ European Commission. Proposal for a Community Lisbon Programme (COM (2007) 804 final) 11.12.07.

⁽²²⁾ See footnote 17.

⁽²³⁾ Brussels European Council - 13/14 March -Presidency Conclusions (7652/08). 14.3.08 http://www.eu2008.si/en/News and Documents/ Council Conclusions/March/0314ECpresidency conclusions.pdf

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abroad. Consequently, there is a need to develop coherent, open and flexible learning pathways incorporating formal, non-formal and informal learning. There is also a need to understand what this shift means for VET institutions. curricula and teaching and training and for assessing the knowledge, skills and competences. Learning outcomes are the basis of the EQF and rapidly emerging and national and sector qualification frameworks, as well as other European tools such as Europass and the ECVET. The extent to which learning outcomes as an underlying principle in European VET and lifelong learning policies is viable and how best to apply it to different purposes, needs careful analysis.

- · Cedefop will develop a common approach to regular European skill supply and demand forecasting to identify and explain possible skill imbalances and mismatches in coming years and improve data and methods. In line with the Council resolution on new skills for new jobs (24), Cedefop will continue to develop its network Skillsnet to build a European system of anticipation of skills needs.
- · Cedefop, with support from the social partners and using national and international research and expertise, will investigate skill and competence needs in sectors or areas of strategic importance and explore and carry out a common European approach to enterprise surveys on skill and training needs.
- Cedefop will continue to examine how the shift to learning outcomes influences VET provision and

curriculum development, design of assessment methodologies, and teaching and training practices. In doing so, Cedefop will also analyse possible limitations of the learning outcomes approach.

- · Cedefop will work to make European tools based on learning outcomes. notably the EQF, ECVET and Europass, compatible. Cedefop will ensure the Europass website provides information and services to citizens. Cedefop will continue its work on guidance and counselling and validation of skills and competences and examine their effects on improving adult learning.
- · Cedefop will use its VET teachers and trainers network (TTnet) to help develop a framework that describes their fundamental roles, skills and competences. Cedefop will also inform on national and European developments associated with the VET teachers and trainers profession.

Assessing VET's benefits

The Helsinki communiqué pointed out that VET can lead to excellence and social inclusion. World class VET contributes to excellence by raising the stock of human and social capital which, along with research and development and dissemination of knowledge, is among the main determinants of longterm economic growth. Investment by firms to develop skills can lead to substantial gains in productivity. competitiveness, profitability and even stock market performance. Individuals also benefit from VET, as it can improve their career and employment prospects. Investing in skills is also at the core of the EU's social agenda (25).



VFT is used as a tool to reduce. drastically early school leaving, ensure adequate skills of young people and reinforce support for low-skilled workers, people with a migrant background. people with disabilities and others marginalised or at risk in society.

Despite its perceived benefits, public and private (enterprises and individuals) investment in skills is relatively low in Europe. Those who would benefit most from training often do not receive it. Even if the EU benchmark (26) is reached, the number of adults participating in lifelong learning by 2010 will be low. Although there are studies on the benefits of education, not enough is known about the more specific impact of VET and who benefits from it. This implies that the right incentives to invest in VET are missing. Often, because the benefits of training are not readily

visible, other, more tangible investment priorities can crowd out investment in skills. Understanding how VET contributes to someone's career. employability and social inclusion as well as its impact on economic growth and productivity is essential to assess investment in VET. Demonstrating the positive returns to VET may also inform and encourage enterprises and individuals to invest in it.

- Cedefop will investigate the specific returns and benefits of VET for individuals, enterprises, the economy and society. Benefits will include financial returns as well as economic (employment, productivity, growth) and social benefits (social inclusion and cohesion). It will generate new research to fill the knowledge gap in this under-researched but key policy
- Cedefop will explore the problems of measuring public and private investment in VET and examine which measures are most appropriate. Cedefop's work on statistics and indicators will help exploit existing

^{(26) 12.5 %} of the adult working population aged 25-64 participating in training some time in the four weeks prior to being asked the question as part of the labour force survey.



data and develop benchmarks and indicators to provide better and clearer information on VET, its development and impact.

Raising the profile of VET

Raising the profile of VET and increasing awareness of VET's important role in lifelong learning requires effective communication. Cedefop's communications policy will focus more on supporting policy development. Cedefop's communications policy needs to strike the right balance between supporting the specific information needs of policy-makers, including social partners, and acting as an open source of information for the wider VET community, including researchers, practitioners and the general public. This requires targeted selection of content and the right mix of printed and electronic media, with less complex online databases.

The focus should be on information

resources that are user-friendly and easy to navigate.

- · Cedefop will provide information that is objective, reliable, timely, and, where possible, comparable, focusing more on brief information for policy-makers. Through its web portal Cedefop will improve coherence and usability of its online information. Cedefop will monitor the needs of major target groups to ensure use of the most appropriate communication channels in a form and language that are clear and accessible to its intended audience.
- · Cedefop will continue to provide a platform for disseminating European research on VET and VET-related issues through its publications and news.
- Cedefop will support the social partners, in particular by encouraging their participation in the study visits programme, networks and working groups.

Evaluating results

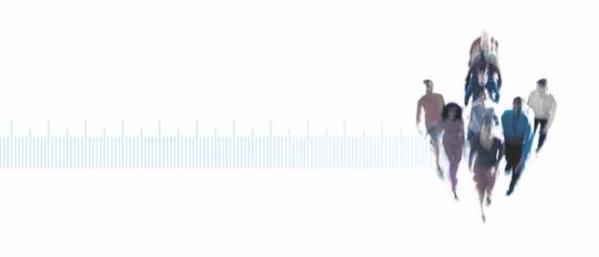


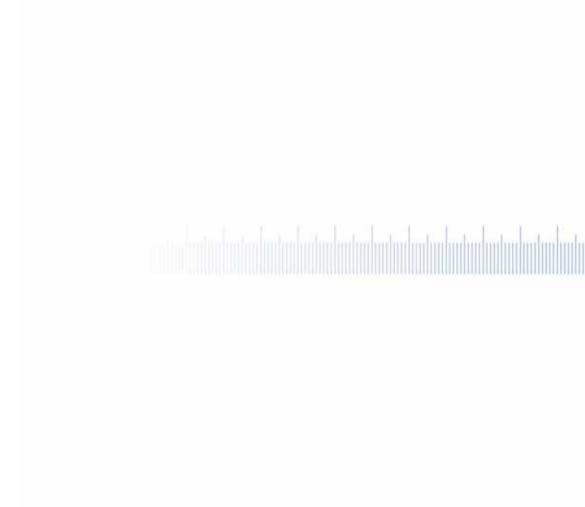
'Cedefop will continuously seek to improve its performance'

Cedefop's annual work programmes will outline the operational activities which in that year will implement the four priorities. It will also outline the objectives of those activities with. wherever possible, measurable indicators for expected results and outcomes and the resources allocated to them.

Cedefop will evaluate the effectiveness of its organisational and strategic realignment towards supporting policy development. To improve the quality of its activities, processes and products. Cedefop will develop an evaluation culture and capacity through regular ex ante and ex post evaluations. Cedefop will review its own achievements and assess the performance of its partners. Specific output and outcome indicators in its annual work programmes and management plans will monitor its outcomes. Monitoring and evaluation will support project management and assist in allocating resources efficiently.

Cedefop will seek to anticipate major changes in the European VET policy agenda and adjust its priorities and work programmes accordingly.







Cedefop (European Centre for the Development of Vocational Training)

Cedefop's medium-term priorities 2009-11

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Cedefop's medium-term priorities

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