Old roots for new routes

Cedefop and European vocational education and training policy: 40 years in the making
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Luxembourg: Publications Office
of the European Union, 2015
Cedefop’s 40th anniversary theme is ‘Old roots for new routes’. It celebrates not only Cedefop as an organisation, but also the development of European cooperation and its contribution to improving vocational education and training.

Progress has been due to people who had a vision of how VET should respond to the challenges of the future. Cedefop came into being because of the vision of Maria Weber and her colleagues on the European Economic and Social Committee in the 1970s, who understood the importance of VET and how European cooperation could improve it.

Over the past 40 years, that vision has been adapted and strengthened through political commitments, action programmes and voluntary cooperation between the European Commission, Member States and social partners, supported by Cedefop’s expertise. That vision has nurtured many achievements, including the development of lifelong learning, common European tools in VET and the first pan-European skill supply and demand forecasts.

Cedefop began its work in 1975, in what was then West Berlin. In some ways the world was very different. In 1975, no one believed that in less than 20 years the Berlin Wall, the Soviet Union and the Cold War would be gone; and no one expected a European Economic Community of nine Member States to become a European Union of 28. No one predicted Cedefop moving to Thessaloniki in 1995, a city that has become its established home.

But some things do not change. Economic uncertainty and high unemployment, particularly among young people, have been constant concerns over the past 40 years. The knowledge that Europe’s prosperity depends on the skills and ingenuity of its people is as true now as it was in 1975; perhaps today we understand that better.

‘Old roots for new routes’ is a story about events and people. European VET policy and Cedefop’s contribution to it, is the product of the work of representatives of the European Commission, Member States, social partners, the staff and Governing Board members of Cedefop, and colleagues from other European institutions and agencies, researchers and practitioners over the past 40 years.

The challenges of the 21st century require a new vision and new approaches to learning for work. It falls to the current generation to debate, agree and implement its vision for European VET. This is a task made more important as, following a grave economic crisis, Europe searches for a clear road to sustainable economic recovery. In this they can draw inspiration from the past and should regard the considerable achievements of European cooperation in VET to date as just the beginning.

James Calleja
– Cedefop Director
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These two perspectives have enabled me to see European vocational education and training (VET) policy develop and Cedefop adapt to meet new demands. Knowing Cedefop from both the inside and outside, I am especially pleased to participate in the celebrations of its 40th anniversary and its theme of old roots for new routes.

Cedefop’s old roots lie in its beginnings as a documentation and information centre for VET. Since then, by developing its capacity for research and VET policy analyses, Cedefop has found new routes to support and strengthen European cooperation in VET. The value of that support is illustrated through a personal example. In 2009–10, the Belgian presidency of the European Union (EU), in which I played an active role, was able to use Cedefop’s expertise in preparing the Bruges communiqué, which provided the basis for European cooperation in VET between 2014 and 2015.

I look forward to continuing to work with Governing Board members and Cedefop staff. Expectations of Cedefop have increased, but this is natural for an organisation that has acquired a justified reputation as a centre of expertise in VET and VET policy analysis. However, I remain confident that, as in the past, Cedefop’s staff, supported by its Governing Board, will continue to meet the new challenges that future European VET policy will pose.

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External evaluation of Cedefop, November 2007

For more than 40 years, since 10 February 1975, Cedefop (the European Centre for the Development of Vocational Training) has played a pivotal role in strengthening European cooperation in vocational education and training.

As the oldest European agency Cedefop has seen many changes; not least a European Economic Community of nine Member States become a European Union of 28. But the challenges of creating jobs and economic growth in the 21st century require new approaches to learning for work. VET needs to adapt. Changes have been made, but reform can be slow and difficult, and momentum lost.

Old roots for new routes

Consequently, Cedefop’s 40th anniversary theme is ‘Old roots for new routes’. Old roots of established European training systems must provide new routes – pathways, options and opportunities – to jobs and careers. Work on VET’s new routes can be inspired by looking back at past achievements.

This book and its related exhibition, chart the events that have shaped European VET policy and Cedefop’s work. They show how far European cooperation in VET has progressed and Cedefop’s contribution to its accomplishments.
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Burkart Sellin, Cedefop official 1976-2006

In 1957, the Treaty of Rome establishing the European Economic Community provided for common vocational training policy.

In 1963, the then six Member States agreed 10 principles to implement it. The Advisory Committee on Vocational Training established policy-making in VET at European level as tripartite, involving the European Commission, Member States and social partners.
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right: Student unrest prompted a radical rethink about education and training, 1970
The action programme included an aim to create a European institute to study vocational training, as proposed in 1973 by members of the European Economic and Social Committee, including German trade union representative, Maria Weber.

Recognition of a need for research and exchange of experience on vocational training led to the establishment of Cedefop on 10 February 1975, ‘... to assist the [European] Commission in encouraging, at Community level, promotion and development of vocational training and in-service training.’
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Jacques Delors, President of the European Commission, visiting Cedefop, 1988

The Cold War, labour market and social policy

Along with nuclear missiles, Cedefop was a weapon of the Cold War: its first home was Bundesallee 22, West Berlin, West Germany.

Placing Cedefop in West Berlin was a political decision, suggested by the West German government. Its purpose was to demonstrate that, despite being separated by the Berlin Wall and surrounded by communist East Germany, the western sector of the former German capital was part of both West Germany and the European Economic Community.
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As well as proposing Cedefop, the 1974 social action programme defined a role for VET as an instrument of labour market and social policy at European level. VET was seen as a way of helping young people and disadvantaged groups, such as those with disabilities, back into work, and a means to promote equal opportunities.

New forms of European cooperation in VET also developed: pilot projects, joint research, networking and exchanges of information and experience alongside a second and third exchange programme for young people in 1979 and 1984.
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All of these forms of cooperation were later developed through action programmes that focused on different aspects of VET (see p. 28). Cooperation on VET took place at policy-making and practitioner levels. At European level, VET policy was discussed more widely among Member States. Areas of common interest were identified and the European level emerged as a reference point for national VET policies.

European social partners also developed VET policy through joint opinions on such issues as occupational and geographic mobility in 1990, the transition from school to working life in 1991 and vocational qualifications in 1993.
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The German press report protests by the Soviet Union about placing Cedefop in West Berlin, 1977
Comett 1986-94
Developing the role of VET in adapting to industrial change through university/industry training partnerships

Petra 1987-94
Supporting young people in VET and their preparation for working life

Erasmus 1987-95
Promoting cooperation and mobility of students in higher education

Helios 1988-96
Supporting social integration and independent lifestyles of people with disabilities

Eurotecnet 1990-94
Promoting innovation resulting from technological change in vocational training

Force 1990-94
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The Cold War, labour market and social policy
'With great satisfaction the city has been informed of the decision to relocate Cedefop to Thessaloniki.'

Konstantinos Kosmopoulos, Mayor of Thessaloniki, 1993

Winds of change

The fall of the Berlin Wall in November 1989 accelerated European integration. The new treaty agreed at Maastricht in 1992, which absorbed the European Economic Community into the new EU, replaced the common vocational training policy with a Community vocational training policy to support and supplement actions in Member States.
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The shape of the European Economic Community in 1991

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The treaty paved the way for economic and monetary union, establishing new European institutions, including the European Central Bank (ECB). In 1993, the location of the ECB and other new European agencies was decided. The ECB was placed in Germany and Cedefop was moved to Thessaloniki in Greece.

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left: Signs of changing times, note to all Cedefop staff, 1991
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The European Council announces Cedefop's move to Thessaloniki, 1993

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The writing is on the wall for the fall of the Berlin wall, 1990

Winds of change
‘Far more important has been its [Cedefop’s] contribution to restoring the city’s [Thessaloniki’s] multicultural past and international reputation.’

Yiannis Boutaris, Mayor of Thessaloniki, 2015

On the farm and towards lifelong learning

After 20 years in central Berlin, Cedefop moved on 1 September 1995, into buildings at the American Farm School on the outskirts of Thessaloniki. The White Tower replaced the Brandenburg Gate and the shops, offices, hustle and bustle of the city centre were exchanged for shady pine trees, open spaces and sea views.

But Cedefop was not the only thing on the move. The period 1993 to 2000 saw important changes in thinking about VET. Initial and continuing training were seen less as separate issues and more as distinct features of a continuous process of lifelong learning.
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The European Commission white paper, "Teaching and learning: towards the learning society," in 1995, argued that education and training should broaden the knowledge base and improve employability. It advocated developing lifelong learning by more flexible approaches, including accrediting non-formal learning. Although lifelong learning was regarded as essential to meet the challenges posed by social, economic and technological change, adapting established education and training systems proved difficult.

To support lifelong learning, actions under the earlier individual VET action programmes were brought together in the new Leonardo da Vinci programme (1995-2000). However, the new programme remained heavily compartmentalised into initial and continuing training components. A change in thinking needed time to translate into a change in practice.
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Cedefop Deputy Director 1994-2005

A new organisation and new European strategy

Following the move from Berlin to Thessaloniki, Cedefop had to be rebuilt, both literally and figuratively. A new permanent headquarters was needed and many Cedefop staff were unable to move to Greece.

Supported by the Greek authorities, in 1999 Cedefop moved into its new building. Revitalisation of Cedefop’s work and expertise was also underway. In 1998, 75% of staff had been with Cedefop for less than three years, but by 2000 a new Cedefop was in place to support major developments in European VET policy.
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The Lisbon strategy, launched in 2000, was a package of economic and social reforms aiming to improve Europe’s competitiveness, create more jobs and strengthen social cohesion. Modernising education and training systems was a key part of the strategy; recognising that this required closer cooperation in VET, in 2002 the European Commission, Member States and social partners launched the Copenhagen process.

The Copenhagen process deepened and strengthened European cooperation in VET. Priorities and benchmarks were agreed along with regular reporting on progress. It was decided that Cedefop would use its expertise to provide technical support for the process.

With EU enlargement on the horizon (from 15 to 25 Member States in 2004 and to 27 in 2007), candidate countries, supported by the European Training Foundation, also participated in the Copenhagen process and the second Leonardo da Vinci programme (2000-07) to align their VET policies with those of Member States.
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The European Commission, Member States and social partners revised European VET policy priorities under the Copenhagen process through successive communiqués following meetings at Maastricht in 2004, Helsinki in 2006 and Bordeaux in 2008. In 2010, the Bruges communiqué marked the shift from the Lisbon strategy to the Europe 2020 strategy for smart, sustainable and inclusive growth. The latest communiqué, from Riga in 2015, outlines the priorities up to 2020 (see p. 53).

After the second Leonardo programme, practical support for developing European VET policy was provided by the Lifelong learning programme (2007-13) and is currently afforded by the Erasmus+ programme (2014-20).

July 2013 saw the launch of the European alliance for apprenticeships. The alliance brings together government, businesses, social partners, chambers of commerce, VET providers and others aiming to strengthen the quality, supply and image of apprenticeships in Europe. Cedefop supports the alliance by facilitating networking, cooperation and sharing of good practices.

A new organisation and new European strategy

Source: Cedefop from Riga conclusions, June 2015.
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A new organisation and new European strategy

European VET policy priorities up to 2020

Promote work-based learning in all its forms, with special attention to apprenticeships

Develop quality assurance mechanisms in VET in line with the EQAVET recommendation

Enhance access to VET and qualifications for all through more flexible and permeable systems, integrated guidance services and validation of non-formal and informal learning

Strengthen key competences in VET curricula

Improve initial and continuous professional development of VET teachers, trainers and mentors in school and work-based settings

Source: Cedefop from Riga conclusions, June 2015.
'The issues involved are certainly not limited to the present but are questions that will gain in significance for future generations, issues the solving of which is a test for our liberal society.'

Mayor of Berlin Klaus Schütz, Cedefop inauguration, 1977

Cedefop’s work: changing and constant

Cedefop’s first work programme in 1978 followed the priorities of Europe’s 1974 social action programme; namely helping young people trapped by rising unemployment, and improving equal opportunities for women and migrants.
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In addressing such themes today, Cedefop’s work programmes reflect a more complex world. VET has to meet demands of technological advance undreamed of 40 years ago, as well as challenges of globalisation and an ageing workforce. While overall themes have remained broadly constant, they have widened and become more integrated, and ideas about how European VET policy should develop to address them have changed.

The aim is no longer just to improve VET, but also make it a more attractive learning option. Financing VET and who pays for what and when has become increasingly important as resources are limited.

right: Europe’s future, today; young people, 1977

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VET is no longer seen as a definitive learning track, but as part of a broader formal education and training system that should offer opportunities to combine different kinds and levels of education and training.

Qualifications are no longer the preserve of the formal VET system but should also be more readily accessible through validation of non-formal and informal learning. VET’s interaction with the labour market, although always important, has been reinforced through ideas of employability and the alignment of skill supply with demand. And progress cannot be monitored without good VET statistics.

These developments and others have been reflected in Cedefop’s medium-term priorities and the activities and projects outlined in its work programmes over the years.

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Cedefop’s work: changing and constant
‘As a member of the European Parliament’s Committee on Employment and Social Affairs, I rely on the results of Cedefop’s work for my parliamentary activities.’

Thomas Mann, Member of the European Parliament, 2015

Describe, compare, analyse

The European Economic and Social Committee’s 1973 report argued that its proposed European training institute should carry out an inventory of VET in Europe. Cedefop’s monographs, with their distinctive ‘steps’, described and illustrated Member State education and training systems.
‘As a member of the European Parliament’s Committee on Employment and Social Affairs, I rely on the results of Cedefop’s work for my parliamentary activities.’

Thomas Mann, Member of the European Parliament, 2015

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For subsequent meetings of the European Commission, Member States and social partners to discuss progress, Cedefop has provided reports outlining the achievements, challenges and specificities of VET over the previous period. These reports have supported preparation of the communiqués that set the direction and priorities of European VET policy.

Cedefop’s latest report was published in 2015. It analyses progress by Member States in working on a series of actions (short-term deliverables) between 2011 and 2014 to improve VET in several areas.
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Marianne Thyssen, European Commissioner for Employment, Social Affairs, Skills and Mobility, 2015

Review, research, report

Cedefop stimulates VET research in various ways. It provides research tools such as definitions of VET terminology in EU languages: these glossaries promote consistency and understanding.

Cedefop’s terminology expertise was also used to develop different language versions of the Europass CV and other documents.
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‘Cedefop’s work on common European tools marked a new era of effective cooperation among Member States.’

Aviana Bulgarelli, Cedefop Director, 2005-10

Qualifications and mobility: making learning visible

The EU has used several approaches to enabling qualifications acquired in one Member State to be used to find a job in another, the aim being to support free movement of workers.

Member States use mutual recognition to recognise, by law, qualifications from other EU countries, but this is limited to regulated professions such as doctors, nurses and lawyers.
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For vocational occupations the original aim was to harmonise training levels, but this proved too difficult even for the original six Member States, owing to problems in updating job profiles.

In 1985, Member States introduced a five-level structure to compare qualifications across countries: Cedefop was central to this initiative. Using the structure, between 1985 and 1993, Cedefop compared qualifications in over 200 occupations in 19 sectors in 12 countries, covering 90% of workers at employee/skilled worker level. The comparisons improved understanding of qualifications, but the structure was complex and unable to keep pace with labour market developments.
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More accessible information was needed for employers to be able to decide if qualifications gained in one Member State made someone suitable for a job in another. To help university students make the most of study abroad, the European Commission developed a European credit transfer system under the Erasmus programme (1985-98). In VET, where qualifications and awarding bodies are much more diverse, this process started later.

Working with the European Commission, Member States and social partners, under the Copenhagen process since 2002, Cedefop has helped develop several common European tools and principles (see pp. 82-83) to improve ‘transparency’ of vocational qualifications, and so make it easier to move between countries and different types of learning at home.

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European qualifications framework, 2008
Helps to compare qualifications throughout Europe to support lifelong learning, education mobility and job mobility.

European quality assurance framework for VET, 2009
Helps countries develop, improve, guide and assess the quality of their VET systems and develop quality management practices.

European credit system for VET, 2009
Helps validate, recognise and accumulate work-related skills and knowledge acquired during a stay in another country or in different situations, so that these experiences contribute to vocational qualifications.

Identification and validation of non-formal and informal learning (Council resolution 2004; Council recommendation 2012)
Sets out common principles to encourage and guide development of high-quality, trustworthy approaches and systems to identify and validate non-formal and informal learning.
Common European tools, principles and guidelines

Europass, 2004
A portfolio of documents supporting job and geographic mobility to enable people to present their qualifications and skills using a standard format understandable to employers throughout Europe. Europass documents are the Europass CV, language passport, Europass mobility, diploma supplement and certificate supplement.

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Employability and skills

Cedefop’s 1975 Founding Regulation does not refer to the labour market, but the Copenhagen process and the European Commission’s New skills for new jobs initiative bridge VET and labour market policies through a need to improve employability, as well as the match between skill supply and demand.
Employability and skills

The value of Cedefop’s skills work lies in its insights about the challenges European and national VET policies need to meet.

In 2008, Cedefop published its first skill supply and demand forecasts for 2020 and regularly updates them. The forecasts are reviewed by national experts, with Cedefop’s Skillsnet network also providing external expertise.

Cedefop’s pan-European forecasts have identified major trends in the European labour market, such as an ageing but more highly qualified labour force, and the concentration of job growth, regardless of skill level, in jobs with non-routine tasks which technology cannot replace.
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Cedefop provides forecasts for each Member State, as general European trends can hide considerable differences between countries, such as job growth rates and sector and occupational developments.

Cedefop has also analysed development of green skills and has carried out a major survey on skill mismatch among EU employees. The survey shows how skill mismatch is a problem not only for those looking for work, but as people’s skills and job tasks change over time, for the whole labour force.

left: VET is central to 'greening' Europe's economy, 2010

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Michel Servoz, Director-General for Employment, Social Affairs and Inclusion, European Commission, 2015

Spreading the word

Disseminating information about VET is a task Cedefop takes seriously; not least because, despite its importance, in many countries VET does not enjoy the same esteem as general education.
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Cedefop has managed several networks, including the teachers and trainers network (TTNet), and its documentation network, which began in 1981 and in 2002 became ReferNet, Cedefop’s major information provider on VET developments in Member States.

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Since 2000, the shift has been to online communication and, most recently, social media. More than 350,000 downloads of Cedefop publications are recorded each year. Cedefop’s work is widely cited in policy papers by the European Commission, education and training journals, and in the press.
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Spreading the word

above: Cedefop communicating through print, prizes and in person through study visits and its ReferNet network

below: Cedefop video – available in all good video stores, 1988
‘I had a traineeship ... at Cedefop ... for six months. This experience was the foundation of my professional career because I became more ambitious, more dynamic and self-confident.’

Sandra Taras, Romania, Cedefop trainee, 2010

Everybody counts

Cedefop has had an accomplished cast of directors during its 40-year history.

They have been supported by Cedefop’s Governing Board of representatives of the European Commission, Member States and social partners, which has overseen its work and development for the past 40 years.
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Roger Faist
(France) 1.10.1977 – 30.9.1984

Ernst Piehl
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James Calleja
(Malta) 16.10.2013 to date

However, it is not just leaders who matter. Cedefop’s staff, past, present and future has and will continue to come from all over the European Union. Pooling their experience and expertise, they work together to provide evidence and insights into trends affecting VET and how it can help people meet the economic and social challenges they face.
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left and below: Pooling experience and expertise, circa 1994
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left and below: Pooling experience and expertise, circa 1994
below and right: Still pooling experience and expertise, circa 1994 to today

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‘The main challenge Cedefop now faces is that of elevating VET back to the level it enjoyed many decades ago. Cedefop is ideally placed to lead the way in reinvigorating VET.’

Martin Schulz, President of the European Parliament, 2015

What comes next

A brief look back illustrates how much European cooperation in VET has achieved. There is acceptance that skills for work can be acquired in many different ways. Better validation means all types of learning can lead to recognised qualifications.

European tools are making qualifications easier to understand. The EU is on course to meet its target of reducing early school leaving to an average of 10% by 2020; by 2025, around 40% of the EU workforce will have a tertiary-level qualification.

The Copenhagen process has proved very effective in bringing different interests together and providing VET with a voice at European level. Its achievements include helping develop common European tools and principles, supporting national reforms, aligning European and national VET policies, and raising VET’s profile in policy areas such as employment and social exclusion. VET is central to the Europe 2020 strategy and will, no doubt, be central to its successor. But VET reform still has a long way to go and, following the economic crisis, momentum needs to be maintained.

Over the past 40 years, Cedefop has also developed as an organisation. Its contribution to European VET policy has moved from describing to analysing, from informing to advising, and from disseminating to sharing. Cedefop will continue to develop its vision of VET to help institutions, systems and people to find new routes towards inclusion and excellence. Cedefop will be there to help.

Demography and technology are dramatically changing the world of work. Longer working lives may mean four generations working alongside each other. Work is becoming more networked and less rigidly focused on a specific workplace or around fixed working hours. Most jobs in the future will be jobs that deal with people, requiring a combination of intellectual and practical hands-on skills. Europe will need its older workforce to be adaptable, with the skills to use technology to make new and existing products better and more efficiently.

The EU has put down deep roots in developing VET, but, to cope with the challenges of the future it must continue to develop its vision of VET to help institutions, systems and people to find new routes towards inclusion and excellence. Cedefop will be there to help.
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Jean Monnet, quoted by Ernst Piehl, Cedefop Director, 1984-94
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Greece joins the EEC

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Cedefop monographs describing education and training systems of Member States

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Europe's first report on European research in VET

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1999
Cedefop moves to its new headquarters; plans to revitalise the organisation

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The EU agrees the Lisbon strategy

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Cedefop and European VET policy: a brief history in time
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Cedefop inauguration in West Berlin

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Founding members of the EEC Belgium, Germany, France, Italy, Luxembourg and the Netherlands are joined by Denmark, Ireland and the UK

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<td>Cedefop mandated to report regularly on progress made by Member States in implementing objectives agreed under the Copenhagen process</td>
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doi: 10.2801/18061

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