

PROFESSIONAL DRIVING – MORE THAN JUST DRIVING!

Already since 1973 and ever since the vocational education and training (VET) of professional drivers is a matter of European interest in order to ensure and increase safety on European roads. This interest led in 2003 to the implementation of EC directive 2003/59 that defines a common minimum level of professional drivers qualification all over EU with regard to drivers vocational abilities and beyond the requirements of the driving license. This initiative creates the unique case of an EU-wide common VET standard within a profession that provides numerous opportunities for research and evaluation within and beyond the framework of professional driving. The ProfDRV project investigated this case and the overall profession “professional driver (freight transport)” from a vocational education and training perspective and in the light of European VET policy such as the European Qualifications Framework (EQF), the European Credit system for VET (ECVET) and the overall European “New Skills for New Jobs: Anticipating and matching labour market and skills needs” initiative (see COM(2008) 868). The projects results provide a contribution to the improvement of professional driver qualification all over Europe and to the further implementation of European VET instruments in different national realities and in practical terms.

The result of the ProfDRV projects research and development work is a rich pool of

- information on professional driver qualification in selected European countries,
- points of views of different groups of stakeholders such as drivers, employers, trainers, education managers, representatives of public bodies and social partners from selected European countries on professional driver qualification,
- suggestions in order to decrease the alarming shortage of skilled workers within the profession of professional driving under consideration of the “New Skills for New Jobs” initiative,
- innovative contributions to the European debate on EQF application in practice such as an EQF compatible profile for professional driver (freight transport) and quality standards for the implementation of such an EQF compatible VET programme and
- recommendations for a sound realisation of a comparable European qualification standard for professional drivers under coherent consideration of European VET instruments that are currently applied by all EU member states.

This publication provides a synoptic overview about the ProfDRV projects results and provides the reader with a handy introduction into the further publications, material and tools developed in the projects framework. It illustrates, further explains and discusses the interfaces between the different working and development steps implemented and working areas addressed with the project such as professional driver qualification in general and based on directive 2003/59/EC or the relevance of the European Qualifications Framework for the realisation of a common minimum standard for professional driver qualification in Europe. All the information and results of the ProfDRV project lead to a set of recommendations on the further improvement and enrichment of professional driver qualification across Europe in order to meet needs and interests of employers and workers and last but not least in order to ensure and increase safety on European roads through well qualified and skilled professional drivers.

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(1) STATUS QUO OF PROFESSIONAL DRIVER QUALIFICATION IN SELECTED EUROPEAN COUNTRIES

A deeper look into professional driver qualification in selected European countries shows that qualifications for professional drivers vary as much as the different national vocational education and training systems in Europe do. Even the implementation of EC directive 2003/59 that intends to define and realise a common minimum qualification for professional drivers across Europe from the European level does not lead to a homogeneous landscape of professional driver qualification and therefore not to the intended common minimum qualification standard, but to a variety of qualifications and qualification levels of professional drivers in Europe. The following chapter provides an overview about the diversity of origins, approaches and results of professional driver qualification based on and beyond EC directive 2003/59 in selected European countries.

(1.1) Vocational education and training pathways for professional drivers

Already before the implementation of directive 2003/59 VET opportunities for the occupation professional driving has been very different from country to country in Europe. In most European countries professional driving has been perceived as an occupation that does not require special vocational training and therefore also professional drivers primarily had no special training in their occupational field "professional driving". There have been a few countries such as the Netherlands and France which already had a compulsory formal vocational education and training programme in place and other countries such as Austria, Germany and Hungary provided formal VET programmes similar to those in other occupations¹ also for professional drivers, but those had and have an inferior standing in the branch due to different reasons². A majority of countries such as Italy, Spain or the UK did not foresee initial training for professional drivers.

The implementation of directive 2003/59 and therefore the introduction of a common driver CPC³ is therefore a great step forward for the occupation "professional driver" especially in those European countries with no related (compulsory) formal initial VET programme. This is not only because the requirements on drivers increased more and more over the past decades and can in the meantime not longer be considered as an unskilled work that does not require vocational training and can be carried out by everybody. It also contributes to the professionalisation of this occupation and therefore increases its very low reputation in most European countries being one of the determining factors for the shortage of professional drivers in Europe.

EC directive 2003/59 provides the European framework for a common minimum level of training for professional drivers Europe-wide. It requires new professional drivers to undergo an initial vocational qualification and/or pass a related test and all professional drivers to attend 35 hours of period training every 5 years related to professional driving. Training contents and duration of training are defined by the EC directive and in the meantime the majority of EU countries transferred this directive into national law in accordance with the directives requirements.

Training pathways for professional drivers exist all over Europe in the meantime⁴ in this way. While access to and impact of VET for professional drivers has been very limited before, it is an integral part of the occupation "professional driver" today. But the pure existence, accessibility and attendance of training is not a guarantee for real impact. The stakeholders' points of views vary strongly with regard to the different I/CVET opportunities ability to "meet labour market needs" and "increase road safety":

¹ A formal VET programme for professional drivers for instance lasts about 3 years and is carried out within the dual system. This means apprentices are employed by and work in companies and attend vocational schools as a second component of their apprenticeship.

² See the ProfDRV country case studies on the implementation of directive 2003/59/EC, available at: <http://www.project-profdrv.eu/index.php?id=253> for further information

³ Drivers Certificate of Professional Competence

⁴ See also the ProfDRV report „Vocational Education and Training schemes for professional drivers in Europe“ for further information on the different training pathways, available at <http://www.project-profdrv.eu/index.php?id=253>

With regard to the formal IVET programmes such as implemented in Germany and in the Netherlands, those are rated by stakeholders as clearly meeting the *labour market needs*. Contrary interviews with Hungarian stakeholders suggest the conclusion that there is labour market orientation missing with regard to the formal VET programme for professional drivers in Hungary. The introduction of the driver CPC is perceived similarly. The interviews raise - at least for some countries - the doubt that the directives overall and national implementation approaches do not sufficiently meet the labour markets qualification needs on professional drivers and do therefore not adequately prepare for the jobs requirements. While a number of stakeholders claim that it is still too early to measure the impact of the different training pathways with regard to *road safety*, some refer already today to an increase of road safety through the implementation of the driver CPC while others deny that there is or will be any effect in future through its introduction on road safety because other aspect play a far more prominent role in this regard.

(1.2) The diversity of EC directive 2003/59s implementation

This variety of stakeholder opinions with regard to the driver CPCs impact already provides a first indicator for the heterogeneous implementation of directive 2003/59/EC. Although all goes back to one common European directive, the EU member states are free to decide about the way how they implement the driver CPC within their national systems. This leads to *many commonalities, but even more differences*. The major commonalities lead back to the *factors directly regulated by directive 2003/59/EC* such as the contents to be addressed as initial qualification and defined in annex 1 of the directive or the time to be spent in training. But beyond this regulated framework the implementation approaches differ strongly.

The different EU member states make for instance equal use of the pre-defined *options for initial qualification*. From the countries investigated within ProfDRV Italy, Spain and the UK went for training and test, Austria, Hungary and the Netherlands for the test only option and Germany allows both. Within periodic training only Hungary went for a final test. Partially these choices of option can be reasoned with the education traditions in the different countries such as in the cases of the UK, the Netherlands and Hungary.

Major differences can be noted with regard to the *handling of periodic training*. While for instance the Netherlands and UK allow a high degree of flexibility in the choice of topics (in the UK nearly 2.500 and in the Netherlands about 200 training courses are currently approved), all other investigated countries strongly regulate the topics to be covered by defining a fixed set of topics partially to be implemented within given timeframes. Differences also exist with regard to the eligibility of other mandatory training as part of periodic training. The UK and the Netherlands for instance consider ADR-training as eligible while this is not the case in all other investigated countries.

Besides these different approaches with regard to topics and time division within periodic training, differences appear when it comes to *requirements on training providers and trainers, on the assurance of training quality and on the way how assessment* is implemented. Although all implementation approaches are in line with the provisions of the directive, the different specifications lead to major differences in the implementation and the actual results of training and therefore to missing comparability of professional driver training and its results in Europe.

Also the overall *organisation of training and the didactical approaches* applied within training differ strongly. Training groups in Germany are for instance quite big and accommodate between 20 and 40 participants, while the average group size in Austria, Italy or the UK ranges between 5 and 15 participants. Also the methodical approaches applied within training strongly differ and incorporate learner-centred approaches. Those work with active training methods and a big share of practice-related training, but also training approaches that focus on lecturing and have a strong emphasis on theory. The same applies for assessment. But also provisions/

regulations have a strong influence on the implementation of training. Practical driving is for instance only obligatory within periodic training in the Netherlands, in Sweden and in Spain and also provisions/ regulations with regard to simulators and computer based learning strongly differ from country to country.⁵

(1.3) Heterogeneity of professional driver qualification in Europe: reasons and consequences

The observations from only seven countries described above lead to the assumption that these different approaches cannot lead to the aspired common minimum qualification standard of professional drivers in Europe although all refer to the same European directive. Training approaches differ strongly dependent on different historical, cultural, political, economical or even institutional backgrounds. They are, therefore, not comparable and lead to very different results in terms of learners abilities. In some cases interview results with employers and drivers even hint that there is no difference to the previous situation without any training at all because the training and/or tests do not have the necessary (pedagogical) quality in order to lead to the result aspired by the directive.

But what is supposed to be the (learning) result of the driver CPCs initial qualification and periodic training? What kind of abilities should holders of the driver CPC have? Directive 2003/59/EC primarily describes input parameters such as contents to be addressed, duration of training or formal requirements on training providers, but there are neither learning outcomes nor learning objectives to be reached or assessed described in the directive that can provide the necessary common denominator for professional driver qualification in Europe. It can therefore not be claimed that directive 2003/59/EC provides the necessary basis for a real common minimum qualification standard of professional drivers throughout Europe.

One might argue that in this case it is necessary to even *further harmonize and regulate professional driver training* from a European level in order to reach this common minimum qualification standard. But in light of the diversity of the national vocational education and training systems in Europe it needs to be doubted if this would lead to a desirable result.⁶

(2) VOCATIONAL EDUCATION AND TRAINING AND THE SHORTAGE OF PROFESSIONAL DRIVERS

The transport and logistics sector is one of the sectors suffering most from the increasing shortage of skilled workers in Europe. Professional drivers are one of the occupations most concerned by the shortage and this shortage causes already today serious difficulties in some European countries and regions. Besides many other factors also vocational education and training is one of the aspects that can contribute to the decrease of the driver shortage on a longer term perspective. This chapter discusses VET opportunities to decrease the driver shortage⁷.

(2.1) Orientation of vocational education on the labour markets requirements

The ProfDRV research results indicate that the professional driver shortage is primarily a qualitative shortage in terms of a mismatch between knowledge, skills and competences required by industry/ the job and offered by professional drivers on the labour market. This makes a review of VET programmes offered by vocational

⁵ Further information on these commonalities and differences can be obtained from the ProfDRV reports on "VET schemes for professional drivers in Europe" and "Methods and assessment in training for professional drivers" and from the country case studies on the directives implementation available at www.project-profdrv.eu.

⁶ See also the ProfDRV case study on "2003/59/EC – standardised Europe-wide initial and continuous vocational education and training for professional drivers: Strategies, consequences, opportunities and threats", available at www.project-profdrv.eu.

⁷ See also the ProfDRV publication "Vocational Education and Training means to approach the shortage of professional drivers in Europe" for further information, available at: <http://www.project-profdrv.eu/index.php?id=256>

education and training (formal and non-formal) useful regarding their ability to answer labour market needs and expectations and, if necessary, to suggest modifications based on labour market needs⁸. In order to do this interviews and desk research have been conducted by the ProfDRV partners to further elaborate stakeholders points of view to what extent different VET schemes for professional drivers meet the jobs/ industry requirements:

The collected data indicates that qualifications that have either been developed in a process of social dialogue such as in the case of the Netherlands or the German apprenticeship/re-training scheme or that are flexible enough to be easily adjusted to industry needs such as in the UK are considered to meet labour market needs in terms of qualification requirements. While those qualifications introduced in a top-down process such as in the example of the mandatory training in Italy or the directives training schemes in Germany are evaluated by stakeholders to be not sufficient to meet the labour markets qualification requirements on professional drivers although they are considered to be a start into the right direction. The German case indicates that with regard to professional driver training also a qualification that is considered to meet the qualification needs such as the German apprenticeship scheme for professional drivers is not instantly accepted by the branch. This can primarily be reasoned by the generally missing learning culture in the branch (Houtman et al, 2004) that rather builds on learning by doing (see the Hungarian case) than on systematic training approaches and the sectors generally rather little investment in the training of professional drivers so far (Gijsbers, de Jong & Gelderblom, 2006).

The study implemented by Gijsbers, de Jong and Gelderblom (2006) predicts for different economic scenarios with regard to road transport that qualification requirements on professional drivers will strongly increase in future. This does especially apply to abilities that refer to coping with stress, self management, planning skills, social (communication, teamwork) and intercultural competences. Furthermore e-skills and technical competences (Gijsbers, de Jong & Gelderblom, 2006, see also pwc, 2012) and learning abilities will play a more prominent role in future (Liebel & Hofmann, 1998). Also the broadening of drivers' tasks within the logistical chain with tasks that precede or succeed the actual transport of goods might play a major role in future and should be further investigated and monitored with regard to drivers qualification needs. The ProfDRV results, furthermore, showed that training referring to a healthy lifestyle in terms of nutrition, fitness and ergonomic work habits is implemented only to a very limited extend in the researched countries. Although this plays an important role within an occupation with a strongly aging workforce such as professional driving in order to remain healthy to carry out the job also at older age. But also topics such as dealing with violent situations on the road, with irregular working hours or fatigue are only rarely addressed within training. These findings indicate that in future even more attention needs to be paid to the constantly changing work and increasing qualification requirements and therefore to the continuous update of initial and continuous training (standards) for professional drivers in order to ensure drivers employability in a constantly changing industry.

But not only the qualification needs or contents addressed within a vocational training are of relevance in order to ensure orientation on the labour markets requirements. The ProfDRV interview results strongly show a plea for quality in professional driver training. It has been mentioned earlier that stakeholders partially don't see a difference in the abilities of CPC holders and non-trained drivers although CPC holders attended vocational training and/or passed a related assessment. This appraisal cannot be referred back to wrong contents required in the driver CPC training/ assessment as the ProfDRV investigation of professional drivers tasks (see chapter 4 of this publication) shows. It therefore needs to be considered if other parameters can cause poor training of professional drivers. One possible parameter has been pointed out before already – the missing definition of a real education standard in terms of learning outcomes instead of contents to be addressed. Another parameter is the quality of the training and assessment itself. This includes among others the appropriateness of methodical

⁸ This is partially done in the framework of the ProfDRV project. ProfDRV investigated the actual work tasks of professional drivers and drew conclusions what knowledge, skills and competences need to be trained in order to fulfil these tasks. The result of this development work is available in the ProfDRV core profile professional driver (freight transport), see chapter 4 of this publication or www.project-profdrv.eu.

approaches and methods applied in order to equip learners with the necessary abilities to implement a drivers tasks competently, but also to adjust to the difficult work realities of drivers, the qualification of training in terms of their subject related but also their pedagogical abilities to implement task- and action-oriented training or the reliability and validity of assessment that tests not only knowledge but also skills and competences in the understanding of the EQF.⁹

(2.2) Improving the reputation of professional driving as skilled work

The necessity to provide the conditions for recognising professional driving as a skilled work with proper vocational education and training and opportunities for occupational development and progression is pointed out over and over again as a fundamental step in order to recruit (young) people for the occupation, retain them in the branch and also to raise the image of the professional driver within the sector and in general (see also Gijsbers, de Jong & Gelderblom, 2006). Publications (see among others European Agency for Safety and Health at Work, 2011) as well as the research implemented within ProfDRV indicate that such conditions are, however, not given with regard to the occupation professional driver.

The heterogeneous landscape of vocational education and training for professional drivers across Europe has been explained before. However, one might argue that the introduction of a compulsory VET programme for professional drivers through directive 2003/59/EC provides best conditions for a proper vocational education and training of drivers in order to raise the occupations reputation in this way. This is unfortunately not in all cases true because of the often missing integration of the driver CPC into the national vocational education and training systems. The ProfDRV partner countries have different ways of coping with embedding the implementation of directive 2003/59/EC into their VET systems dependent on different factors:

- In Austria and Germany a parallel scheme to obtain the driver CPC was opened to the already existing skilled worker qualification, but those passing the apprenticeship scheme are also entitled to receive the driver CPC.
- In the UK, Spain¹⁰ and Italy the CPC opens new training schemes that are not linked to existing VET paths, if applicable.
- Hungary replaced an existing mandatory initial training for professional drivers with the driver CPC proposed by directive 2003/59/EC and keeps in addition a second VET scheme for professional drivers that has no reference to the driver CPC.
- The Netherlands integrated the driver CPC into their already previously existing VET scheme for professional drivers.

None of the driver CPC initial qualifications that are exclusively based on the European directive has been considered in the framework of the currently implemented National Qualifications Frameworks as a formal VET certificate¹¹. This partially parallel existence or missing embedding of the driver CPC into the formal national vocational education and training systems needs to be considered as a missed opportunity to increase the reputation of professional driving because in this way it is still perceived as not equal to and of lower demand than other skilled professions such as mechatronic, hairdresser, electrician or clerk with formalised and recognised vocational education and training programmes.

⁹ See also the different ProfDRV publications regarding professional driver training in Europe, available at <http://www.project-profdrv.eu/index.php?id=253>

¹⁰ With regard to Spain it is currently discussed to link the driver CPC (CAP) with the profile on professional driving in the national qualification catalogue.

¹¹ The Dutch driver CPC that has been merged with the previously existing VET scheme is considered in the Dutch Qualifications Framework (NLQF) on level 2. However, the also existing minimum CPC that follows the minimum requirements of the directive is not considered in the NLQF.

A similar situation exists with regard to further education and career opportunities that are not or only to a very limited extent available and/or accepted in the countries investigated within ProfDRV, maybe with an exception being the UK and partially the Netherlands. Nevertheless, there can be different trends suspected from the ProfDRV research results in terms of possible career prospects for professional drivers that are not formalised but arising within the industry:

- Specialisation within the driver profession (heavy-haulage, tankers, etc.) that is in some countries also connected to a different pay level (see also Liebel & Hofmann, 1998)
- Professional advancement following career steps into management positions such as team leader/ senior-driver, fleet manager or dispatcher
- Advancing into training positions within haulage companies or training providers
- Changing from an employment- to an owner-operator-status, the owner-operator stops driving at the certain point of time when he has a certain number of trucks running within its company and changes into a management position

It can therefore be claimed that professional driving is certainly not a dead-end job as it is often perceived by young people, their parents and professional drivers themselves, but has the potential for a professional career. However, the results also indicate that industry needs to realise/ open up such career prospects for qualified professional drivers as it is done in some of the cases investigated within ProfDRV.

But not only career opportunities are very limited for professional drivers, also formal further education opportunities that might facilitate such professional advancement are very rare in the investigated countries. Only for Germany a formal qualification scheme that primarily targets professional drivers has been reported with the industrial master road transport. This qualification scheme intends to open professional drivers' advancements into management and training positions. Also the certificate as road haulage operator regulated by directive 96/26/EC is partially considered as a formal further education opportunity for professional drivers in line with the possible advancement to become owner-operator within trucking, just as a number of training courses that allow specialisation such as dangerous goods, heavy vehicle, long combination vehicles, tanker, (truck-mounted) crane.

These results indicate that this specific field of VET means to approach the professional driver shortage still provides a large scope for action and improvement especially under consideration that Europe-wide National and Sectoral Qualifications Frameworks are currently discussed, developed and introduced that might facilitate the process of establishing career/ further education opportunities for professional drivers from the vocational education side.¹²

(3) THE EUROPEAN QUALIFICATIONS FRAMEWORK AND VOCATIONAL EDUCATION AND TRAINING OF PROFESSIONAL DRIVERS

The European Qualifications Framework (EQF)¹³ is a common European reference framework which links countries' qualifications systems together, acting as a translation device to make qualifications more readable and understandable across different countries and systems in Europe. It has two principal aims: to *promote workers' mobility between countries (among others in order to overcome skill shortage within Europe)* and to *facilitate citizens' lifelong learning*. But ways how people are trained or learn within the different national education and training systems or even in different institutional contexts are so diverse that they are not comparable. A situation that is also faced with regard to the driver CPC implementation approaches in Europe (as argued before already). Those are based on the input oriented European directive (duration of learning,

¹² See the ProfDRV report "Vocational Education and Training means to approach the shortage of professional drivers in Europe" for further examples and information, available at: <http://www.project-profdrv.eu/index.php?id=256>

¹³ See www.eqf-support.eu or http://ec.europa.eu/eqf/home_en.htm for further information on the EQF and its mode of action.

content to be trained) and are hardly comparable from country to country as the research conducted within ProfDRV shows.

The EQF proposes a *shift to learning outcomes* to overcome this difficulty and to make comparison between qualifications possible based on the learning outcomes they stand for. In the EQF a learning outcome is defined as a statement of *what a learner knows, understands and is able to do on completion of a learning process*. The EQF therefore emphasises the results of learning rather than focusing on inputs such as length of study. Unfortunately only a very minor number of VET opportunities for professional drivers already apply the learning outcomes approach as it is e.g. the case for the driver qualifications linked to the national qualifications frameworks in the UK, the Netherlands and Spain. But none of the other qualification schemes for professional drivers follow the EQFs learning outcomes approach, yet. This especially applies to the approaches that exclusively implement directive 2003/59/EC as explained earlier already. The missing learning outcomes orientation makes it unfortunately not possible to draw back to the learning outcomes in order to make the different VET opportunities comparable across borders.

The referencing of qualifications to qualifications framework levels is another integral part of the EQF. However, with regard to professional driver qualification only a minority of the different IVET opportunities have been references to the EQF via a National Qualifications Framework so far. However, some IVET schemes for professional drivers were already referenced to an NQF or the status of discussion already allows an indication:

- The Spanish profile "*Conducción de vehículos pesados de transporte de mercancías por carretera*" is placed on level 2 of the Spanish NQF. (This is considered to equal EQF-level 4.)
- The German apprenticeship scheme "*BerufskraftfahrerIn*" is placed on level 4 of the German NQF. (This equals level 4 of the EQF.)
- The investigated qualifications in the UK are all placed on NQF levels that have been referenced to the EQF levels 3 and 4.
- The Dutch formal professional driver qualification is referenced to level 2 of the NLQF, this equals also EQF level 2.

Since the training schemes that exclusively refer to directive 2003/59/EC are in most cases not linked to/ integrated into the national VET systems, they do also not have a reference to an NQF and the EQF. Only one source in the UK considers the integration of the driver CPC into the national VET system and proposes level 2 of the English Qualifications Framework (Skills for Logistics, 2009). This equals level 3 of the EQF.

In this context it needs to be considered that EC directive 2003/59 already includes a reference to Council decision 85/368/EEC that intended to make VET qualifications comparable among the EU member states. This decision has been superseded by the adoption of the recommendation on the establishment of the European Qualifications Framework for lifelong learning (1065/2008/EC, 2008/C 111/01). A reference to an instrument to make qualifications comparable across Europe has therefore been foreseen for directive 2003/59 from the very beginning. The intended minimum level of qualification to be reached with the initial qualification for professional drivers has been level 2 of decision 85/368/EEC (annex 1 of 2003/59/EC).

(4) DEFINING QUALIFICATION REQUIREMENTS ON EUROPEAN PROFESSIONAL DRIVERS BASED ON THEIR DAILY WORK: THE PROFDRV PROFESSIONAL DRIVER (FREIGHT TRANSPORT) PROFILE

In order to overcome the previously described obstacles in the realisation of a common Europe-wide minimum standard of professional drivers abilities, the ProfDRV consortium developed a task and learning outcomes based European core profile for professional driver (freight transport) that is compatible with the European Qualifications Framework. This profile is based on an analysis of the actual tasks a professional driver needs to perform in order

to act competently on the workplace. It was built on the results of a tasks analysis carried out by the Canadian Trucking Human Resources Council in Canada and a number of occupational profiles for professional drivers from Europe and abroad. The results have been further researched for the European context in a questionnaire survey involving about 140 drivers, trainers, employers and further transport stakeholders coming from the ProfDRV project countries as well as additional European countries.¹⁴

(4.1) Structure and contents of the ProfDRV core profile

The analysis results have been transformed by the ProfDRV consortium together with subject matter experts into a profile that fulfils the requirements of the European Qualifications Framework. This means the profile is – in order to ensure cross-border transparency and comparability – based on a description of abilities a professional driver needs to have in order to implement his/her tasks competently. Those abilities are described in terms of the EQF categories "knowledge", "skills" and "competences":

- "*Knowledge*" means the outcome of the assimilation of information through learning. Knowledge is the body of facts, principles, theories and practices that is related to a field of work or study. In the context of the European Qualifications Framework, knowledge is described as theoretical and/or factual.
- "*Skills*" means the ability to apply knowledge and use know-how to complete tasks and solve problems. In the context of the European Qualifications Framework, skills are described as cognitive (involving the use of logical, intuitive and creative thinking) or practical (involving manual dexterity and the use of methods, materials, tools and instruments).
- "*Competence*" means the proven ability to use knowledge, skills and personal, social and/or methodological abilities, in work or study situations and in professional and personal development. In the context of the European Qualifications Framework, competence is described in terms of responsibility and autonomy. Sometimes it is pointed out to be the decisive factor in the process of referencing qualifications to a qualifications frameworks level.

The profile has been divided into different task and learning areas that resulted from the initial tasks analysis. These areas have been divided into subject-specific tasks representing the core work processes and cross-cutting tasks that appear across all specific tasks/ work processes. The following areas have been defined¹⁵:

Subject-specific tasks/ core work processes

- (1) Driving and manoeuvring the vehicle
- (2) Performing pre-departure tasks
- (3) Loading and unloading
(incl. prior and subsequent tasks)
- (4) Planning driving times and routes
- (5) Maintenance of vehicle and vehicle combinations
- (6) Work documentation and paper work

Cross-cutting tasks/ processes

- (I) Cooperation with customers
- (II) Cooperation with supervisors, colleagues, controlling bodies and general public
- (III) Occupational health and safety and healthy lifestyle
- (IV) Continuous vocational education and training

(4.2) The ProfDRV profile and directive 2003/59/EC

It has not been the intention of the ProfDRV profile to express the driver CPC as defined in the framework of EU directive 2003/59 in terms of learning outcomes. This Europe wide initial qualification reflects a minimum qualification for professional drivers while the ProfDRV core profile reflects professional drivers' tasks and the related learning outcomes in terms of an ideal qualification standard based on the occupations/ labour markets requirements. This already implies that there is a difference between the driver CPC and the ProfDRV profile in terms of the contents scope.

¹⁴ Please find further information on the carried out analysis in the related research report that can be downloaded from http://www.project-profdrv.eu/fileadmin/Dateien/Downloads_front/ProfDRV_WP3_del11_analysisreport_12_01_27.pdf.

¹⁵ The complete profile can be downloaded from <http://www.project-profdrv.eu/index.php?id=254>

The ProfDRV profile differs from the contents defined in annex 1 of directive 2003/59/EC primarily in terms of the required level of processing the specified contents (see example below). Besides this general difference they primarily differ in the following aspects: The topics occupational health and safety and healthy lifestyle play a more prominent role in the ProfDRV profile. In a similar way also the dealing with violent situations and crime are further specified. While the driver CPC limits contents on vocational education and training to the legal requirements, the ProfDRV profile includes the ability to update the own abilities continuously and autonomously. Also the component on the drivers image in public or at the clients play a more important role in the ProfDRV profile. New contents added by the ProfDRV profile are customs handling, handling different means of payment and the dealing with company-internal regulations. All of these differences can be related to the differing intents of the two instruments: the driver CPC being a minimum qualification and the ProfDRV profile describing an ideal situation.

An additional major difference is the way how contents are described. While the European directive remains on a pure description of contents to be addressed within the related training (input orientation) and only rudimentarily applies a learning objective approach, the ProfDRV profile consistently describes what a learner knows, understands and is able to do on completion of a learning process. The table below illustrates the differences in the approaches on one practical example:

Directive 2003/59/EC	ProfDRV core profile		
	knowledge	skills	competence
2.1 Objective: to know the social environment of road transport and the rules governing it: maximum working periods specific to the transport industry; principles, application and consequences of Regulations (EEC) No 3820/85 and (EEC) No 3821/85; penalties for failure to use, improper use of and tampering with the tachograph; ...	4.2 Planning of and compliance with driving time and rest periods based on relevant legal regulations and on the specifications of the transport order The professional driver knows: • legal regulations for driving times and rest periods • ...	The professional driver can: • practically apply legal regulations for driving times and rest periods • manage time • He/ She considers the legal requirements on driving times and rest periods, ... He/ She applies the relevant legal regulations during the tour consequently. He/ She decides under special consideration of her/ his responsibility within road traffic and shows a professional behaviour as well as integrity. ...

The example already shows that the ProfDRV approach is to some extent less specific with regard to the actual contents/ knowledge to be addressed during training. This will be even more evident within other leaning areas. It, therefore, leaves more space for the review and renewal of contents based on changes of the state of the art in the occupation. Through the outcome oriented description of the descriptors "knowledge", "skills" and "competence" it, however, clearly defines the abilities a learner should have and those imply also elements that are not specified because they are necessary fundamentals in order to show the defined abilities. In this way the ProfDRV profile requires in the majority of cases a far higher level of performance than the driver CPCs does. The further specification and operationalisation of the learning outcomes with regard to more detailed training contents (required in order to comply with the defined standard) is, however, left to the curriculum or assessment development that needs to be clearly related to the pre-defined learning outcomes. At the same time the ProfDRV approach has a far stronger reference to the actual work processes/ tasks carried out by professional drivers. Based on the EQF approach the knowledge, skills and competences refer clearly to the process of work and map the core tasks of professional drivers in terms of the knowledge, skills and competences necessary to perform competently. The driver CPC lacks this close interrelation with the work process.

(4.3) Practical application of the ProfDRV core profile

The profile can be used as a reference in order to set up and implement new profiles, standards, qualifications and/or curricula for professional drivers based on the EQFs requirements, but also in order to make different professional driver qualifications comparable across borders.

The defined learning outcomes based core profile can facilitate transparency and comparability of the driver CPCs initial qualifications implemented all over Europe in different ways:

(1) It builds a common point of departure and reference in order to define the different national implementation approaches of the driver CPCs initial qualification but also elements of periodic training in terms of learning outcomes. Contrary to the currently applied input orientation, these learning outcome descriptions allow for a real comparability of professional drivers abilities after passing through one or another training scheme to obtain the driver CPC.

(2) Another option is the application of the learning outcomes approach already in the framework of the European directive and therefore the definition of a common minimum qualification level for professional drivers in terms of learning outcomes already from the European level. This approach offers best conditions in order to ensure real common basic qualification level of professional drivers.

Such an application of the learning outcomes approach additionally facilitates referencing of the driver CPC to the currently Europe wide developed National Qualifications Frameworks (NQFs) - that require the application of the learning outcomes approach - and therefore to the reputation/ image of the driver profession in Europe. In this way also comparability and transparency of additionally awarded professional driver certificates such as the formal VET programmes for professional drivers in the Netherlands, France, Germany or Austria can be ensured by comparing them to the driver CPC and similar certificates across borders based on the EQF/ NQF level they are referenced to.

However, in both cases it is inevitable and essential to introduce a number of quality standards¹⁶ with regard to an effective implementation of such a learning outcomes approach and in order to avoid the dilution of the desired effect of comparability and transparency and/or a common minimum qualification level of professional drivers all over Europe.¹⁷

(5) ASSURING QUALITY WITHIN PROFESSIONAL DRIVER QUALIFICATION IN EUROPE: THE PROFDRV QUALITY STANDARDS

Quality within training is one of the major factors to ensure impact and sustainability of vocational education and training. With regard to professional driver training this includes among others the meeting of labour market requirements and the increase of road safety through vocational training. At the same time the ProfDRV results allow for the conclusion that especially with regard to the implementation of the driver CPC quality is one of the major areas of concern and a serious obstacle for the sound implementation of professional driver training that threatens the successful and sustainable implementation of directive 2003/59/EC already today. Therefore, the ProfDRV consortium proposes quality standards for the implementation of professional driver training.

The standards have been developed by the ProfDRV consortium in close cooperation and under consultation with about 40 stakeholders and subject matter experts from all over Europe. These stakeholders and experts represented employers and their representative bodies, education managers and trainers in VET providing

¹⁶ See the ProfDRV EQF compatible quality standards on the implementation of professional drivers initial and periodic/continuous training available at www.project-profdrv.eu or www.eqf-support.eu for further information.

¹⁷ See chapter 6 of this publication

institutions, representatives of competent bodies, professional drivers and their representatives, representatives of ministries (of transport), sector skills councils and other experts such as researchers on VET and transport matters.

(5.1) Contents and structure of the quality standards

Quality considerations in an education context may not be limited to the delivery of the right contents or to the appropriateness of training facilities. Quality needs to be considered and addressed equally in the related working fields of all key-players involved in the implementation of such a Europe-wide common qualification instead. The ProfDRV quality standards make an attempt to provide a tool for quality development in such a context. They take into account the obstacles and good practice examples encountered throughout the ProfDRV project as well as the requirements of the European Qualifications Framework as a Europe-wide implemented instrument to facilitate comparability of VET across borders as it is also intended for professional drivers vocational education and training. All in all the proposed quality standards intend to facilitate a sound and successful implementation of directive 2003/59/EC under consideration of the characteristics of this occupation and of the diversity of vocational education and training systems in Europe.

The standards address the following questions¹⁸:

- How should directive 2003/59/EC be embedded into national vocational education and training systems?
- Which entry requirements should future professional drivers show before entering into the profession?
- Which training/ learning methods are adequate for initial qualification and periodic training of professional drivers?
- What are the requirements on trainers conducting training for professional drivers?
- What are the requirements on assessment & validation within initial qualification and periodic training?
- How is the recognition of non-/informal learning integrated?
- How should professional driver qualification be adaptable and adapted to changing skills needs?
- How can quality within periodic and initial training for professional drivers be assured?

For each of these questions the proposed quality standards define "Key questions", "Aspired target situations", "Adequate shaping measures" and the "Stakeholders concerned" by the proposed measures.¹⁹ The table below provides an example of such a proposed standard:

Key questions	Aspired target situation	Adequate shaping measure	Stakeholders concerned
(1.1) Is the driver CPC interconnected with the national qualification system and/or the national qualifications framework (NQF)?	The driver CPC is part of the public national vocational education and training system and has been referenced to the NQF directly or via a Sectoral Qualifications Framework (SQF).	<ul style="list-style-type: none"> - Description of the driver CPC in learning outcomes compatible with the NQF and referencing of the driver CPC to the NQF based on the defined learning outcomes - Treatment of the driver CPC as a public VET scheme/programme with the related consequences for the specific national context 	Public bodies and decision makers in charge of the legal basis for the national implementation of directive 2003/59/EC Responsible entities for the National Qualifications Framework

In this way the standards are not only indicators/ criteria for quality in professional driver training, but at the same time a tool for the development of quality by the different groups of stakeholders concerned with professional driver qualification and, therefore, concerned by the standards.

¹⁸ The overall ProfDRV quality standards can be downloaded from <http://www.project-profdrv.eu/index.php?id=255>

¹⁹ This approach has been adapted from the Leonardo da Vinci project "QualiVET – Quality development and quality assurance with labour market reference for the VET systems in the metal sector" coordinated by ITB (DE), see <http://www.qualivet.info/> for further information

These groups of stakeholders are primarily:

- Policy makers and authorities in charge of the national vocational education and training system and of the legal basis and the implementation of directive 2003/59/EC
- Vocational education and training providers, trainers and developers/ publishers of training material
- Competent bodies and bodies in charge of assessing and validating learning outcomes
- Employers and transport associations

Furthermore the standards address among others European bodies in charge of the legal framework for the implementation of directive 2003/59/EC, career guidance and counselling as well as employment services and general schools with the proposed shaping measures and in order to reach the aspired situation as defined in the standards. Already this variety of stakeholders addressed with the standards illustrates the scope of the ProfDRV quality standards. They equally address ...

- the policy level
by for instance defining measures for the integration of the driver CPC into the national VET systems,
- the institutional level
by among others defining requirements on the abilities of trainers or the definition of pedagogical quality criteria for instance for the accreditation of training courses and programmes as well as
- the actual interaction with the learner
such as between trainer and learner or the implementation of assessment.

Most of the proposed shaping measures can clearly be assigned to the one or the other of the major groups of stakeholders. Nevertheless, it has been considered as necessary to keep them all in one coherent and comprehensive set of standards because of the strong interrelations between the different measures being a quality criterion in itself. The major shaping measure that affects the majority of stakeholders and quality areas is, however, the application and sound implementation of the EQFs learning outcomes approach in order to ensure comparability of professional drivers' qualification.

(5.2) Implementation of the ProfDRV quality standards

The ProfDRV project consortium also investigated the extend of already realised implementation of these quality standards in the project countries as well as existing structures and instruments to be referred to in order to implement them in the different national realities. The results differ very strongly from country to country.

Especially countries such as the Netherlands that clearly integrated the driver CPC into their national vocational education and training systems and adapted the European directive to their national structures²⁰ realised the ProfDRV quality standards already to a large extend in this way. Countries such as Germany can draw back to the structures that are available from the public VET system such as training structures for in-company tutors/ trainers or to piloting results that have been achieved throughout the last years in different contexts.²¹ Other EU member states still have a long way to go in order to realise these quality standards with a strong focus on the vocational education and training dimension.

²⁰ See also the ProfDRV publication "[2003/59/EC – standardised Europe-wide initial and continuous vocational education and training for professional drivers: Strategies, consequences, opportunities and threats](#)" for further information on the different strategies applied by the project countries when implementing directive 2003/59/EC

²¹ See also the ProfDRV scenarios on the possible implementation of the ProfDRV quality standards, available at <http://www.project-profdrv.eu/index.php?id=255>

All in all it can be claimed that the Europe-wide implementation of the European Qualifications Framework (EQF) and the application of its learning outcomes approach can strongly facilitate the implementation of the ProfDRV quality standards and therefore impact and sustainability of professional driver qualification in Europe. Already the process to develop and implement a National Qualifications Framework can be a highly innovative process and can entail a number of measures that can support the application of these quality standards such as the exploration of opportunities to recognise non- and informal learning or generally the shift to learning outcomes within VET.²² A major obstacle is, however, the missing embedding of the driver CPC into the national qualifications systems/ frameworks in the majority of member states. This prevents the usage of these recent developments within VET and their application for the increase of quality within professional driver qualification.

(6) RECOMMENDATIONS FOR THE REALISATION OF A COMMON EUROPE-WIDE MINIMUM QUALIFICATION STANDARD FOR PROFESSIONAL DRIVERS

Directive 2003/59/EC aimed at realising a common Europe-wide minimum qualification level of professional drivers with the major intention to support safety on European roads, but also to address the shortage of well-qualified drivers in the industry. The ProfDRV projects investigation results reveal serious doubts if this has or even can be reached with the current approach applied with the directive and its implementation due to missing comparability of the very heterogeneous implementation approaches applied by the EU member states. This heterogeneity of implementation approaches results among others from the different vocational education and training traditions in the EU member states, but also from the very different strategies applied across Europe in order to transfer the European directive into national law and into the national structures.

The following recommendations can be made based on the ProfDRV results and from a vocational education and training perspective in order to get closer to a real common Europe-wide minimum qualification standard for professional drivers:

Embedding of the driver CPC into the different formal national vocational education and training (VET) systems and National Qualifications Framework in order to improve the quality of training through the application of existing VET structures and facilities and in order to facilitate lifelong learning of workers through bridges to other VET tracks in the formal VET system

The ProfDRV results highly support and appreciate the flexibility and space for diversity offered by directive 2003/59/EC with regard to the implementation of the directive at national level. This allows the members states to embed the directive into national law based on their national legislation, vocational education and training systems and overall national circumstances. Such an embedding of the driver CPC into the national VET systems has/ can have many assets with regard to the implementation of the driver CPC such as:

- The ensuring of a high level of quality through drawing back to established and widely recognised structures, instruments and tools as they are available in most European countries with regard to VET.
- The application of measures to ensure labour market orientation of VET through for instance social dialogue.
- The facilitation of passages for workers into other VET programmes in order to enable horizontal and vertical mobility within the VET system.
- The safeguarding of workers social benefits that are possibly connected to formally recognised qualifications.

²² See CEDEFOP (2012) for further information on the implementation of Qualifications Frameworks in Europe

- The improvement of the occupations reputation as an occupation that requires “proper” formal vocational education and training such as other occupations.

Unfortunately, only a limited number of member states made use of this flexibility in order to embed and interrelate the driver CPC into/with their formal vocational education and training systems. In a number of cases even parallel tracks have been opened for the directives implementation that have no or only very limited interfaces with the formal national VET system.

That's also why the driver CPC is in most cases not considered in the process of adapting and referencing qualifications/certificates to the currently established National Qualifications Frameworks in the course of the Europe-wide implementation of the European Qualifications Framework (EQF). This Europe-wide initiative aims to “improve the transparency, comparability and portability of citizens' qualifications issued in accordance with the practice in the different Member States” (2008/C 111/01, p.12) and first and foremost to “promoting lifelong learning and increasing the employability, mobility and social integration of workers and learners” (2008/C 111/01, p.12) as associated also with a European initiative on the qualification of professional drivers throughout Europe such as directive 2003/59/EC.

Updating directive 2003/59/EC with a reference to the European Qualifications Framework in order to enable a common minimum level of vocational education to be reached with the initial qualification and to pave the way for comparability of qualifications by broadly applying the EQF approach on professional driver qualification in Europe

Directive 2003/59/EC already refers to decision 85/368/EEC that intended to draw up mutually agreed community job descriptions for selected groups of occupations at European level. This decision has been repealed in 2008 (1065/2008/EC) and replaced by the recommendation on the European Qualifications Framework (2008/C 111/01). *“The annex to this decision [85/368/EEC] contains a five-level system for qualification levels. The fact that this structure combined training criteria with competence criteria was problematic right from the start: On the one hand, access to education and training systems (input criteria) was used to define the individual levels. On the other hand however, the five-level system defined competence profiles (outcome criteria) such as the ability to perform technical work independently.”* (Fahle & Hanf, 2005). Furthermore, the evaluation of decision 85/368/EEC showed that the chosen approach of defining community job descriptions has proven to be too inflexible in order to adapt to changing needs. (A6-0132/2008) It can, therefore be considered as appropriate to update this reference to decision 85/368/EEC with a reference to the European Qualifications Framework and its overall approach in order to reach the originally intended effect.

This reference to decision 85/368/EEC within directive 2003/59/EC furthermore contains a level reference: *“The minimum level of knowledge may not be less than level 2 of the training-level structure provided for in Annex I to Decision 85/368/EEC(1), i.e. the level reached during compulsory education, supplemented by professional training.”* (Annex 1 of directive 2003/59/EC). This means *“compulsory education and vocational training (including, in particular, apprenticeships). This level corresponds to a level where the holder is fully qualified to engage in a specific activity with the capacity to use the instruments and techniques related thereto. This activity involves chiefly the performance of work which may be independent within the limits of the relevant techniques.”* (annex to 85/368/EEC).²³ A revised level definition for the level structure defined by the EQF is recommended in order to facilitate the reaching of a common minimum level of professional drivers' qualification in Europe. The current Europe-wide development of National Qualifications Frameworks with reference to the EQF can be considered as an additional supportive factor in this regard.

²³ As an example the German apprenticeship system qualifications have been regularly referred to level 2 of decision 85/368/EEC (see also Severing, 2005 and Petersen, 2005).

Application of the EQFs learning outcomes approach on the implementation of directive 2003/59/EC in order to ensure a comparable minimum qualification standard for professional drivers across Europe

It is the intention of the EQFs learning outcomes approach to make qualifications in Europe comparable based on the outcomes of learning associated with a certain qualification/ certificate. The ways how learning takes place (input parameters) strongly differ due to different traditions in the European VET systems, but also due to formal, non- and informal learning elements within individual learning pathways. These ways of learning are therefore not comparable, but their learning outcomes are comparable independently from the way they have been achieved. Professional driver qualification based on directive 2003/59/EC and with the very heterogeneous landscape of implementation approaches is a very illustrative example for this. The previous chapters' explanations clearly argue that the definition of input parameters does not lead to common learning outcomes as necessary for a common level of professional drivers' qualification. A definition of learning outcomes to be reached as the aspired minimum qualification standard for professional drivers across Europe is therefore indispensable in order to realise such a minimum standard.

The ProfDRV core profile provides an example for an EQF-based description of learning outcomes for the occupation "professional driver (freight transport)". It has been one of the major criteria in the development of this profile to meet the actual labour markets qualification requirements on professional drivers in order to perform his/her tasks competently at the workplace. However, the profile is (as explained earlier) an ideal profile of professional drivers qualification. It can, therefore, serve as a basis for further considerations and development work in the framework of directive 2003/59/EC. For instance for the definition of a minimum education standard for professional drivers as aspired by directive 2003/59/EC or as a reference in order to describe existing qualifications for professional drivers in terms of learning outcomes and therefore make them comparable with each other. The comparability of such qualifications could be further enhanced by referencing them to levels of NQFs and through those to the EQFs level structure²⁴. In this way workers and employers would be able to better rate the "value" of a certain qualification/ certificate obtained in different educational contexts on the labour market and in the context of practical work.

Application of the ProfDRV quality standards in order to ensure a common level of quality within professional drivers' vocational education and training as basis for meeting the qualification requirements of the labour market and for contributing to the safety on European roads

High quality within professional driver training is one of the most important factors in order to ensure that the labour markets requirements on well-qualified drivers are met and that a contribution can be made to ensuring safety on European roads through the training of professional drivers. The ProfDRV results, however, allow for the conclusion that especially with regard to the implementation of the driver CPC quality is one of the major areas of concern and a serious obstacle for the sound implementation of professional driver training that threatens the successful and sustainable implementation of EC directive 2003/59 and its aims already today.

One might argue that the implementation of the learning outcomes approach as recommended earlier should already be sufficient in order to overcome most of the encountered obstacles and challenges. But experiences gained with the implementation of the European Qualifications Framework²⁵ show that the application of the learning outcomes approach on profiles only is not sufficient for comparability of qualifications/ certificates as well

²⁴ This approach could on the long run be related to a future Sectoral Qualifications Framework for the transport and logistics sector. Such an SQF structure could further address the sectors need for skilled workers, the attractiveness of the sector and its qualifications as well as occupational mobility and progression of workers in the sector.

²⁵ See among others the results of the EQF Predict (www.project-predict.eu or www.eqf-support.eu) and NQF-SQF (www.project-nqf-sqf.eu) project on this topic.

as for ensuring impact and sustainability of VET programmes on factors such as meeting of the labour markets requirements and contributing to safety on European roads with VET means.

The research of selected European countries and their approach to implement professional driver training within and beyond the scope of directive 2003/59/EC as well as the experiences gained with the European Qualifications Framework (EQF) so far enabled the identification of crucial parameters to be addressed with quality measures/standards in a European vocational education and training context. The ProfDRV quality standards can, therefore, serve as a reference for the further monitoring, development and implementation of directive 2003/59/EC as well as for the quality within VET programmes with a European scope such as VET for professional drivers in general.

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