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ELGPN TOOLS

# Lifelong Guidance Policy Development: A European Resource Kit



EUROPEAN LIFELONG  
GUIDANCE POLICY  
NETWORK

# **Lifelong Guidance Policy Development: A European Resource Kit**



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Co-ordinator 2011–12:  
University of Jyväskylä, Finland  
Finnish Institute for Educational Research (FIER)  
<http://elgpn.eu>  
[elgpn@ju.fi](mailto:elgpn@ju.fi)

Editors: Dr Raimo Vuorinen / Finnish Institute for Educational Research &  
Professor Anthony G. Watts / National Institute for Career Education and Counselling, UK

Cover and graphic design: Martti Minkkinen / Finnish Institute for Educational Research (FIER)  
Layout: Taittopalvelu Yliveto Oy

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## Preface

Rapid economic and technological changes are pushing individuals to have several job transitions during their working lives. The model 'one job for life' is being replaced by careers with several job experiences and periods of learning or of family responsibilities. Lifelong guidance to support individuals in the management of their careers is increasingly important at any age and at any point in their lives: when career management skills are being taught in schools, choosing an educational pathway (e.g. VET, higher education, further training), looking for a job or finding another job, managing work-life balance and struggling for social inclusion (e.g. in case of a drop-out from education or after long-term unemployment or inactivity).

Career guidance is an essential component of modern education and training systems to (re-)orientate younger and older generations towards the acquisition of 21<sup>st</sup> century skills. In the current context of high unemployment, guidance can help raise the awareness of people, whatever their age or qualification level, of learning opportunities that lead to the development of new skills much needed on the labour market, or that increase self-employment and entrepreneurship. As such, career guidance contrib-

utes to the Europe 2020 headline targets on reducing early school-leaving, increasing participation in tertiary education, increasing the employment rate and combating social exclusion. As expressed in the 2008 Council Resolution on better integrating lifelong guidance into lifelong learning strategies, guidance represents a crucial dimension of lifelong and life-wide learning. Guidance in the learning place not only helps students to make their learning choices for future jobs but also contributes to preventing students from leaving education prematurely and to stimulating them into higher levels of education and training.

After its first five years of existence and through intensive work processes between the network members, the European Lifelong Guidance Policy Network (ELGPN) presents this European Resource Kit with guidance to Member States to assess and review their national, regional and local lifelong guidance policies and practices, both within and across sectors, and for planning future development. The Resource Kit, illustrated by numerous examples of innovative and successful practices, covers transversal aspects related to career management skills, access to guidance services, quality assurance, and co-ordination

between different actors and stakeholders in guidance. It also includes a sectoral dimension with specific analysis related to schools, vocational education and training, adult education, higher education, employment and social inclusion.

The Commission welcomes this Resource Kit and is convinced of its value to support Member States in making lifelong guidance a reality. We have always valued the work of the network and are glad to see

the successful manifestation of ELGPN endeavours into such a useful tool. The challenge now lies in keeping the Resource Kit up-to-date and its effective implementation at national, regional and local levels. I wish the ELGPN every success for its future.

Jan Truszczyński  
Director General for Education and Culture  
European Commission



## Introduction

### 1.1 Introduction

This Resource Kit is designed to help policy-makers and other stakeholders to review existing lifelong guidance provision within their country or region, and to identify issues requiring attention and gaps that need to be filled, drawing from practices in other European countries. Lifelong guidance covers all activities designed to help individuals, at any point in their lives, to make educational, training and occupational choices and to manage their careers.

### 1.2 Policy context

Lifelong guidance has been receiving increasing attention at both European and national levels. It is recognised as a crucial dimension of lifelong learning, promoting both social and economic goals: in particular, improving the efficiency and effectiveness of education, training and the labour market through its contribution to reducing drop-out, preventing skill mismatches and boosting productivity; and also addressing social equity and social inclusion.

Two Resolutions of the Education Council (in 2004<sup>1</sup>

and 2008<sup>2</sup>) have highlighted the need for strong guidance services throughout the lifespan to equip citizens with the skills to manage their learning and careers and the transitions between and within education/training and work. The Resolutions drew attention to four priority areas: the development of career management skills; accessibility of services; quality assurance and evidence base for policy and systems development; and co-ordination of services. Member States were invited to take action to modernise and strengthen their guidance policies and systems.

Awareness of the need for lifelong guidance is evident, explicitly or implicitly, in many recent EU policy documents in both the education and employment sectors. It is also closely linked to the Europe 2020 Strategy which sets out strategic policy directions to re-invigorate economic growth that is smart, sustainable and inclusive.

Within this broad context, lifelong guidance can assist policy-makers in addressing a range of policy goals:

- **Efficient investment in education and training:** Increasing the rates of participation in and of completion of education and training

<sup>1</sup> Council of the European Union (2004). *Strengthening Policies, Systems and Practices on Guidance throughout Life*. 9286/04. EDUC 109 SOC 234.

<sup>2</sup> Council of the European Union (2008). *Better Integrating Lifelong Guidance into Lifelong Learning Strategies*. 15030/08. EDUC 257 SOC 653.

through improved understanding and matching of individuals' interests and abilities with learning opportunities.

- **Labour market efficiency:** Improving work performance and motivation, rates of job retention, reducing time spent in job search and time spent unemployed through improved understanding and matching of individual's competences and interests with work and career development opportunities, through raising awareness of current and future employment and learning opportunities, including self-employment and entrepreneurship, and through geographical and occupational mobility.
- **Lifelong learning:** Facilitating personal development and employability of all citizens of all ages through continuous engagement with education and training, assisting them to find their way through increasingly diversified but linked learning pathways, to identify their transferable skills, and to facilitate the validation of their non-formal and informal learning experiences.
- **Social inclusion:** Assisting the educational, social and economic integration and reintegration of all citizens and groups including early school-leavers and third-country nationals, especially those who have difficulties in accessing and understanding information about learning and work, leading to social inclusion, to active citizenship and to a reduction in long-term unemployment and poverty cycles.
- **Social equity:** Assisting citizens to overcome gender, ethnic, age, disability, social class and institutional barriers to learning and work.
- **Economic development:** Supporting higher work participation rates and enhancing the upskilling of the workforce for the knowledge-based economy and society.

### 1.3 Origins of the Resource Kit

This Resource Kit builds upon and complements a handbook published jointly in 2004 by OECD and the European Commission.<sup>3</sup> The 2004 handbook drew upon policy reviews in a large number of OECD and European countries.<sup>4</sup> It included a number of Common Reference Tools (CRTs) developed by the European Commission's Expert Group on Lifelong Guidance. These CRTs were designed to be used for policy and systems development at national and regional levels and in peer learning activities at European level. Their key elements were reinforced through the first Council Resolution on lifelong guidance (2004) which invited the EU Member States to examine their national guidance systems in the light of the findings of the Commission, OECD and World Bank guidance policy reviews. Cedefop subsequently produced a booklet<sup>5</sup> to support the use of these tools during study visits and peer learning activities in different EU programmes between the Member States.

The present Resource Kit incorporates some elements from the previous work (especially Section 2) but updates and extends it. It has been developed through a strong collaborative process by members of the European Lifelong Guidance Policy Network (see Annex A).

### 1.4 Structure of the Resource Kit

Section 2 of the Resource Kit identifies the common aims and principles for lifelong guidance provision (taken from the CRT in the 2004 handbook). Section

<sup>3</sup> Organisation for Economic Co-operation and Development & European Commission (2004). *Career Guidance: a Handbook for Policy Makers*. Paris: OECD.

<sup>4</sup> Organisation for Economic Co-operation and Development (2004). *Career Guidance and Public Policy: Bridging the Gap*. Paris: OECD. Sultana, R.G. (2004). *Guidance Policies in the Knowledge Society*. Cedefop Panorama Series 85. Luxembourg: Office for Official Publications of the European Communities.

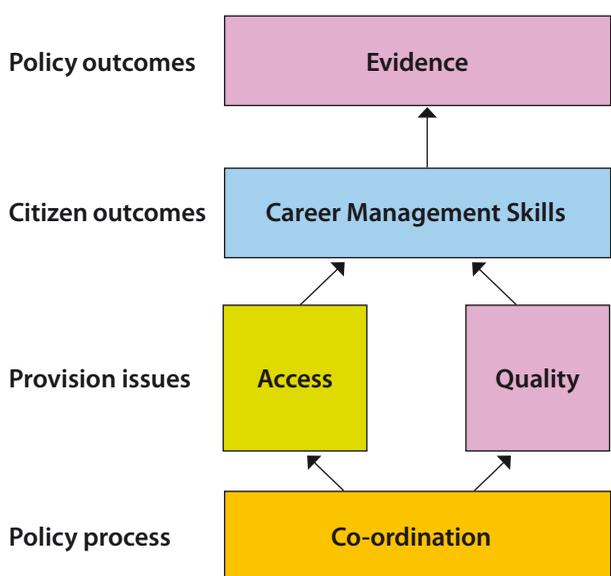
<sup>5</sup> Cedefop (2005). *Improving Lifelong Guidance Policies and Systems: Using Common European Reference Tools*. Thessaloniki: Cedefop.

3 describes the key features of a lifelong guidance system (adapted from the 2004 version, with some changes).

Sections 4–7 are based on the four key themes identified in the 2004 and 2008 EU Resolutions:

- Career management skills.
- Access, including accreditation of prior experiential learning (APEL).
- Co-operation and co-ordination mechanisms in guidance policy and systems development.
- Quality assurance and evidence base for policy and systems development.

The relationship between these four themes is outlined in Figure 1.1. In brief, the third (co-operation and co-ordination mechanisms) addresses the policy process; the second (access) and the first part of the fourth (quality) examine two key cross-sectoral policy issues; the first (career management skills) addresses the sought citizen outcomes; and the other part of the fourth (evidence base) addresses the sought policy outcomes.



**Figure 1.1:** Model indicating the relationship between the four key themes

In the context of the Europe 2020 aims of *smart* growth (developing an economy based on knowledge and innovation), *sustainable* growth (promoting a more resource-efficient, greener and more competitive economy) and *inclusive* growth (fostering a high-employment economy delivering economic, social and territorial cohesion), the Resource Kit seeks to address relevant policy areas at EU and member-country levels. While maintaining a transversal overview of lifelong guidance policy development, it is designed to support strong interfaces with sectoral policy developments in six main areas:

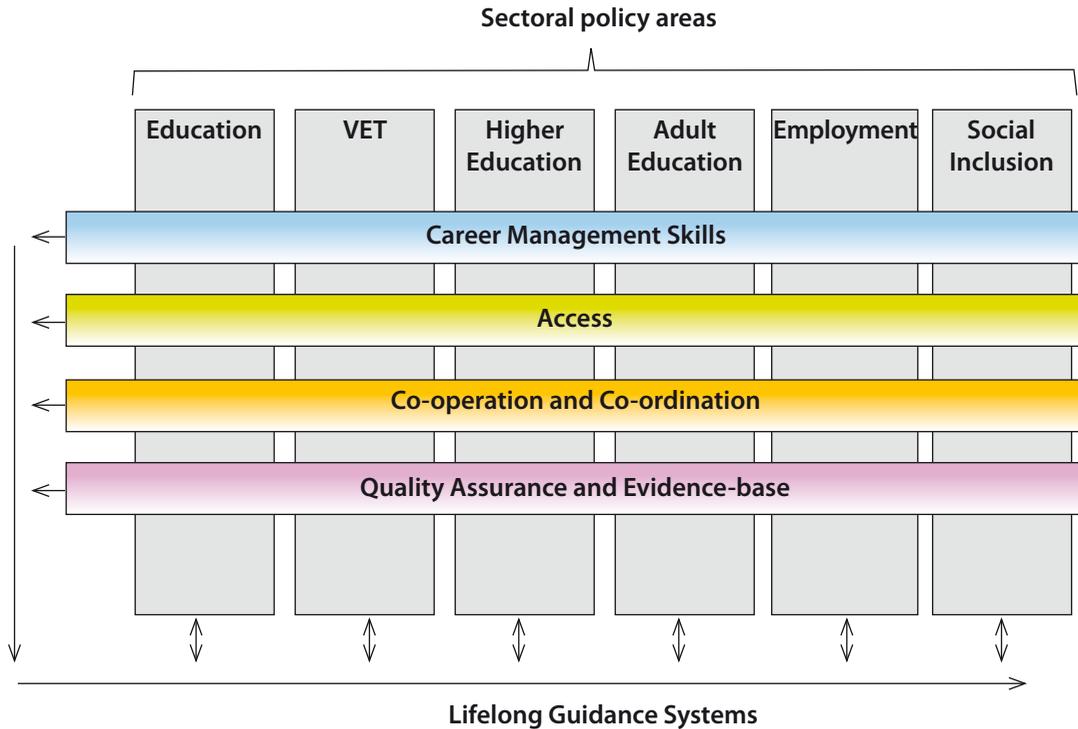
- Schools.
- Vocational education and training (VET).
- Higher education.
- Adult education.
- Employment.
- Social inclusion.

The bridges between the key themes and the sectoral policy areas are presented in Figure 1.2 overleaf.

Accordingly, Sections 4–7 are structured in a standard form:

- Policy issues (transversal).
- Questions that policies need to address (transversal).
- Policy steps (transversal).
- Implications for policy sectors.

It is important to note that even where guidance services are located *within* sectors (as they often are), they are concerned with helping individuals to move *across* sectors.



**Figure 1.2:** Bridges between the key themes and the sectoral policy areas

## 1.5 Using the Resource Kit

Possible ways in which the Resource Kit might be used include:

- By national or regional or local guidance forums (or other co-ordination mechanisms), to review the full range of lifelong guidance provision in their country/region/area.
- By policy-makers and/or stakeholders in particular sectors, to review their guidance policies, services or programmes within a lifelong guidance context.
- By policy-makers and/or stakeholders interested in examining relevant policy developments in other countries.
- Within training programmes for guidance practitioners, to enrich their understanding of the policy context to their work.



## Aims and Principles

### 2.1 Introduction

The text below represents a set of common aims and principles for lifelong guidance provision originally agreed under the auspices of the European Union's Education and Training 2010 work programme. The development of common aims and principles for lifelong guidance provision at European level to support national policy and systems development was noted in the Council Resolution (Education/Youth) of May 2004 on strengthening policies, systems and practices for lifelong guidance in Europe. The Resolution prioritised the centrality of the individual/learner in the provision of such services, and the needs to (i) refocus provision to develop individuals' career competence, (ii) widen access to services and (iii) improve the quality of the services. The principles for guidance provision that follow are grouped according to those priorities.

### 2.2 What does lifelong guidance mean?

Lifelong guidance refers to a range of activities<sup>6</sup> that enable citizens of any age, and at any point in their lives, to: identify their capacities, competences and interests; make meaningful educational, training and occupational decisions; and manage their individual life paths in learning, work and other settings in which these capacities and competences are learned and/or used. Lifelong guidance is provided in a range of settings: education, training, employment, community, and private.

### 2.3 Aims of lifelong guidance

*Lifelong guidance aims to:*

- Enable **citizens** to manage and plan their learning and work pathways in accordance with their

<sup>6</sup> Examples of such activities include information and advice giving, counselling, competence assessment, mentoring, advocacy, and teaching career decision-making and career management skills. A variety of terms is used in different countries to describe these activities. These terms include educational, vocational or career guidance, guidance and counselling, occupational guidance, and counselling. To avoid ambiguity, the term 'guidance' is used in the text to identify any or all of these forms of provision; the term 'lifelong guidance', parallel to 'lifelong learning', indicates the aspiration to make such guidance available on a lifelong basis.

life goals, relating their competences and interests to education, training and labour market opportunities and to self-employment, thus contributing to their personal fulfilment.

- Assist **educational and training institutions** to have well-motivated pupils, students and trainees who take responsibility for their own learning and set their own goals for achievement.
- Assist **enterprises and organisations** to have well-motivated, employable and adaptable staff, capable of accessing and benefiting from learning opportunities both within and outside the workplace.
- Provide **policy-makers** with an important means to achieve a wide range of public policy goals.
- Support local, regional, national and European **economies** through workforce development and adaptation to changing economic demands and social circumstances.
- Assist in the development of **societies** in which citizens actively contribute to their social, democratic and sustainable development.

## 2.4 Principles of lifelong guidance provision

The following principles underlie the provision of lifelong guidance:

### *Centrality of the beneficiary*

- **Independence** – the guidance provided respects the freedom of the career choice and personal development of the citizen/user.
- **Impartiality** – the guidance provided is in accordance with the citizen's interests only, is not influenced by provider, institutional and funding interests, and does not discriminate on the basis of gender, age, ethnicity, social class, qualifications, ability etc.
- **Confidentiality** – citizens have a right to the

privacy of personal information they provide in the guidance process.

- **Equal opportunities** – the guidance provided promotes equal opportunities in learning and work for all citizens.
- **Holistic approach** – the personal, social, cultural and economic context of a citizen's decision-making is valued in the guidance provided.

### *Enabling citizens*

- **Active involvement** – guidance is a collaborative activity between the citizen and the provider and other significant actors (e.g. learning providers, enterprises, family members, community interests) and builds on the active involvement of the citizen.
- **Empowerment** – the guidance provided assists citizens to become competent at planning and managing their learning and career paths and the transitions therein.

### *Improving access*

- **Transparency** – the nature of the guidance service(s) provided is immediately apparent to the citizen.
- **Friendliness and empathy** – guidance staff provide a welcoming atmosphere for the citizen.
- **Continuity** – the guidance provided supports citizens through the range of learning, work, societal and personal transitions they undertake and/or encounter.
- **Availability** – all citizens have a right<sup>7</sup> to access guidance services at any point in their lives.

<sup>7</sup> European Social Charter (1996 Revision) Article 9 – The right to vocational guidance: 'With a view to ensuring the effective exercise of the right to vocational guidance, the Parties undertake to provide or promote, as necessary, a service which will assist all persons, including the handicapped, to solve problems related to occupational choice and progress, with due regard to the individual's characteristics and their relation to occupational opportunity: this assistance should be available free of charge, both to young persons, including schoolchildren, and to adults.'

- **Accessibility** – the guidance provided is accessible in a flexible and user-friendly way such as face-to-face, telephone, e-mail, outreach, and is available at times and in places that suit citizens' needs.
- **Responsiveness** – guidance is provided through a wide range of methods to meet the diverse needs of citizens.
- **Continuous improvement** – guidance services have a culture of continuous improvement involving regular citizen feedback and provide opportunities for staff for continuous training.
- **Right of redress** – citizens have an entitlement to complain through a formal procedure if they deem the guidance they have received to be unsatisfactory.
- **Competent staff** – staff providing guidance have nationally accredited guidance competences to identify and address the citizen's needs, and where appropriate, to refer the citizen to more suitable provision/service.

### *Assuring quality*

- **Appropriateness of guidance methods** – the guidance methods used have a theoretical and/or scientific basis, relevant to the purpose for which they are used.





## Key Features of a Lifelong Guidance System

### 3.1 Introduction

This section describes the key features of a lifelong guidance system. It is intended to be used by policy-makers and stakeholders as a checklist for self- and peer-review at national, regional and local levels. It represents an ideal model of a lifelong guidance system against which the features of existing systems can be assessed. It is intended to be used in conjunction with the common aims and principles for lifelong guidance set out in Section 2.

### 3.2 General system features

- Lifelong learning and sustained employability are the guiding frameworks for the development of policies, systems and practices for lifelong guidance.
- Lifelong guidance is an integral part of policies and programmes relating to education, training, employment and social inclusion, including such issues as gender equity, human resource development, active ageing, regional and rural development, and improving living and working conditions.
- The lifelong guidance system includes provision in schools, colleges, universities, training

agencies, employment services, workplaces and other community settings.

- It accordingly includes provision in the public sector, in the private sector, and in the voluntary and community sector.
- Since access to quality-assured guidance is a public as well as a private good, the government is recognised as having an important role not only as a provider but also in stimulating the wider market in guidance and ensuring that it is quality-assured.
- Policies in relation to lifelong guidance are developed in a co-ordinated way at national level, at regional level, at local level, and at institutional level, linked to funding structures and jurisdictional powers in the range of different sectors and structures in which it is located.

### 3.3 Career management skills features

- Citizens are provided with opportunities to learn how to make meaningful educational and occupational decisions and how to manage their progression in learning and work.

- Programmes to develop such career management skills are provided to all young people as part of compulsory schooling.
- The continued development of these career management skills is the focus for all subsequent guidance provision.

### 3.4 Access features

- Citizens have access to guidance throughout their lives, and particularly at key transition points.
- This includes access to comprehensive and integrated educational, occupational and labour market information.
- Such guidance is provided at times, in locations, and in forms that respond to their diverse individual needs, and includes access to service delivery that is independent of the interests of particular institutions or enterprises.
- Particular attention is paid to assuring access to relevant guidance for groups at risk of social exclusion, such as: those who do not complete compulsory schooling or leave school without qualifications; members of linguistic and other minority groups; persons with disabilities; migrant workers; and people who are unemployed.
- Delivery systems include processes to stimulate regular review and planning, to identify competences gained from non-formal and informal learning, and to investigate and experience learning and work options before choosing them.
- Delivery systems match levels of personal help (from brief to extensive) to personal needs and circumstances.
- Technology is integrated effectively with personal services to extend and enhance access to guidance.
- Entitlements to guidance are clearly defined and transparent to citizens.

### 3.5 Quality and evidence features

- Clear professional standards are established for guidance practitioners working in a variety of different roles in different sectors.
- These standards are linked to career progression routes for guidance practitioners, which include progression to and from related occupations.
- The standards for practitioners are complemented by organisational quality standards.
- Continuing improvement in the design and implementation of guidance services and of guidance tools and products is promoted through citizen/user involvement and through the application of citizen entitlements and quality-assurance procedures.
- Policy-making is informed by an evidence base which includes systematically-collected data on the financial and human resources devoted to career guidance (including cost-benefits to governments and to individuals), on client need and demand, on the characteristics of clients, on client satisfaction, and on the outcomes and cost-effectiveness of different forms of careers provision (including on-line and off-line provision).
- Research is undertaken to support evidence-based policy and systems development.

### 3.6 Co-ordination and co-operation features

- Guidance policies and programmes are developed in a co-ordinated way across the education, training, employment and community sectors.
- The roles and responsibilities of all those who develop lifelong guidance policies, systems and programmes are clearly defined.
- Policies and programmes for lifelong guidance are formulated and implemented through

stakeholder participation in guidance forums or other co-ordination/co-operation mechanisms, at national, regional and local levels. Relevant stakeholders include ministries, social partners, service providers, education and training institutions, guidance practitioners, and service users (e.g. parents, youth).

- Formal networks and partnerships of guidance providers are established at local level.
- Representatives of the social partners and other stakeholders are included in the bodies responsible for governing publicly-funded guidance services.

### 3.7 Case studies

For two examples of systematic efforts to develop a lifelong guidance system, see Case Studies 3.1 and 3.2. Other countries have sought to develop a more coherent lifelong guidance system through other means, e.g. cross-sectoral quality and evidence initiatives (see Case Study 6.13 on Germany in Section 6.5.7).

#### Case Study 3.1: Development of the Hungarian lifelong guidance system

With EU funding, the systematic development of the Hungarian lifelong guidance system started in 2008 under the Social Renewal Operative Programme, led by the Public Employment Service. The first phase ended in June 2011, and included:

- Building a core network of lifelong guidance professionals, with a unified protocol and a newly developed national competency matrix.
- Building a wider lifelong guidance delivery network (including teachers, social workers and other professionals).
- Creating a new web portal, including films and folders about occupations, a wide range of self-assessment questionnaires (on skills, interests, values, work preferences, etc.), an extended range of databases covering all sectors of education, training and employment opportunities, and a virtual community of career guidance professionals.
- Providing support for 83 people to start master's level studies in career guidance, in two universities.
- Short courses for teachers, social workers and others to train them in basic career guidance skills, drawing from a ten-module programme developed for this purpose (with 2,000 participants).
- Developments through the National Lifelong Guidance Council in relation to: legal regulation of career orientation; impact and cost-effectiveness of lifelong guidance; developing performance indicators for lifelong guidance; and user perceptions of career guidance services.

### Case Study 3.2: Citizens' right to lifelong guidance in France

Since 2009, a French law has established for every citizen a right to benefit from lifelong guidance, including career information. This law set up an inter-ministerial delegate, reporting to the Prime Minister, on educational and career guidance. The delegate's role is to co-ordinate the actions of the educational services, student services, employment services, and youth and vocational training services. It includes:

- Setting priorities regarding national policies on career information and on educational and career guidance.
- Setting quality standards.
- Co-ordinating policies at regional level.

Three main policies are promoted:

- The awarding of a quality label 'guidance for all' (*orientation pour tous*) to organisations or agencies which are capable of providing individual counselling and have agreed to work as a coordinated network.
- A free online service ([www.orientation-pour-tous.fr](http://www.orientation-pour-tous.fr)) which includes 200,000 files on training, more than 1,000 on qualifications, and more than 2,000 on employment. It also lists all guidance services which have been awarded the quality label.
- A national telephone line (0811-703939) which provides free information and support on educational and career guidance. When the telephone practitioner is not able to answer a question, the call is transferred to a relevant counsellor.

*Further details of all the case studies in this Resource Kit are available in the ELGPN database (<http://elgpn.eu>).*



## Career Management Skills

### 4.1 Introduction

This section addresses policy issues related to the development of career management skills (CMS). CMS refer to a range of competences which provide structured ways for individuals and groups to gather, analyse, synthesise and organise self, educational and occupational information, as well as the skills to make and implement decisions and transitions. They are therefore of value to the individual in terms of constructing and implementing a life project in which work, whether as an employee or as a self-employed person, occupies a central place. A number of EU Member States have invested resources in developing CMS programmes for students in schools and in further and higher education settings, as well as for youths and adults in such contexts as Public Employment Services. If the aim of lifelong guidance programmes is to help individuals to manage their careers, then CMS define the sought outcomes from such programmes.

The section is divided into four sub-sections: policy issues (Section 4.2); questions that policies need to address (Section 4.3); a possible progressive continuum of policy steps (Section 4.4); and implications for six policy sectors – schools (Section 4.5.1), VET (Section 4.5.2), higher education (Section 4.5.3),

adult education (Section 4.5.4), employment (Section 4.5.5) and social inclusion (Section 4.5.6).

### 4.2 Policy issues

- The need for citizens to cope with diverse challenges throughout their lives, including more frequent career changes, require individuals to have highly developed CMS, especially in times of high rates of unemployment and intensified job insecurity. In many countries, however, such skills either do not feature prominently in learning programmes, or are delivered in ways that do not guarantee access and mastery of competences to all. Few if any have developed a framework that clearly articulates the rationale behind the learning of CMS, and the content of a CMS programme for different age and target groups.
- In the compulsory education sector, CMS programmes tend to be delivered either as a stand-alone and timetabled subject, or as a series of themes taught across different subjects in the curriculum, or through extra-curricular activities. Key policy challenges relevant across all

modalities of delivery include: the provision of specific training of those who run CMS programmes; the choice of pedagogy to facilitate effective learning; and the deployment of assessment strategies that provide evidence of mastery. Furthermore, when CMS is infused throughout the curriculum, policies need to be developed in order to ensure that learners recognise the CMS input made in different subjects, and to mobilise that learning in response to different life challenges.

- In the university sector, the demands on outcome orientation and on the enhancement of employability called for by the Bologna Process have led to a great variety of CMS activities and models at central as well as faculty levels. Depending on context, such initiatives have been led either by faculty, by career guidance services, and/or by students themselves. Some universities award academic credit for their CMS programmes, while others see such programmes as part of their extra-curricular offer. The key policy challenge in this sector is to overcome fragmentation and to integrate existing bottom-up and top-down processes in a strategic perspective. Such a strategy needs to integrate the demands on student-centred teaching and learning, student support and the enhancement of employability in a meaningful way, and to make use of the potential of CMS for improving the quality of teaching and learning in the European Higher Education Area.
- CMS are also required by young people in other post-compulsory education and training, but few institutions offer specific services in this regard, or they do so without assigning formal credit to those who follow such programmes. This tends to reinforce the notion that CMS are peripheral to such provision.
- Public Employment Services often offer programmes that help unemployed young people and adults develop CMS. Here, the challenge is to go beyond short-term concerns with CMS

needed to gain immediate job placement, to more long-term concerns with planning and managing one's own career development.

- Other stakeholders who play a part in promoting and inculcating CMS include employers, particularly through the role they play in education and in initial and continuing training, such as when they offer traineeships and placements.
- Different population groups are presented with diverse challenges as they negotiate work/life demands. In many cases, however, CMS programmes are not designed to respond to the diversity of citizen needs, and may therefore only be marginally effective at best.
- Children, young people and adults often learn how to manage work/life demands in contexts that are not dedicated to formal education and training. It is accordingly important to develop capability in those partners and individuals who influence the learning of CMS in non-formal environments, including parents, NGOs and voluntary organisations.

### 4.3 Questions that policies need to address

- What are the competences that citizens of all ages need in order to effectively manage their career in a lifelong perspective? How can such competences be organised within a framework that is meaningful in their substance and in developmental terms?
- How can such competences be taught in educational and other contexts, in ways that, while effectively catering for all citizens, are also sensitive to different life development challenges, and the specific concerns of groups and individuals with diverse social, economic, cultural and other needs?
- How can different providers work together to offer CMS programmes more effectively, in

ways that make the best use of their specialised knowledge of the worlds of education, training, and employment?

- Who should provide CMS training, and what role is to be played by guidance staff in developing and delivering CMS programmes in different contexts and settings?
- What strategic policy decisions need to be taken in order to widen access to CMS provision, to assure its quality, and to ensure that all citizens have the opportunity to master key career management competences effectively?
- Which pedagogical/andragogical strategies and resources are most effective in enabling the mastery of career management competences, and how can such mastery be assessed and accredited in ways that support career development across different life stages? How can CMS staff be trained in ways that render them more effective in helping citizens to develop CMS?
- How can we ensure that citizens are able to decode the world around them, so that while they are empowered to develop key competences that support career development, they are also critically aware of the economic constraints that limit their options and capacities, and do not assume that they are individually responsible for structural and systemic failures?
- How can such CMS be developed with

employed and unemployed people in PES contexts, in ways that support different transitions, and the specific needs and concerns of groups and individuals with diverse age, social, economic, cultural and other backgrounds?

- What role should be played by employers and the social partners in helping citizens to develop career management competences, facilitating their transitions throughout life?
- Which criteria should be used in order to evaluate the quality of CMS programmes?
- Which kinds of data need to be generated in order to measure the impact of CMS programmes?

#### 4.4 Policy steps

Each context, whether regional, national or otherwise, has its own specific features. It is therefore difficult and probably unwise to try to trace a single policy progression route in the implementation of CMS programmes that is applicable to different contexts, or even to different sectors within the same context. Despite this, assuming that there is value in a rationally planned programme that enhances CMS learning, it may be helpful to review a series of policy steps on different aspects of progression, as outlined in Table 4.1.

**Table 4.1:** Progression continuum of policy steps leading to CMS implementation

<b>Feature 1: The learning/development experience</b>		
<p><b>Ad hoc, optional content, not framed by policy</b> Career education optional; CMS not mentioned in the curriculum; CMS not delivered in PES</p>	▶ ▶ ▶ ▶ ▶	<p><b>Organised, compulsory content</b> Career education compulsory; CMS taught within a separate career education subject, or as a cross-curricular topic, or both; schools/colleges can opt for CMS as a subject or choose a cross-curricular model of CMS teaching; CMS as an intervention embedded in PES</p>
<p><b>One-size-fits-all</b></p>	▶ ▶ ▶ ▶ ▶	<p><b>Developmental, customised focus</b></p>
<p><b>No special staff training</b> No staff training for CMS delivery; no partnership with external resources</p>	▶ ▶ ▶ ▶ ▶	<p><b>Delivered by trained staff, in partnerships</b> Sources and agencies of CMS acquisition co-ordinated through careers teacher or guidance practitioner; evidence of staff training to deliver CMS; school/college and PES team trained to deliver CMS in co-operation with external resources</p>
<p><b>Traditional teaching/methodologies</b> Traditional teaching and training approaches prevail; teaching limited to didactic instruction; no specific learning materials for CMS</p>	▶ ▶ ▶ ▶ ▶	<p><b>Pedagogically/andragogically stimulating and resourced</b> Evidence of use of CMS materials and of innovative methods, including experiential learning with both in/out-of-school activities</p>
<b>Feature 2: Monitoring and verification of outcomes</b>		
<p><b>No supervision or quality standards</b> No system in place to monitor and evaluate CMS activities</p>	▶ ▶ ▶ ▶ ▶	<p><b>Programme monitored and supervised</b> System in place to monitor and evaluate CMS activities; monitoring leads to progressive quality and impact gains</p>
<p><b>Narrow outcome focus</b> CMS not explicitly set as a learning/developmental outcome</p>	▶ ▶ ▶ ▶ ▶	<p><b>CMS learning integral part of citizen competences</b> CMS set explicitly as an learning/developmental outcome either separately or within relevant subjects or interventions</p>
<p><b>Assessment absent or a formality</b> No evidence of formal CMS assessment</p>	▶ ▶ ▶ ▶ ▶	<p><b>Authentic assessment, fit-for-purpose</b> Evidence of systematic and advanced formative assessment of CMS; assessment used as a didactic tool for self-development</p>
<p><b>No regular reporting</b></p>	▶ ▶ ▶ ▶ ▶	<p><b>Regular reporting</b> Education, training and PES institutional reports with documented evidence collated in a national database and evaluated; annual national report published, with recommendations; recommendations integrated into further policy reforms and action plans</p>

## 4.5 Implications for policy sectors

### 4.5.1 Schools

- Schools present the policy-maker with an invaluable opportunity to ensure that all citizens are equipped with CMS, given that students in the compulsory education sector constitute a 'captive audience'.
- However, the integration of CMS in and/or across the curriculum needs to take place in an organised rather than 'ad hoc' manner, following established curriculum design principles such as relevance, progression, customisation, and flexibility.
- A good example of such an organised approach to CMS frameworks, integrated within a country's core curriculum, is from Finland (see Case Study 4.1).
- Many countries are developing innovative teaching and assessment methodologies in order to support students in critical reflection on the transition from school to work and in their development of CMS. A good example of such curricular initiatives is Germany's *Berufswahlpass* or 'Career Choice Passport' (see Case Study 4.2). Other examples are the 'STOP & GO' initiative in Luxembourg (Case Study 4.3) and 'Job Exposure' in Malta (Case Study 4.4).
- Those who deliver CMS programmes need to be close to both the worlds of education and training, and of work: this implies that they require specialised preparation for their roles, including the skills to work in partnership with others both inside and outside the school.

#### Case Study 4.1: Finland's core curricula and the promotion of CMS

In Finland, in the comprehensive education grades 1-6, school counselling is integrated in other subjects. Within grades 7-9, students have a total of 95 hours of guidance and counselling, which are timetabled like any other subject. In upper secondary general education, students have a 38-hour compulsory course and one optional 38-hour specialisation course in guidance. In vocational secondary level education, a relevant module is integrated into all vocational subjects. The basic goals of the curriculum guidelines (2004) for guidance and counselling are:

- To support personal growth and development of the students.
- To promote the development of study skills and to help with learning difficulties.
- To counsel and guide the students in educational and occupational orientation.

The curriculum guidelines stress the importance of using different sources of information, with computer-literacy use of the internet being considered particularly important. Guidance and counselling services in educational settings can be described as processes by means of which students are prepared for active transitions and for the future. This entails citizens having enough information about educational opportunities, an experiential understanding of what working life is like, and adequate information about different occupations.

#### Case Study 4.2: The Berufswahlpass (Career Choice Passport): a portfolio approach to support CMS in general schools in Germany

In Germany, in all federal states (*Länder*), systematic vocational preparation and orientation have long been taught as a special subject, which may be named in different ways (e.g. lessons on work, or on work-economy-technology), or are embedded in other subjects. Career orientation and CMS are key components.

To support the learning processes, the portfolio *Berufswahlpass* (career choice passport) is integrated into the lessons in 12 of the 16 federal states. It includes information for career orientation; helps to assess and evaluate personal strengths and interests through self- and external assessment; and provides checklists to match career orientations and personal strengths. Thus, it seeks to assess career learning and to encourage critical reflection and exchange with other learners. Through its resource-oriented portfolio approach, self-awareness, self-esteem and self-efficacy are strengthened. The career orientation process and the acquisition of CMS are further supported and assessed through career guidance, provided through co-operation with the PES guidance service. The passport helps pupils with documenting the steps in the career choice process and with managing and valuing relevant documents. Developed as part of a 'School / Economy and Work' programme funded by the Federal Ministry of Education and Research, it has been widely used in about 80% of general schools since 2005. Continuing development is ensured by a working group of federal states using the tool, which also runs the website and organises related activities.

#### Case Study 4.3: 'STOP & GO' programme, Luxembourg

The 'STOP & GO' programme focuses on personal orientation, personal development and career guidance by bringing together teaching resources inside the school with external stimulus from staff specialised in the artistic, cultural and therapeutic areas. The programme is targeted at students aged 14-15 in transition from lower secondary to upper secondary school (mainly VET). Its aim is to integrate the experiences of creative work into everyday life and to support the development of students' transversal skills: self-assurance, self-worth, self-confidence and sustainable self-efficiency, including ability to take decisions and flexibility in taking action. 'Life stage workshops' integrated into the weekly course-work help to develop social and personal skills during the school year, while intensive artistic workshops help to develop formative and artistic skills. The evaluation by Trier University (Germany) concluded that the programme enabled young people to understand their biographical and body awareness and to cope with social situations more effectively.

#### Case Study 4.4: Job Exposure in Malta

Job Exposure is a national project in which a selection of Form 4 students (aged 14-15) are placed for one week in a workplace context related to the financial sector (e.g. bank or insurance company), the health sector (e.g. hospital or health-care centre) or the ICT sector (e.g. software company). Students observe workers on the job, while also performing small tasks. A log-book helps them to reflect upon personal and workplace issues. They are also prepared through weekly e-mailed tutorials, addressing four topics: gathering industry and health-related information; making a good first impression; planning your way to the place of work; and making good use of the log-book. Queries are followed up and appropriate guidance provided.

Job Exposure helps students to think concretely about their career path and widens their awareness of career opportunities. It also helps students to understand the links between what they are learning in school and work opportunities. Consequently students are more likely to attend to their class work and build a positive mental image of their future. They are also made aware of the importance of mastering a number of soft skills. Exposure to the labour market plays an important role in preparing young people for their transition to employment and bridging the gap between schooling and the world of work.

#### 4.5.2. VET

- It is often erroneously assumed that students following vocational courses have already made informed decisions about what careers they would like to pursue, and that they have developed CMS through their experience in formal apprenticeships, or through after-school, holiday and part-time employment.
- This flies in the face of evidence and experience, which indicates that students in the VET sector are sometimes there not by choice, but because they have been tracked there by the mainstream general education system, or because there were no better options. Sometimes VET students are in the right track, but in the wrong programme: such students could also have benefited from guidance.
- Students often have negative experiences at school, see little relationship between formal learning and the world of work, and are frequently in need of career learning in order to better manage the increasingly complex and non-linear transitions between education, training, and work.
- Frequent changes in production and the economy, together with increasingly insecure employment contracts, reinforce the claim that VET students also need to develop CMS, and to do so in a lifelong perspective. This highlights the need for CMS not only in initial but also in continuing VET, since such skills can be beneficial to employees in their efforts to plan their professional development and to manage their careers over time. Case Study 4.5 shows how, in Italy, a training record has been introduced to support transitions by helping citizens highlight their vocational learning, making this more transparent for career management purposes.

### Case Study 4.5: Making vocational learning more transparent in Italy

The *Libretto formativo del cittadino* (Personal Training Record) is a tool designed to gather, summarise and document the various learning experiences and skills acquired by citizens during their participation in VET courses, as well as in work and in their everyday lives. The goal is to increase the transparency and usability of skills and employability. The Personal Training Record was defined by national institutions (Inter-Ministerial Decree, 10 October 2005) and is issued and managed by the Regions and independent Provinces, as part of their responsibilities for vocational training and skills certification. Initially it was introduced and piloted only in some Regions. This piloting was tailored to correspond to the distinctive realities of each Region, within a shared work-plan. At the end of the pilot period, the Personal Training Record will be available for all citizens requiring it. It can be used within education and training systems as well as in the labour market. It is primarily a tool to highlight one's skills, qualities, and achievements, facilitating transparency and recognition in order to enable citizens' transitions.

### 4.5.3 Higher education

- Increasingly, universities and other higher education institutions acknowledge that, besides having responsibilities to impart knowledge and skills in specific areas and disciplines, they also have an important role to play in supporting the transition of young people and adults into employment, and in helping them to develop the skills to manage their career development over time.
- In some cases, students take part in CMS programmes which are extra-curricular in nature. While these can be both useful and effective, they may at times be viewed as frills.
- Other higher education institutions award credit to students who follow such programmes, and in some cases have designed sophisticated teaching and assessment strategies that provide powerful learning environments for students to reflect on the way they can mobilise learning from different life situations in order to support their own career development.
- One such initiative is reported in Case Study 4.6, which illustrates how portfolios can be used to encourage personal action planning and better-informed career self-awareness and decision-making.
- An example of career education as a core career management service for students in HE is provided in Case Study 4.7. An example of career self-management seminars in one particular university is offered in Case Study 4.8.

#### Case Study 4.6: Portfolio of Experiences and Competences (PEC) in France

Since 2008, in the framework of a national programme, 20 French universities have been developing CMS by supporting students in validating their experiences and competences. This validation is structured in such a way that it becomes an academically highly relevant educational process. It is accompanied by university teacher-researchers who have been trained to work with this approach. PEC (*le Portfeuille d'Expériences et de Compétences*) not only prepares young people to talk about themselves in terms of knowledge and competences needed for transition to work, but is also a tool that helps them find meaning in theoretical learning through reflection on their activities. Students intensify their learning in the context of the university by gaining the ability to transfer their knowledge to social and professional contexts.

The programme includes training sessions, personal counselling and tools on a digital platform. Faculties co-operate in integrating the approach into their study programmes, and develop modules to support this process. One of PEC's long-term objectives is to 'scaffold' students' autonomy, within the perspective of the needs of the economy. In this way, the PEC project constitutes an important contribution to implement three essential objectives of the European Higher Education Area: student-centred learning, employability, and outcome/competence orientation.

#### Case Study 4.7: Model of the career management services for students in HE in Lithuania

In Lithuania, the model of career management services for students in HE was approved by the Ministry of Education and Science in 2011. Developed as a part of an EU-funded project implemented by Vilnius University in partnership with 27 other higher education institutions in Lithuania, it describes the system of career management services in HE institutions: their mission, vision, goals, tasks and evaluation criteria, and their main services and principles of provision, including organisational and financial issues. The services include:

1. Career education – developing students' career management competences (knowledge, skills and attitudes).
2. Career evaluation – helping students acquire and apply knowledge about personal features relevant for career development.
3. Career counselling – helping students to solve career problems.
4. Career opportunities exploration – helping students acquire and apply knowledge about career opportunities in the career development process.
5. Job search – helping students acquire job-search skills and seek employment which meets their personal needs.

The model refers to career education as the core career management service for students in HE.

#### Case Study 4.8: Career management skills in a university in Portugal

Career self-management seminars have been developed and implemented by psychology teachers and researchers of the Career Guidance and Counselling Centre of the University of Minho. One is intended to support career self-management of undergraduate students (career exploration, goal setting, design and implementation of action plans, monitoring and feedback): it consists of eight sessions of 120 minutes each, developed weekly in a classroom environment or at the career centre, with small groups of 8-10 students from different majors. Another is intended to support PhD students and research grant-holders in the acquisition or development of career strategic behaviours: it consists of seven sessions of 90 minutes each, developed weekly in the career centre, with small groups of participants from different scientific disciplines. Both seminars are structured into three main blocks of sessions, to reflect three components of the career construction process: vocational personality, career adaptability, and life themes. Special emphasis is given to career adaptability resources. The process and outcomes are assessed through checklists, questionnaires and structured interviews.

#### 4.5.4 Adult education

- The theme of lifelong learning has become ubiquitous, with adults being increasingly encouraged to re-engage with education and training at different points in their lives.
- Sometimes such re-engagement is rendered inevitable due to loss of employment, or through the desire to change one's career path.
- Often, however, adults take up education and training for reasons which are not necessarily tightly linked to work, but rather in an effort to attain a better life/work balance, fulfilling ways to enjoy leisure and new opportunities for sociability.
- Education and training, therefore, represent ways of organising one's life in ways that provide opportunities for self-development and increased life satisfaction.
- The areas of competence normally associated with CMS – self-awareness, opportunity awareness, decision-making, and transition skills – are all potentially enhanced by adult education programmes, and indeed can be an integral feature of such programmes. Case Study 4.9, for instance, provides an example of how one's informal learning can be identified, acknowledged and accredited within an adult education programme, with a view to establishing a sound basis for career planning and development.
- In other adult education initiatives, specific CMS can be designed in a tailor-made manner to respond to the diverse needs of adults, including vertical and horizontal career mobility, coping with periods of unemployment, shifting to part-time work, and retirement.

#### Case Study 4.9: Accreditation of Prior Learning in adult education in Sweden

The Swedish government supports adult education (AE) providers in organising guidance courses to facilitate the Accreditation of Prior Learning (APL). A course equivalent to 10 weeks' full-time study can be supported by government grants. The course can take different formats: it can be organised for an individual or for a group, and can be full-time or part-time. The Education Act stipulates that before starting an AE course, every applicant must be offered career guidance in designing an individual study plan. If career counsellors identify the possibility of APL, they can encourage the applicant to apply for a bespoke guidance course. It is common for such courses to start with a general mapping of competences, followed by a more detailed mapping, often in co-operation with skilled craftsmen. The student participates in the process, and a workplace tutor and a VET teacher follow up the results, with the career counsellor acting as a co-ordinator. The results of the APL can be used to shorten the time needed to reach diploma level. The results also help the participants to enhance their CMS: knowledge about the value of their existing competences and how to further develop them.

#### 4.5.5 Employment

- Analyses of employment trends show a development towards transitional labour markets. Young people and adults find it increasingly difficult to find and keep work, and more often experience 'precarity' and insecurity, both because of the nature of the employment contract they are offered, and because restructuring and transformation of companies (in search of continued profitability in an intensely competitive environment) require constant re- and up-skilling.
- Efforts are being made to find a more just and socially equitable way of balancing the need for flexibility on the part both of companies (in hiring and firing employees, in restructuring skills profiles in response to new challenges, and in adjusting the availability of their workforce through working time accounts and short-term work arrangements) and of workers (aligning work and private responsibilities for care for the children or the elderly), with the citizens' and companies' need for security – through the development of flexicurity arrangements that are acceptable to representatives of both employers and workers.
- In such contexts, the need for young people and adults to develop CMS becomes even more pressing, and several Public Employment Services across Europe are trying to ensure that their clients are better equipped to deal with the challenges they have to face. Case Study 4.10 provides an example of such an initiative.

#### Case Study 4.10: Developing CMS in companies undergoing restructuring in Portugal

The Portuguese Public Employment Service has developed a programme in companies undergoing restructuring, with a view to decreasing the impact of these changes and to manage unemployment. This initiative is in the hands of guidance practitioners, who operate as part of a wider technical team that works closely with diverse entities. The goal is to support worker retraining while enhancing employability, largely by fostering the CMS that enable them to face not only this transition, but also the future management of their careers in an autonomous way. Workers typically accumulate knowledge that can be transferred to other work contexts. A 'balance of competences' can help identify, assess and enhance the skills acquired throughout life in various contexts, as well as to detect skills gaps. This supports efforts to re-integrate workers in employment, linked to the needs of the labour market.

After the 'balance of competences' is completed, a plan is drawn up to enhance CMS. This may include the development of relational skills, as well as problem-solving, information management, learning skills, and teamwork. Other aspects that may be targeted include attitudes towards change, and entrepreneurship. Job-seeking strategies are also often part of the programme, as are efforts to promote self-esteem.

#### 4.5.6 Social inclusion

- Many policy initiatives tend to suffer from a 'one-size-fits-all' approach, failing to acknowledge the very different life circumstances that diverse groups of citizens have to deal with.
- This is true for many CMS programmes that are offered to students, young people and adults, where such aspects as content (i.e. the selection of competences), pedagogy/andragogy (i.e. the approach to teaching) and assessment (i.e. the methods used to test mastery) do not take into account the specific needs of different target groups.
- Among the latter are women (including women returning to work after lengthy absence dedicated to child-rearing, or victims of domestic violence who leave their partner and may thus find themselves in an economically vulnerable position), ex-offenders, substance abusers, immigrants, travellers, ethnic minorities, and persons with disabilities.
- Each group will benefit from a core of CMS that is valuable to all citizens, but will need aspects of these to be tailor-made to their own particular life circumstances.
- All groups will benefit from exposure to powerful learning environments, but such environments need to be designed with the distinctive needs of the target group in mind.
- Case Studies 4.11 and 4.12 provide examples of such bespoke programmes, catering respectively for Roma people and for persons with disability.

#### **Case Study 4.11: The IQ Roma Service – The Centre for Counselling and Employment, Czech Republic**

The IQ Roma Service, a Civic Association, has been active in Brno since 1997. This NGO acts within various networks, which include governmental and non-governmental partners, thus implementing its aims as a part of broader civil society empowerment processes. The Centre of Counselling and Employment, an integral part of the Association, provides a wide array of services in the area of employment, which fill certain gaps in the state-sponsored services. Co-operation with clients on active job search uses advertising and its own database of employers. This activity is based on clearly defined employment which the client wishes to get and specification of particular conditions under which the client can and wishes to work. Intensive co-operation with clients is based on individual action plans, which entail a process defined by the client with the aim of getting the desired job. Assistance services are focused on providing help with preparation of CVs and motivational letters of application, and with preparation for a job interview or the commencement of employment. The service includes counselling, a long-term follow-up of employed clients with a view to helping them retain their new job, and mediation services and education/training where appropriate.

#### **Case Study 4.12: Partnership-based CMS model for persons with disability in Croatia**

The Strategy on Equalisation of Possibilities for Persons with Disabilities in Croatia (2007-15) includes provision 'to allow access to career management for persons with disabilities'. The Croatian Employment Service in co-operation with URIHO (organisation for rehabilitation) have developed a model to enhance the employability of unemployed persons with disabilities by improving their career management skills using tailor-made work-related activities. The model includes group activities, individual sessions and social activities. These cover assessment and upgrading of vocational competences and of key competences (communication in the mother tongue; mathematical and digital competences; sense of initiative and entrepreneurship; social skills; job-searching skills). There are also possibilities for self-evaluation using the 'My Choice' career guidance software. In addition, individual counselling on career possibilities leads to improvements in career management skills. An evaluation indicates that after 6 months, participants have improved their working potential including that related to career management skills. According to follow-up surveys, 45% of unemployed persons with disabilities who have used URIHO facilities have found jobs on the open labour market.

*Further details of all the case studies in this Resource Kit are available in the ELGPN database (<http://elgpn.eu>).*





## Access

### 5.1 Introduction

This section addresses policy issues related to access to lifelong guidance services. The section is divided into four sub-sections: policy issues (Section 5.2); questions that policies need to address (Section 5.3); a possible progressive continuum of policy steps (Section 5.4); and implications for six policy sectors – schools (Section 5.5.1), VET (Section 5.5.2), higher education (Section 5.5.3), adult education (Section 5.5.4), employment (Section 5.5.5) and social inclusion (Section 5.5.6).

### 5.2 Policy issues

- Access to lifelong guidance services still needs to be sufficiently developed for a wide range of particular groups of citizens. These groups include young people at risk of early school-leaving, VET and tertiary students, employed adults, the ageing population, and people with disabilities. More robust policy frameworks are needed to provide adequate services and to motivate and inspire individuals to make use of them at different ages and stages in their life course.
- Guidance services are delivered in a limited

range of locations and media, at limited times of the day or week, focusing on limited periods in the life cycle, thus restricting lifelong and life-wide access, and needs widening in these aspects.

- Every country is unique in their infrastructures and cultures for career resources and service delivery. However, the seven key features of access (coherence and consistency, channelling, differentiation, penetration, targeting, marketing, co-creating) are a policy and implementation challenge for widening access for all.
- Regardless of the need and value of face-to-face interventions for personal assistance, the new technologies have great potential for making access more feasible, cost-effective and user-friendly. However, it is still a challenge for most ELGPN member-countries to create innovative and flexible service delivery linked to self-access and self-help modes. In some countries, developing an integrated model of all-age services is on the agenda; in others, comprehensive services for all target-groups are promoted. In many cases, this demands new institutional contexts and a new mentality and culture.
- An important policy issue is to employ a systems approach in developing proactive services,

life-wide and in all sectors. These may include approaches such as 'reaching out rather than waiting for people to come', 'building a culture of learning by raising awareness', and encouraging individuals to invest in their own skill development and to manage their motivation and self-confidence. Entitlement to free access to guidance must be part of such approaches.

- Guidance provisions within the process of validation of non-formal and informal learning are in process of development in many countries. The role of validation is now widely recognised, and there is a widespread commitment to introducing, implementing and consolidating systems of validation. However, the actual scale of implementation varies. Although the need for guidance services is well understood, the guidance support within the validation process seems in many cases to be, at best, in progress.

### 5.3 Questions that policies need to address

- How should funding be allocated between different delivery channels to meet the needs of different priority groups?
- What strategies can be developed to better promote the existence of quality-assured guidance structures and possibilities? How should the resources and service delivery be evaluated in

relation to assuring access within a lifelong guidance perspective?

- How can the competences of guidance practitioners be developed in response to changing demands in general and for particular target-groups?
- To what extent are the services provided founded in laws or regulations?

### 5.4 Policy steps

The self-assessment tool on pages 37–38 aims to provide an opportunity for the member-countries to reflect on their policies and implementation of measures for widening access to lifelong guidance, taking into account the EU Council Resolutions on lifelong guidance (2004, 2008) and the priority they attach to improving citizens' access to lifelong guidance services. The rationale is that lifelong guidance services should be readily accessible to all citizens, regardless of their social and occupational status and their geographical location. Descriptors are provided for each of the key features of widening access. The descriptors represent a continuum of development. Member-countries may use them as a tool to evaluate their existing services and to plan for the future, in a continuing process of developing the provision for all citizens. The countries may use the bullet points as a checklist for self-assessment.

Table 5.1: Descriptors for key features of widening access

1. Widening access through diverse modes of delivery

Limited services for some target groups	Limited services and career education	Limited services and web-based services	Limited services and full ICT tools	Integrated/comprehensive model
<p>Limited services are performed:</p> <ul style="list-style-type: none"> <li>within standard opening hours</li> <li>in fixed locations in educational settings</li> <li>in fixed locations in the Public Employment Services</li> <li>for some target groups</li> </ul> <p>Limited guidance provision in the validation process</p>	<p>Limited services are supplemented by other guidance activities:</p> <ul style="list-style-type: none"> <li>careers education</li> <li>group work</li> <li>job clubs</li> <li>information databases</li> <li>guidance integrated in curriculum</li> <li>work experience</li> <li>work shadowing</li> <li>mentoring</li> </ul>	<p>Limited services and other guidance activities are supplemented by ICT tools:</p> <ul style="list-style-type: none"> <li>websites</li> <li>web tools</li> <li>websites (education &amp; labour) that integrate the information on their sectors</li> <li>with/without lifelong guidance tools</li> <li>an integrated national and/or regional websites on lifelong guidance for all citizens, with lifelong guidance tools</li> </ul>	<p>Limited services including web-based services are supported by a telephone helpline allowing access to a qualified adviser, including chat or e-mail services:</p> <ul style="list-style-type: none"> <li>institutionally led in the whole country/region</li> <li>for some or all target groups</li> </ul>	<p>Integrated or comprehensive model of lifelong guidance provision exists, involving nation-wide and regional services:</p> <ul style="list-style-type: none"> <li>telephone</li> <li>web-based support tools</li> <li>limited services and other guidance activities</li> <li>for some or all target groups</li> </ul> <p>The service is delivered at places and times pertinent to citizen availability</p> <p>Language provision:</p> <ul style="list-style-type: none"> <li>only in the mainstream language</li> <li>possibility of other languages (regional or foreign languages)</li> </ul> <p>The statutory right of the citizens (by legislation) is valued in guidance provision</p> <p>Effective guidance provision in the validation process</p>

2. Data collection for evidence-based learning and policy development in widening access

<p>No infrastructure is in place to collect data on existing lifelong guidance services for young people and adults</p> <ul style="list-style-type: none"> <li>No mapping or profiling of future needs of different target-groups for further evidence-based policy development is evident</li> </ul> <p>No data present:</p> <ul style="list-style-type: none"> <li>for different target groups</li> <li>for different sectors (education &amp; PES)</li> </ul>	<p>Some efforts are in place to collect data from different sectors of the population:</p> <ul style="list-style-type: none"> <li>data exists for some sectors of the population</li> <li>some evidence-based reports for policy-making are drafted with this data</li> </ul>	<p>Some data are collected at institutional level and collated at national/regional level and sectorally for policy-making purposes, e.g. targeting different groups</p>	<p>Data on service usage are collected at sector level but collated at national/regional level in a lifelong guidance perspective</p> <p>Collated data are evaluated to improve the quality of lifelong guidance</p>	<p>Data on lifelong guidance service usage and potential demand are collected and collated systematically at national/regional level to profile the services and develop evidence-based policies to target different groups for provision</p>
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**3. Promoting access**

<p>No visible and communicated attempts to promote lifelong guidance services among the population</p>	<p>Some communication visibility and other promotion activities are in place to highlight lifelong guidance as a service provided for all target groups</p>	<p>Some attempts are made to ensure that users and potential users clearly understand the services offered</p>	<p>Promotion and branding of lifelong guidance services are currently being reviewed at national and regional level by the policy partnership, with a view to follow-up action to improve lifelong guidance services/provision</p>	<p>Systematic and regular promotion of the nature and benefits of lifelong guidance services takes place at national and regional level (e.g. careers week, media advertising and publicity campaign)</p>
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**5.5 Implications for policy sectors**

**5.5.1 Schools**

- Guidance services are delivered in schools through a variety of face-to-face provisions and ICT tools to contribute to the career development as well as personal and social development of the students, within a holistic approach. The role of guidance is to support students’ career choices and transitions.
- As parents often play an important role in their children’s career decision, it is important to support initiatives designed to provide them with the basic skills to use ICT tools so that they are able to support their children.
- Provision within schools can be complemented by external resources, including e-guidance, as illustrated in Case Study 5.1.
- To reduce early school-leaving, support should be provided for students at risk, especially at key transitions: Case Study 5.2 from Germany is an example.
- Wherever possible, schools should work in co-ordination and collaboration with the Public Employment Services (PES) to support the career development of students, as in the German and Austrian examples (see Case Studies 5.2 and 5.3).
- Access can be extended through initiatives within the curriculum, as in Case Study 5.4.

### Case Study 5.1: eGuidance in Denmark

The Danish Ministry of Children and Education launched eGuidance in January 2011. It provides individual and personal guidance to all citizens via various virtual communication channels: chat, telephone, SMS, e-mail and Facebook. eGuidance is for everyone who wants information about education and employment; it may also refer users to other guidance tools ([www.ug.dk](http://www.ug.dk)) and to institutions for further guidance. It is especially targeted at resourceful young people and their parents, to give them easy access to independent information and guidance and thereby to motivate the young people to continue the search and clarification process on their own. It plays a central role as a guide to the national guidance portal, and as a communicator of guidance information etc. Use of Facebook was introduced in January 2012, enabling eGuidance to provide guidance in a common forum and in the social media ([www.facebook.com/eVejledning](http://www.facebook.com/eVejledning)). Users can contact eGuidance during the day and evening as well as at weekends.

### Case Study 5.2: Guidance provision for youth-at-risk in Germany

In Germany, guidance for youth at risk in the transition from school to work is a Federal initiative called 'Educational Chains and Coaching'. Designed to prevent drop-out and early school-leaving, this initiative of the Federal Ministry of Education and Research connects with the existing programmes and tools of the German federal states (*Länder*). It also combines with the 'Coaching for the Transition to Work' programme of the Federal Ministry of Labour and Social Affairs, which aims to support the transition from general into vocational education, as well as to prevent drop-outs in both systems. The 'Educational Chains' initiative supports young people in preparing for their general school certificate and their vocational education. The idea is to connect existing successful programmes like links in a chain, to ensure transparency and continuity. An initial analysis of potential in the 7<sup>th</sup> or 8<sup>th</sup> grade focuses on key competences and assesses the pupil's interests and strengths. In the subsequent stages, an Educational Coach accompanies the young people and supports them in the career choice and the transition process to VET, through finding and evaluating work-experience placements, and also assisting with information research through the use of internet resources and linking to the career guidance service of the PES (including its Career Information Centre (BIZ)).

### Case Study 5.3: Career information for young people in Austria

In order to widen access to career guidance and vocational information, the Federal Ministry of Labour, Social Affairs and Consumer Protection is working closely with the Federal Ministry of Education. The ministries have made a common commitment that all 7th and 8th grades should visit the career information centres of the public employment service (PES). The regional offices of the PES invite schools for a visit and provide information about their guidance services and other information material. The ambition behind this measure is that in a knowledge-based economy and a dynamic labour market, young people should deal with educational and career choice at an early stage, in order to smooth the transition from primary school (1st to 9th levels) to secondary school or to an apprenticeship in the labour market, and also to prevent drop-outs. Young people must have access to information, advice and counselling in order to enable them to make a self-determined choice about their future career. As parents often play an important role in their children's career decisions, an effort is made to reach and inform them as well. Thus the career information centres organise events for groups like parents, organisers of training measures and teachers. Information is also provided in foreign languages.

### Case Study 5.4: From guidance for all to a personalised path for each individual, in France

The PDMF (*Parcours de découverte des métiers et des formations*) is a policy that addresses all students from secondary education (from age 12) to university studies. It aims at enabling every student to build their educational path in knowing how to make choices. The method consists of teaching competences regarding knowledge of employment, what studies should be followed to reach personal goals, and what this implies for oneself. It is built within the curriculum through mainstream subjects, supported by various guidance activities. The skill 'autonomy and initiative' is assessed as part of the common base of knowledge and skills which every child has to attain. Specific sessions are provided at high-school level to prepare for access to work or to higher education.

In addition, since 2009, a law has enabled students who have not completed their common base to enter vocational schools linked to apprenticeships. Under this law, students can follow a curriculum which alternates schooling with training within one or more companies, and then may return to traditional schooling if they so wish. They also receive guidance on career management, plus counselling, as part of the programme. A further law on a special fund for youth has the objective of supporting school achievement, social inclusion and vocational integration.

A number of other relevant case studies are showcased in the ELGPN database:

- Government anti-drop-out initiative (*Ny Giv*) (Norway).
- Career education and guidance in schools and career guidance for young people at risk (Slovak Republic).
- Attacking early school-leaving (*Aanval op de Schooluitval*) (Netherlands).
- Education as a work process (Iceland).
- Boarding Schools for Excellence: a new device to fight early school-leaving (France).
- Best practice for schools (Austria).
- Training for the parents of students aged 7-19 (Turkey).
- The roles of counsellors in the education sector (Cyprus).

### 5.5.2 VET

- VET students need better information and counselling on transitions to the labour market and jobs, and to flexible pathways in the education sector. Guidance provision needs to provide support on mobility, access to entrepreneurship, and validation of non-formal and informal learning. Case Study 5.5 from The Netherlands is an example of stimulating career orientation and guidance in vocational education.

#### Case Study 5.5: Stimulating career orientation and guidance in vocational education, The Netherlands

The Dutch Ministry of Education, Culture and Science is funding a project in 2010-13 to stimulate Career Orientation and Guidance (COG) in VET. Co-ordinated by the VET Council, the project is designed to develop a structural position for COG within the educational programmes of VET institutions. Its aim is to reduce early school-leaving by developing better insights into a student's qualities, talents and possibilities and thus being able to make a deliberate choice for further education or the labour market. During the implementation, a Digital Portal (*VET Stad*) has been launched and a document entitled 'Learning, Career and Citizenship' (*Leren Loopbaan en Burgerschap*) is being prepared to identify the aspects of COG which a VET school should address. Attention is also paid to outcomes, including the flow from VET schools to universities of applied sciences.

A further relevant case study in the ELGPN database is the Career Catching Counsellors scheme in Austria.

### 5.5.3 Higher education

- Counselling provision in higher education needs to support students in self-exploration, exploration of the labour market and developing employability skills, as well as for mobility. Case Study 5.6 provides an example.
- Improving access for disadvantaged groups in higher education has been on the agenda of many countries ('Universities without barriers').
- Information and counselling related to prior-experience validation processes within universities are important in a number of member countries.

### Case Study 5.6: Guidance services in universities in the Slovak Republic

According to the Act on Higher Education, each university should provide applicants, students and others with information and counselling services related to the course of study and possibilities for graduates to find a job. This obligation is complemented within the Act by the right of students to have access to information and counselling services. Such services are needed to support students in their decisions about university studies and professional careers, as well as to overcome the difficulties on this pathway, regardless of whether they are domestic or foreign students participating in formal, non-formal or informal learning. These services are particularly important in institutions aiming at lifelong learning and wanting to attract a diverse student population.

Career guidance as a service should be available everywhere and to all people – differentiated according to the clients' needs, even for specific groups (foreign students, disabled people and others). Within the provision of services, the training of specialised personnel is emphasised, plus quality of services including staff responsibilities, which should be included in assessing the quality of universities. Counselling in higher education is relevant not only to the employability of students but also to their personal development.

### 5.5.4 Adult education

- Adults are often not aware of the qualification opportunities available to them, and may have a restricted view of their own skills and know-how. For adults to choose an appropriate and realistic qualification path, it is necessary to clarify their expectations and deepen their self-knowledge, as well as to map the alternatives in order to reach the preferred qualification. A notable example of the potential demand for such services, the role of marketing in eliciting this demand, and the potential of distance guidance in helping to meet the demand, is shown in Case Study 5.7.
- The role of guidance provision is a pivotal element of the process for validating non-formal and informal learning. An example is shown in Case Study 5.8.
- The Council of the European Union considers guidance for older workers to be an important instrument in promoting active ageing.<sup>8</sup> Some countries are now developing services specifically targeted at those aged over 50 or in transition to retirement, as illustrated in Case Studies 5.9 and 5.10.

<sup>8</sup> Council of the European Union (2011). *Ageing as an Opportunity for the Labour Market and for the Development of Social Services and Community Activities*. 3131<sup>st</sup> Employment, Social Policy, Health and Consumer Affairs Council meeting, 1-2 December.

### Case Study 5.7: Helpline/web-based services in the UK

Learndirect, a national careers helpline for adults, was established in 2000. It offered online career information and advice by trained and qualified staff. In 2007, the service expanded to giving guidance over the telephone to specific target-groups in England; other arrangements were in place for the rest of the UK. The service delivered over 14 million web sessions and over a million calls per year. These volumes were stimulated by marketing campaigns, including prime-time television advertising.

From 2008, responsibility for this service passed to the Learning and Skills Council, and it was re-titled the Careers Advice Service; this later became Next Step, and more recently the National Careers Service for England. The helpline includes not only telephone but also email and online chat. Separate arrangements now operate in Scotland, Wales and Northern Ireland, and a range of marketing tools including press articles, Facebook and Twitter are used to increase customer awareness and uptake of services.

### Case Study 5.8: Validation for adult education, Poland

In 2007/08 in the Warmińsko-Mazurskie Vocational Development Centre, the first project in Poland aiming at the validation of competences was implemented in two building and construction professions. Entitled 'Let's Build Together', it operated within the framework of the EQUAL programme and covered the validation of competences, linked to information, guidance and counselling, in the professions of gas installation fitter and sanitary installation fitter. The project included the development of a validation procedure, used by 200 people.

Experience gathered contributed to the implementation of two further projects: 'Specialist with a Degree' and 'Specialist with a Degree 2'. Within the first of these projects (2009/10), a vocational degree or a master degree could be obtained in the occupations of upholsterer and carpenter. Within the second project, competences could be validated in 8 occupations: concrete placer, reinforcement fitter, electrician, gas installation fitter, stonemason, carpenter, upholsterer, and furnishing works technician in the construction sector. In 2008/09 a two-year project of innovation transfer was implemented, entitled 'Towards a Qualified Construction Workforce for Poland'.

### Case Study 5.9: Guidance provisions for the ageing population over 50, Germany

The Retirement Compass (*Ruhestandskompass*) is a new tool for people at the transition from work to retirement. It has been developed as part of the federal programme 'Local Learning' (*Lernen vor Ort*) in the city of Leipzig/Germany. It aims to support people to prepare for their retirement and to plan their future activities. In the light of the changing demographics and the future manpower shortage, older people are becoming increasingly important as active citizens. However, guidance provisions are rarely used by older people. The Retirement Compass is constructed so that it can be accessed and handled easily on its own, but it creates an opportunity for guidance and actively encourages the use of guidance provision.

### Case Study 5.10: Career guidance for older adults in the Slovak Republic

The National Programme for Elderly People is a policy for protection of older people. It originated as one of the activities of the Slovak Republic in relation to the International Year of Elderly People (1999). The Ministry of Education, Science, Research and Sports in accordance with the principles and practices of the National Programme promotes opportunities for this target group and ensures public access to lifelong learning as one of the options of self-fulfilment, gaining mental and physical balance, and good use of leisure time. Education at a senior age can introduce a new life perspective for older people and improve their personal growth. In 2000 a Forum for Helping Senior Citizens was established. This Forum brings together 150 member organisations at national and regional level providing care, support and services for elderly people, to protect their rights, promote their interests and help to meet their needs. It includes a focus on providing guidance and counselling services to older people and their family members, as well as providing day-care services for this target group.

A further relevant case study, 'Guidance network in adult education' (Austria), is available in the ELGPN database.

### 5.5.5 Employment

- Guidance provision to support individuals in self-exploration and exploration of educational and labour market opportunities are pivotal to increase employment in transitional labour markets. Guidance also is an integrated part of placement processes. To be part of an activation regime is an important step to avoid staying unemployed and becoming socially excluded.
- The role of guidance is also important to secure pathways for lifelong learning that is part of contractual employment obligations.
- Workplace guidance can support upskilling for improved performance and employment. As labour markets shift from supply- to demand-driven markets, the range of customers having access to guidance services is being enlarged. Some Public Employment Services have reacted to this shift by offering guidance services to companies. The issue of access should therefore be extended beyond individuals to companies as entities – as in the example from Iceland (Case Study 5.11).

Further case studies showcased in the ELGPN database are Jugendcoaching (Austria) and the National Lifelong Guidance Portal (Vi@s) in Portugal.

#### Case Study 5.11: Guidance and counselling in the workplace, Iceland

The main goal of the project 'Guidance and Counselling in the Workplace' is to bring information and counselling about competence development to people in their workplaces. The objective is to reach out to the target group to deliver information and guidance, as well as to analyse the need for education in order to develop suitable courses. The target group is mainly people with little formal education (i.e. not completed upper secondary school) who are around 1/3 of the Icelandic labour market. Bringing information and guidance to this group is anticipated to have an impact on participation in lifelong learning and so to raise the educational level of the nation.

The project is financed by the Ministry of Education, Science and Culture, and co-ordinated by the Education and Training Service Centre (ETSC); it works in co-operation with stakeholders (unions, educational funds and educational providers). The career counsellors establish collaboration with companies, offer presentations and provide individual interviews in the workplace or at their centre. The approach is person-centred, with individuals being assisted to find suitable learning pathways. Personal follow-up is also provided. Since 2006, the project has provided about 20,000 interviews nationwide. More people from the target group are now coming to lifelong learning centres for guidance on their own initiative.

### 5.5.6 Social inclusion

- Information, guidance and counselling services should be open to all citizens, regardless of their educational attainment, labour market position, skills base or overall life situation. The European Union aims to remove entry bar-

riers to services as well as to provide support for individual lifelong learning and career management processes.

- There is a growing trend towards a stronger individualisation of services, especially to cater for the information, counselling and learning needs of more hard-to-reach groups, such as young people at risk (e.g. early school-leavers) (see Case Study 5.12), the long-term unemployed, older workers (50+), disabled people (see Case Studies 5.13 and 5.14), and employees/workers in restructuring industries/companies, as well as ethnic and cultural minorities.
- With easily accessible services, the most disadvantaged groups of people can be reached and their employability skills enhanced, provided that the services are promoted at local, regional and national levels.

#### **Case Study 5.12: The Voluntary Labour Corps, Poland**

The Voluntary Labour Corps is a state budget entity supervised by the minister responsible for labour issues. It fulfils the duties of the state in the fields of employment policy and of counteracting the marginalisation and social exclusion of young people. The Voluntary Labour Corps has a network of specialised stationary and mobile units providing a range of services for young people.

Between 2009 and 2013 the Voluntary Labour Corps is carrying out a project co-financed by the EU within the ESF on 'The Voluntary Labour Corps as the Provider of Labour Market Services'. The activities of the project will be directed to 25,000 young people aged between 15–25, including 600 who are unemployed and 2,440 who are professionally inactive. The target groups are: unemployed people or job-seekers with different levels of education and qualifications, requiring assistance in the labour market; students and graduates preparing to enter the labour market and requiring assistance in terms of professional counselling, job matching and vocational training; and people at risk of social exclusion.

### **Case Study 5.13: Guidance services for students with handicaps or special needs, University of Iceland**

The University of Iceland, the largest in the country with about 16,000 students, is the only Icelandic university which has structured and regulated services for students with handicaps or special needs. Students can apply to its Career Counselling Service for special study circumstances, including the provision of information on curriculum in time to allow sufficient preparation, flexibility in programme arrangements and personal progress, recording of lectures and a choice of suitable location for instruction. They can also apply for adjustments of examination procedures, including the extension of examination time, private examinations, reading and writing assistance, and alternative examination forms (e.g. multiple choice, brief written responses or oral examinations in place of long essay-type examinations). During the academic year 2010/11, approximately 700 students received such assistance.

### **Case Study 5.14: Vocational schools for pupils with special needs in Turkey**

In Turkey, educational services are provided in special schools to children and young people in six groups: the visually impaired, the hearing impaired, the physically impaired, the mentally impaired, autistic children and children with long-term illness. Those in a suitable condition are included within mainstream education in regular schools, benefiting from special classes and supportive education. In addition, special vocational schools provide education and career opportunities to students with special needs. Individuals over 21 with mild mental retardation are educated in these schools to acquire vocational skills. Their curriculum includes Turkish, mathematics, social education, religious and moral education, music, art and gymnastics, plus vocational education and vocational ethics linked to performance-oriented training. The study period is four years; where possible, at the end of first year students are also placed for work shadowing. Students who complete the course receive a vocational school certificate. Throughout this process, students are supported by educational, personal and vocational guidance services in the schools.

*Further details of all the case studies in this Resource Kit are available in the ELGPN database (<http://elgpn.eu>).*





## Quality and Evidence

### 6.1 Introduction

This section addresses policy issues related to the quality of lifelong guidance services and collecting evidence on their performance and impact. The section is divided into four sub-sections: policy issues (Section 6.2); questions that policies need to address (Section 6.3); a possible progressive continuum of policy steps (Section 6.4); and implications for six policy sectors – schools (Section 6.5.1), VET (Section 6.5.2), higher education (Section 6.5.3), adult education (Section 6.5.4), employment (Section 6.5.5) and social inclusion (Section 6.5.6).

### 6.2 Policy issues

- There is an urgent imperative to improve knowledge and understanding of effective quality-assurance systems and accountability frameworks. Investments made in lifelong guidance systems and services must demonstrate more clearly the added-value returns for individuals, communities and societies. The aims of a quality-assurance system and mechanisms are to improve efficiency in service provision, to increase institutional financial accountability and to create transparency from the perspec-

tive of the citizen. The development of quality assurance in career development services is not an isolated process: instead, it is an integral cross-cutting theme in a national lifelong guidance system and within institutional quality-assurance systems that encompass education and training, employment and social inclusion.

- In particular, the role of information and communications technology (ICT) in reaching out to citizens at a time and place best suited to their needs, as well as providing new customer relations management systems and improving access to labour market intelligence, provides new opportunities and challenges for those designing and delivering quality-assured provision. Strategic and operational plans must take into account the diversity of individuals, their entitlements and access to services, including person-to-person dialogue both on-line and off-line. A balance needs to be achieved between face-to-face and online services linked to impact, cost-effectiveness and quality. The digital literacy of users and practitioners is also a significant issue for consideration.
- As fiscal arrangements tighten, there will be ever greater pressure from governments to justify expenditure on lifelong guidance services

in relation to competing demands. So far, most countries have focused on the quality of service provision and improvements, with practitioner competence positioned centrally within this. Some have taken action to involve citizens and users of careers services to help inform the design and delivery of services. With the exception of some Public Employment Services, few if any have used data statistical modelling to help analyse the immediate, medium- and longer-term calculated savings to the public purse in the form of economic and/or social returns on investment. A further challenge is for EU Education and Training (2020) developments to complement and strengthen the evidence base between education and Public Employment Services.

- There is a strong case for common agreed terminology for different quality-assurance and evidence-based activities, to enable measurement and impact of initiatives to become more comparable and so to achieve shared understanding and learning within and across ELGPN member countries. In moving forward, the balance between quality assurance and evidence should be strongly influenced by a small number of agreed quality elements, criteria and indicators for measurement that can be tested out and applied in practice, supported by examples of possible data.
- From the outset, evidence-based learning and evidence-based policy need to be informed by systematic data collection, making use of available and new databases and research. This necessitates a specific focus on investments in workforce development and capacity building, to ensure that practitioners and managers have sufficient knowledge, skills and competence to gather evidence and construct appropriate data-sets that can both inform policy decisions and withstand public scrutiny. To achieve this, a flexible quality-assurance and evidence-base framework, and measurement tool(s) that

can be applied in practice with tangible outcomes derived from piloting new and innovative approaches, are essential pre-requisites within a lifelong guidance system. Also, guidance policy co-ordination and co-operation undertaken on a systematic basis should be regarded as a quality item in itself. This appears to be a 'blind spot' in most quality-control approaches.

- Demand for careers support from a broad spectrum of individuals is on the increase, with the emergence of a plethora of new market players and cross-sector partnerships involving public, private and third sectors. This trend is not unique, with OECD<sup>9</sup> reporting that many governments are increasingly using private and non-profit entities to provide goods and services to citizens in a wide range of fields. With pressures on the public purse, an ageing society, and the need to stimulate greater investments and added-value returns for participation in learning and work, fresh approaches are required.

### 6.3 Questions that policies need to address

- What policy levers can be used to ensure practitioner competence and capability to deliver high-impact and high-quality careers provision within a multi-channel blended service?
- What strategic role should governments perform in shaping (or reshaping) the structure, form and function of the lifelong guidance workforce, its qualifications and continuing professional development arrangements?
- What more needs to be done to involve citizens and social partners in improving and extending the range and quality of lifelong guidance provision?

<sup>9</sup> Organisation for Economic Co-operation and Development (2010). *Restoring Fiscal Sustainability: Lessons for the Public Sector*. Paris: OECD.

- How can citizens be assured of high-quality services and reassured that their individual needs and interests will not be exploited by ‘rogue traders’? What role, if any, should policy-makers perform in relation to establishing a national register of careers practitioners or more formal licence arrangements underpinned by legislation?
- What are the distinctive roles of the private, public and voluntary/community sectors in designing and delivering high-quality careers provision?
- How can technology facilitate improved sharing of data-sets and greater use of techniques for analysing the economic benefits from, and social returns on investments in, lifelong guidance services within and across sectors?
- To what extent do lifelong guidance websites help to increase individuals’ career management skills and immediate, intermediate and longer-term career progression?
- For what purposes are quality-assurance data collected, what kinds of data collection are now needed, and how might the results be used to inform strategic evidence-based policies and practices?
- How can the right balance be achieved between access for citizens to online and offline lifelong guidance services, given the serious constraints on public-sector budgets? Who should pay for lifelong guidance services?
- What are the real cost-benefits to governments and individuals, and how can these be assessed and measured most effectively?
- How can policy-makers ensure they are sufficiently informed about evidence-based policy and quality-assurance developments?

## 6.4 Policy steps

It is clear that despite systematic progress being made across Europe and further afield, gaps and deficits in careers service provision exist in many countries. Justification of public expenditure on lifelong guidance systems and services, linked to clear evidence on effectiveness and impact, is a significant challenge. Such evidence must be strengthened through new accountability frameworks that include routine data collection, plus longitudinal tracking to determine longer-term impact and cost-saving benefits to governments and individuals. Each quality-assurance system or framework has its own specific features; there are many good examples available across the EU and further afield. It is therefore undesirable to try to replace these with yet another alternative system or framework. Instead, a series of quality elements designed to provide a useful starting point for auditing different aspects of quality and evidence-based policies can be used, as outlined on page 52, to inform initial and ongoing discussions on evidence-based learning and policy formation in different contexts, including different sectors within the same context. A more detailed presentation of the ELGPN Quality-Assurance and Evidence-Base (QAE) Framework is available in Annex D.

**Table 6.1:** Quality elements of a national lifelong guidance system

<b>Quality element 1: Practitioner competence</b>		
Ad hoc arrangements not framed by policy	▶ ▶ ▶ ▶ ▶	Highly regulated 'register' or 'licence to practise' arrangements
<b>Quality element 2: Citizen/user involvement</b>		
Fragmented and/or 'one-off' user satisfaction surveys	▶ ▶ ▶ ▶ ▶	Highly organised quality assurance and evidence-based systems that involve users actively in the design and development of services
<b>Quality element 3: Service provision and improvement</b>		
Absence of a career management skills framework, linked to access to services by key priority groups	▶ ▶ ▶ ▶ ▶	Total quality management system in place that also captures data on career management skills, levels of investments and added-value returns
<b>Quality element 4: Cost-benefits to governments</b>		
No information held on cost-benefits to governments	▶ ▶ ▶ ▶ ▶	Immediate, medium and long-term calculated savings to the public purse in the form of economic and/or social returns on investment (SROI)
<b>Quality element 5: Cost-benefits to individuals</b>		
Limited information on added-value returns as a result of individuals participating in careers services	▶ ▶ ▶ ▶ ▶	Evidence of ongoing longitudinal tracking and studies that measure the impact of differing careers interventions in differing settings

Quality

There is an urgent imperative in all countries to secure an appropriate balance between providing core services to all (avoiding 'marginalising the mainstream') and targeting intensive services to those who need them most. Given that lifelong guidance policies and provision are located within and across a range of sectors (e.g. schools, vocational education and training, higher education, adult education, and employment), services to individuals need to be as seamless as possible.

## 6.5 Implications for policy sectors

### 6.5.1 Schools

- Schools present the policy-maker with a challenge in making key decisions about embedding quality assurance in careers education, career guidance and counselling through the introduction of career management skills (CMS) delivered as a 'stand-alone', 'cross-curricular' and/or 'extra-curricular' activity, alongside

career guidance and counselling; and in particular, in monitoring and tracking students' progress linked to attainment levels and progression routes as well as drop-out rates. Legislation, statutory provisions and/or general guidelines underpinning career education and guidance can be helpful in this regard. An interesting example from Sweden of general guidelines in career education and guidance that provide recommendations on how relevant statutes can be applied is presented in Case Study 6.1.

- An assessment of the impact of differing interventions within, across and outside the curriculum needs to take place in an organised rather than 'ad hoc' manner, following agreed principles for reviewing practitioner competence, citizen/user involvement, service provision and improvement, and cost-benefit returns to both the individual and to government. In schools, face-to-face and online lifelong guidance services delivered through the telephone, webchat, sms and social media (e.g. Facebook) do not always fit into a single 'stand-alone' arrangement. Web 2.0 and 3.0 developments, including smartphones and greater usage of 'mash-ups' in personal and career information within and outside the education and employment sectors (such as labour market intelligence and information) are transforming teaching and learning in schools throughout Europe and further afield. Therefore, linkages are necessary between quality-assurance requirements, inspection arrangements, evidence-based learning and evidence-based policies.
- An interesting example of a new and emerging approach to quality assurance set within an evidence-based framework, integrated through using a country's youth database system (15–29-year-olds), is from Denmark (see Case Study 6.2). In this context, work in schools, guidance centres and youth education institutions is a starting point for building evidence and reviewing the impact of individuals' career trajectories over time.
- Many countries are developing innovative quality-assurance systems and evidence-based policies in order to support policy-makers in critical reflection on the transition from school to work and in the development of more systematic and robust data collection linked to specific quality indices. An example of this is Estonia's three-strand approach to quality assurance (see Case Study 6.3).
- Those who develop and deliver quality-assurance systems and quality standards must link these to evidence-based policies in the worlds of education and training, and of employment: this implies a requirement for professional development for key actors to be much clearer about what data are required, and for what purposes data are being collected, including how they can be used to inform government policies. Careers practitioners, teachers and managers must be guided by strong leadership that encourages them to learn new skills to assess and measure the impact of specific interventions, including the skills to work in partnership and report back confidently to others both inside and outside the school setting (see Case Study 6.4).

### Case Study 6.1: General guidelines linked to statutes, supported by assessment tools, in Sweden

The National Agency for Education in Sweden (*Skolverket*) has published general guidelines in career education and guidance that provide recommendations on how relevant statutes (laws, ordinances, rules and regulations) can be applied. The guidelines indicate how one can or should act, and aim to influence developments and promote uniformity in the application of legislation. They should therefore be followed unless the municipality and school can show that education is conducted in another way that fulfils the stipulated demands. General guidelines are followed by comments that are intended to clarify the advice given, based upon research on career guidance, assessments and verified experience.

The general guidelines and comments are intended to give school providers and planners a foundation for their work to plan, organise and implement career education and guidance for students in compulsory school, upper secondary school, upper secondary vocational education and adult education. They can also serve as support for municipalities and schools in assessing the quality of their own career education and guidance, as well as for the Swedish National Schools Inspectorate. In addition, an assessment tool with quality indicators for career education and guidance (BRUK) has been developed.

### Case Study 6.2: A youth database system and quality-assurance project in Denmark

In Denmark, the Ministry of Children and Education has a youth database system in place designed to collect data about educational and employment status on all 15–29-year-olds (in accordance with the civil registration system) in order to support the youth guidance centres in their outreach work. New legislation has also been introduced that requires every young person aged 15–18 to have an educational plan with these centres.

In addition, statistical information is used and analysed within the Ministry to compare student applications in March and placements in October. This information is supported by careers practitioners, teachers and managers, and feeds into the set goals and 'performance improving' agenda outlined by the Ministry.

A new pilot project is being considered by the Ministry to introduce a 'balanced score card' approach for quality assurance and evidence-based learning in the regional guidance centres, which includes data gathering linked to six specific domains:

- Transition rates (after 15 months).
- Number of years before young people start higher education.
- Drop-out rates (after 12 months).
- User benefits reported from the guidance they received.
- Respondents attending collective events.
- Number of counsellors holding a professional diploma.

The results will feed into a continuing improvement plan for national, regional and local career development service design and delivery.

### Case Study 6.3: Using quality manuals to develop a culture of learning within and across career development services in Estonia

In Estonia, three inter-related services currently operate: career education, career information and career counselling. Career service developments are informed and supported by three quality manuals which contain ideas and resources on: (i) how to ensure the quality of career education in schools, aimed at teachers and directors of general education and vocational training institutions, linking pedagogical principles to lifelong guidance policies and practices; (ii) how to develop service quality-assessment reviews and requirements concerning service delivery and record management systems; and (iii) how to understand the management and delivery of careers services, which in turn affects the quality of careers provision. Examples of quality indices include:

- satisfaction of the users of careers services, measured through questionnaires and interviews;
- satisfaction of stakeholders (mainly representatives of the National Career Guidance Forum), measured through questionnaires and interviews;
- satisfaction of career service professionals: measured using questionnaires, interviews and 'on-the-spot' inspections;
- attainment of the objectives set: measured using actual results measured against intended results.

In 2011, manuals were piloted in 17 regional youth information and counselling centres. The system is being expanded to cover the Estonian Unemployment Insurance Fund (national employment offices) and career centres in the institutions of higher education.

### Case Study 6.4: Professionalisation of the career development workforce in Finland

By international standards, the career development system in Finland is strongly professionalised. All comprehensive schools have at least one full-time-equivalent counsellor, who has normally had five years' training as a teacher, plus teaching experience, followed by a one-year specialist training. Duties include individual career counselling, and running guidance classes focusing on careers education and study skills. In addition, most pupils have at least two one-week work-experience placements, which are coordinated with employers through a web portal. Guidance is a compulsory subject within the curriculum, and there are clear quality guidelines for comprehensive and upper secondary schools, specifying the minimum level of guidance services permissible, together with a web-based service to support institutional self-evaluation of guidance services. Attempts have also been made to embed guidance policy issues in national in-service training programmes for school principals.

In addition, Finland's Employment Office employs some 280 specialised vocational guidance psychologists. Each has a master's degree in psychology, and also completes short in-service training. Many obtain further postgraduate qualifications. Their clients include undecided school-leavers, unemployed people, and adults who want to change careers.

## 6.5.2 VET

- The European Quality Assurance Reference Framework for Vocational Education and Training (EQAVET) provides a useful reference tool designed to support policy-makers. It forms part of a series of European initiatives aimed at

recognising skills and competencies acquired by learners in different countries or learning environments (see Annex B). In particular, the creation of national reference points for EQAVET, as a structure to support implementation plans at national level, supports and complements European Qualification Framework (EQF) developments.

- The implementation of quality standards and the terminology used in vocational education and training remain variable, although countries are moving in a common direction in relation to the development and application of quality standards, including the use of student and customer satisfaction surveys. While there are commonalities in structure, content, and student outcomes, there are also substantial variations between countries, even those sharing a common approach to VET; and within this there may also be distinctive approaches at regional or local levels.
- There is a strong need to properly teach career management skills and inform young people (and parents) on employment and training possibilities and how these can support career management skills, including being adaptable and resilient in order to keep up with fast-changing vocational education and training and other options and routes. A major challenge is to sustain the quality of careers provision whilst reducing costs. For many countries, this requires an in-depth review of current arrangements, as outlined in Case Study 6.5 from Greece.
- In the rapidly changing labour market, VET providers as well as school staff report an absence of strong and reliable LMI concerning career pathways, work experience and job opportunities, in particular future skills needs. This requires strong professionalised input and support for VET providers concerning lifelong guidance policies and practices.
- There is a growing interest in finding new ways of assessing student learning outcomes as a

result of their participation in vocational education and training, including lifelong guidance services (set alongside those who pursue more general education pathways). Whilst a career management skills framework (see Section 4) can offer structure and content to support students in their learning and personal development, most countries have yet to find a systematic way of capturing and comparing data on the distinctive learning outcomes derived from VET pedagogical approaches. Clearly, there is scope to harness technology to examine reported learning outcomes that originate from self-help, brief-assisted and more in-depth guidance interventions from client perspectives, as outlined in Case Study 6.6 from Hungary.

- In general, providers of VET are increasingly focusing on the outcomes and results of different types of interventions, sometimes linked to a 'payment by results' arrangement between the contractor and government. This can include a particular focus on the quality assurance of supply chains and networks embedded within employment, training, community and voluntary sectors.
- Employer-led developments that take into account quality standards and/or inspection regimes may include a national standard or 'kitemark', agreed mainly between government and employers. A range of regional or local awards may also be used to assure the quality of provision in VET (as well as in schools, colleges and higher education institutions). In addition, quality assurance of individual careers professionals should be self-regulated through adherence to industry-led professional standards in order to assure service users that individual careers practitioners are working to an agreed code of ethics and common professional standards. Both Germany and the UK are testing out new arrangements in this regard (see, for example, Case Study 6.7).

- Practitioner competence in engaging with employers and utilising local labour market intelligence is often weakened when policy directives are steered towards other competing priorities.

#### **Case Study 6.5: A model system for quality assurance mapped against the ELGPN Quality Assurance Evaluation Framework in Greece**

In 2012, a new National Organisation for the Accreditation of Qualifications and Career Guidance (EOPPEP) was introduced. One of its aims is to inform and support the implementation of a robust quality-assurance system. The preparatory study included a quality manual, a bibliographical study, and a survey of 50 career guidance services in the education (secondary and tertiary) and initial VET sectors. The survey produced important quantitative and qualitative data on the current state of these services in relation to five sets of quality criteria. The analysis of interim results, a synthesis report, and an expert panel of 13 leading advisers representing practitioners, government and employers, fed into a national action plan for continuous improvement of career guidance services. The challenge is to find ways of improving quality whilst reducing costs. The ELGPN QAE Framework has been used as an effective auditing tool to identify gaps in data that can then be shared with various stakeholders at national, regional and local levels. External evaluations are under way to ensure that services observe the quality criteria and feed reliable data to the quality-assurance systems of both the EOPPEP and the lifelong learning system.

#### **Case Study 6.6: A learning outcomes study in Hungary**

In order to assess the learning outcomes derived from differing types of career support interventions, a pilot study with EU colleagues in vocational education and training (and other key sectors) is being led by the Department of Psychological Counselling at the University of ELTE in Hungary. The main purpose is to test out a methodology for capturing client data online and analysing the results through an ICT platform, in order to identify the added-value contribution of self-help, brief-assisted and more in-depth guidance interventions, drawing specifically upon client perspectives. This builds upon an impact study commissioned in 2009 by the Hungarian National LLG Council as a follow-up evaluation of the first Hungarian Lifelong Guidance System Development Project. The University of ELTE team has developed a Careers Service Impact Inventory: an online client and institutional questionnaire to assess client needs and responses, which is being rolled out in Estonia, Germany, Hungary and Portugal. The measured variables are linked to the concepts of career management and career adaptability of individuals in fast-changing and often unpredictable labour markets. The underpinning aspects include: information-handling strategies, self-knowledge, interpersonal skills, acknowledgement and handling of uncertainty and of environmental factors related to career construction, identifying career goals, and integrating and enhancing career opportunities.

### Case Study 6.7: Professionalisation developments in the UK

In the UK, four career professional associations have formed a new Careers Profession Alliance (CPA). Their key message of 'One Voice – Making an Impact' aims to strengthen the UK careers profession, building upon recommendations from the Careers Profession Taskforce in England (2010). It is central to the mission of the CPA to raise the standard of all career development professionals and provide public assurance on the quality of career development activities and services across the UK. The CPA has established a National Register of Career Practitioners as part of a professional framework which guarantees that individuals are suitably qualified and operate to the highest standards. In England, this is supported by a new online Career Progression Framework. The CPA will engage employers and other stakeholders to promote the careers profession, and will eventually seek a Royal Charter from the Privy Council. In the four home nations within the UK, Government is being actively consulted to ensure that quality assurance, evidence-base systems and professional development arrangements are mutually supportive and coherent. In England, the Government has recognised the importance of the CPA's work by signing up the new National Careers Service to the CPA proposals.

#### 6.5.3 Higher education

- Universities and other higher education institutions are influenced strongly by employability agendas set by policy-makers, students, parents and employers. Many individuals expect career guidance services to help smooth their transition into the labour market. Demand and expectations for services to be accountable for demonstrating positive destinations and return on investments in higher education are on the increase across Europe and further afield.
- The Bologna Process, the Higher Education Modernisation Agenda, the University-Business dialogue and co-operation, and the Commission's Green Paper on *Learning Mobility for Young People*, all imply that careers services have an important role to play in supporting citizens not only in managing transitions but also in maintaining openness to change and adapting on a lifelong basis. In response to this, universities and other higher education institutions are developing more sophisticated approaches to linking with business, and to capturing student data and tracking their learning and employability experiences to feed into their quality-assurance and continuing-improvement processes.
- In most cases, internal institutional quality-assurance frameworks and mechanisms are embedded within both pedagogy and andragogy. With the promotion and marketisation of higher education provision expanding rapidly across Europe, it is clear that quality assurance is viewed by many as a 'key selling point' in attracting new students and securing employer participation in the employability curriculum. Also, links to innovation and enterprise necessitate new forms of dialogue between the education sector and the wider market place, requiring investment in staff development for quality assurance of careers provision. Case Study 6.8 highlights a new initiative in Germany which is designed to drive up quality and assess the impact of strengthening professionalism within and across the higher education workforce.
- The combination of 'internal quality assurance' and 'external links with employers' offers the potential for stronger linkages to be made for data exchange and shared professional expertise between and across agencies such as higher

education, schools, colleges and VET providers. One such initiative is reported in Case Study 6.9, which illustrates how this can be achieved.

- As yet, there is no available evidence that higher education institutions are making use of statistical data modelling that involves academics from outside the careers sector scrutinising data-sets and/or developing new theoretical concepts for assessing and measuring the cost benefits and social returns on investment of differing types of careers interventions. In some countries, this approach is gaining momentum in other sectors, such as voluntary and community organisations, as they strive to retain their budgets and sphere of influence.

#### **Case Study 6.8: Quality assurance through a training curriculum for higher education counsellors in Germany**

To enhance the quality and professionalism of advisory and counselling services in higher education, as well as to assure the professional status of such work through qualification and certification, the university counsellors' association – the Society for Information, Guidance and Therapy at Universities (GIBeT) – has developed a training curriculum for guidance practitioners in this sector. It involves a series of training courses which are accredited by the association's training commission. These are presented in a database which supports transparency and offers flexible and decentralised training provision. Arranged in basic and advanced modules, the curriculum involves courses on all different aspects of guidance and counselling in universities. Practitioners may choose between two profiles, according to their main professional tasks: educational guidance and education management. Once they can prove the related qualification and training, they receive a certificate. To date there are no common regulations for the professional status and the education and training of guidance practitioners as a basis for quality assurance in higher education in Germany. It is anticipated that the certificate will develop into a proof of quality as well as qualification in this field of work.

### Case Study 6.9: Higher education and quality assurance in Latvia

Student support provision is co-ordinated by Student Services based on a quality-assured model that allows the integration of all support services for students, including education, career, psychological issues and assistance to persons with disabilities. Given the interdisciplinary nature of career development, an integrated approach helps to ensure the provision of appropriate types of support and co-operation among counsellors (and other staff). Guidance provision as a centralised service is offered through individual counselling, group workshops, thematic lectures, information activities, and online resources including an 'E-career' tool. The online facility allows employers to establish direct contact with potential applicants. In order to expand communication channels, social networks such as Twitter and Skype are also used. In co-operation with employers, the university has invited visiting lecturers to add to course content by providing current information on sectoral developments. This forms part of the Latvian higher education quality-assurance process. There have been visiting lecturers in chemistry, finance, banking, information technology, retail and other programmes. Further plans exist to establish a unified support system at the institutional level, combining different types of services provided at different levels within the institution into one system, and including the introduction of peer mentoring, tutoring and personal development planning, to promote co-operation between the university and employers.

### 6.5.4 Adult education

- The involvement of the citizen/end-user in organising and developing lifelong guidance services is an important way both of empowering citizens and of contributing to the overall improvement of the services.
- Capturing the voice of users of lifelong guidance services is often neglected, beyond the standardised use of client satisfaction surveys. This means finding innovative solutions using a range of media, including focus groups and person-to-person dialogue, that encourage and incentivise adults to play an active role in careers service design and delivery. Quality assurance and evidence-based learning embedded within joint EU research projects, such as the Nordic study outlined in Case Study 6.10, highlight both knowledge maturation and a programme for action.
- Due to the complexity of adult education operating with differing arrangements in the public, private and voluntary/community sectors, traditional quality standards, such as the 'matrix' quality standard in the UK (see Case Study 6.11), have been revised in an attempt to reduce unnecessary bureaucratic processes and to simplify monitoring and assessment requirements. The requirement to meet set professional standards developed and approved by self-regulating professional associations are contained within some national standards, and broadly welcomed by employers, practitioners and governments.
- By introducing the application of career management skills linked to both self-exploration and career exploration, it is possible to use online career information systems to evaluate the extent to which such engagement individually and collectively relates to better academic results, completing more rigorous courses, and post-secondary education planning. Careers practitioners and managers need to become much clearer on the merits of doing this.

### Case Study 6.10: Voice of users in promoting the quality of guidance for adults in Nordic countries

A project on the voice of users, funded by the Nordic Network of Adult Learning, started in 2010, and its results were published in late 2011. The project group consisted of researchers in Denmark, Finland, Iceland, Norway and Sweden, under the management of the Centre of Life-long Guidance Expertise at the University of Iceland. The project focused on two main goals: (i) to describe if, and how, adult users of career guidance have an impact on the services provided, as well as comparing user involvement in adult guidance; and (ii) to evaluate the learning outcomes of guidance for adults in the Nordic countries that access guidance in adult learning centres. In adult education in these countries, the main focus is on providing guidance on educational and personal issues, and to a lesser extent on vocational issues. Findings indicate that there is strong potential for greater user involvement, which is not currently being maximised.

### Case Study 6.11: The matrix quality standard in the UK

The matrix Standard is a quality framework for the effective delivery of information, advice and/or guidance on learning and work, designed to promote continuous improvement amongst individuals and organisations. Organisations are assessed every three years by externally appointed assessors and are required to seek continuous improvements in the way they deliver their service. The matrix Standard was launched in February 2002 and revised in 2005. In 2011, a restructured and revised version was trialled with organisations accredited or likely to seek accreditation against the Standard, and was confirmed as being more robust but achievable. The organisations valued: the alignment with business processes; the increased focus on outcomes; the links between organisational aims and objectives and service outcomes; the focus on staff development; and the use of targeted evaluation to support continuous improvement. The matrix Standard has been adopted by a range of organisations across the UK and there is an increasing international interest. Over 2,100 organisations are accredited under the Standard. It is the intellectual property of the Secretary of State for Business, Innovation and Skills (BIS) and is Crown Copyright.

#### 6.5.5 Employment

- As unemployment remains high and many employers continue to fill their vacancies without recourse to the Public Employment Service (PES), new strategies are being developed in many countries for involving private employment agencies in contributing to social-inclusion policies such as the placement of the unemployed and/or bringing market forces

and quasi-market approaches into the PES.

- Performance indicators are widely used within PES to inform and support devolved arrangements between centralised and localised policies and delivery structures, in an attempt to find more regional and local solutions. In some cases, early-intervention strategies have evolved from within the Public Employment Service that focus on active labour market measures targeted at certain groups.
- The wide range of quantitative performance indicators (PIs) and targets include: the market share and number of vacancies notified; the rate at which vacancies are filled; the speed at which new benefit claims are processed; the share of groups with specific needs; the number of visits of PES staff to local employers; and the post-programme employment rate of active labour market programme (ALMP) participants. Additional qualitative targets may also be used, with assessment on a subjective basis. The flow of job-seekers into registered vacancies is one of the most important indicators of performance. However, these PIs do not at present relate specifically to lifelong guidance: there is scope for further joint development work in this regard.
- It is not easy to measure the impact of jobs or training secured through self-service, since clients' use of such facilities is often not registered. There is a strong case for cross-fertilising learning from measurement difficulties experienced within the PES to lifelong guidance services, including the use of regression techniques to adjust data for differences in job-seeker characteristics and local labour market conditions. Labour market intelligence and information databases can increasingly perform more sophisticated functions to support the monitoring and tracking of opportunity structures and workforce developments.
- New active labour market policies, which aim to provide high-quality assistance for individuals through employment services and lifelong

guidance services working more closely (e.g. in the form of co-location, and undertaking shared professional training where appropriate) are beginning to emerge. Further work within national guidance forums is needed to look at the range of such strategies, and the relative efficiency of different structures, forms and functions. Case Study 3.1 in Section 3 describes the role and impact of an established national guidance forum led by the Public Employment Service in Hungary.

### 6.5.6 Social inclusion

- Demand for lifelong guidance is likely to increase significantly as a result of the numbers of transitions and of unemployed individuals caused by micro-economic or macro-economic shocks across Europe.
- A precept for success in terms of what policy-makers can do, given growing political pressures in favour of supporting the young unemployed – particularly 18–25-year-olds – is to monitor effective programmes that have a close link to the labour market and use this information to improve the quality of education and training programmes.
- Quality assurance and evidence-based learning must highlight the importance of targeting support not only to young people themselves but also to aim this at their families and local communities.
- There is a danger that some performance indicators fail to make explicit the characteristics of 'disadvantage' and multiple barriers associated with this. There is also the risk of so-called 'stigma' which may discourage practitioners from recording data concerning expected productivity and motivation of clients to participate in learning and/or work.
- There is an important role for government in addressing the need to keep recipients of ser-

vices, particularly those most vulnerable in society, safe and respecting their confidentiality, whilst at the same time loosening restrictions that result in organisations imposing some reduced forms of career interventions (for example, banning the use of social networking sites) because of fears related to safeguarding users of services. Evidence-based learning and policy formation that combines the effective use of ICT and labour market intelligence in reaching out to vulnerable individuals is of critical importance.

- Case Study 6.12 provides an example of how one country is addressing the issue of encouraging guidance practitioners working with adults to record data more accurately, in order to track the enablers and barriers to individuals' career progression over time.

### **Case Study 6.12: Using staff development and training and a client data tracking system in Ireland**

The National Centre for Guidance in Education (NCGE) has developed a continuing professional development (CPD) programme for guidance practitioners<sup>10</sup> to focus on particular skill needs and/or client issues. This is set within the context of targeting specific groups who are eligible to access the Adult Educational Guidance Initiative (AEGI). An Adult Guidance Management System, developed in consultation with guidance services, holds client data to inform local and national planning activities. Tracking and monitoring clients' barriers to progression, as well as positive outcomes, enables policy-makers and practitioners to reflect on the impact of their work and to identify any gaps in provision. The NCGE provides guidelines supporting the development of a robust evidence base. The CPD programme focuses on making practical use of the data recorded at a service-delivery level and reviewing practitioner skills to find creative ways of delivering outreach activities, especially to hard-to-reach individuals and groups. To support quality-assurance developments, the NCGE has produced an online AEGI Handbook with examples of good practice from services. The Handbook is used locally for induction training for new staff and ongoing service design and delivery.

<sup>10</sup> Guidance counsellors are qualified to postgraduate level, working alongside information officers qualified to certificate level.

### 6.5.7 Cross-sectoral

Many of the case studies above include cross-sectoral elements. In addition, some countries have addressed quality and evidence issues on a cross-sectoral basis as a means of developing a more coherent lifelong guidance system. In Germany, for example, the National Guidance Forum is bringing together a wide range of agencies to examine shared quality assurance, evidence-based learning and evidence-based policy formation (see Case Study 6.13).

#### Case Study 6.13: Developing a national quality-assurance system in Germany

In Germany no legislation or agreed nationwide standards for quality in career guidance have existed since the abolition of the state monopoly in 1998. Quality development and strategies have been left to the market. Accordingly, the German National Guidance Forum and the Institute for Educational Science at the University of Heidelberg initiated in 2008 a nationwide ‘open process of co-ordination’ among policy-makers, relevant actors and stakeholders in the guidance field, with the aim of developing an agreed framework for quality development in career guidance. With funding from the Federal Ministry of Education and Science, the following products were developed and tested by a small number of service providers:

- A catalogue of commonly developed and agreed quality criteria, with indicators and proposals for measurement instruments.
- A Quality Development Framework (QDF) to assist providers in their quality efforts.
- A commonly developed and agreed practitioner competence profile.

The outcomes were published and launched in January 2012. A follow-up project with funding from the Ministry continues until mid-2014 to implement these outcomes. One of its aims is to convince policy-makers at national, regional, and local levels, as well as managers and professionals, of the economic and social benefits of high-quality career guidance services by demonstrating the outcomes and impact of quality investments.

*Further details of all the case studies in this Resource Kit are available in the ELGPN database (<http://elgpn.eu>).*



## Co-ordination and Co-operation

### 7.1 Introduction

This section addresses policy issues related to co-ordination and co-operation between lifelong guidance services. The rationale for establishing national, regional and/or local forums lies in the synergies that such mechanisms provide in bringing a variety of stakeholders together on common tasks. Such efforts may range from developing co-ordinated lifelong guidance strategies, through more specific strategies such as quality frameworks, to practical day-to-day co-ordination of career days or career fairs.

The section is divided into four sub-sections: policy issues (Section 7.2); questions that policies need to address (Section 7.3); a possible progressive continuum of policy steps (Section 7.4); and implications for six policy sectors – schools (Section 7.5.1), VET (Section 7.5.2), higher education (Section 7.5.3), adult education (Section 7.5.4), employment (Section 7.5.5) and social inclusion (Section 7.5.6).

### 7.2 Policy issues

- The 2008 EU Council Resolution<sup>11</sup> Priority 4 reads: ‘Encourage co-ordination and co-operation among the various national, regional and local stakeholders.’ This implies that linkages across sectors are pivotal to efficient and coherent guidance services.
- In an attempt to improve co-ordination and coherence in policies and systems for guidance provision, most European countries face the challenge of fragmentation and ‘sectorising’. Different lifelong guidance services have their own history, aims, methods and budgets: they work in structural silos. Nonetheless, they are responsible for providing guidance in a lifelong perspective, which ideally would imply a seamless and coherent system. At present, this is a vision for the future, rather than a reality, in most countries.
- Lifelong guidance is a key component of lifelong learning strategies – nationally, regionally and locally, as well as at EU level. In a knowledge-based society, such as the EU aims to be, a coherent all-age guidance system for all citizens,

<sup>11</sup> Council of the European Union (2008). *Better Integrating Lifelong Guidance into Lifelong Learning Strategies*. 15030/08. EDUC 257 SOC 653.

with built-in progression throughout the lifespan, is pivotal to the success of these strategies.

- The establishment of local, regional and national guidance forums and similar policy co-ordination mechanisms is an important feature of these efforts, bringing together actors and stakeholders in partnerships. National forums may be complemented by regional forums, either in support of national forums, or – in countries with devolved government – as separate mechanisms with national links.
- In establishing a national guidance forum/mechanism, Cedefop<sup>12</sup> identified ten ‘key messages’, i.e. propositions that merit consideration in the process of establishing and developing national forums. These relate to the need:
  - (1) To make a clear connection to lifelong learning and employability strategies.
  - (2) To establish shared definitions and terminology.
  - (3) To be selective in determining those invited to participate.
  - (4) To have clearly identified tasks and roles.
  - (5) To have strong champions, and strong commitment from key parties.
  - (6) To define clearly the relationship with the government.
  - (7) To have an independent secretariat.
  - (8) To avoid mission drift.
  - (9) To be aware of the risks of role conflict.
  - (10) To strive to work from the viewpoint of the individual citizen.

These key messages should be reviewed and interpreted in relation to co-operation and co-ordination mechanisms at all relevant levels – national, regional, local – as well as cross-border, cross-regional and cross-national co-operation.

- A taxonomy of the intensity of linkages identifies three levels:
  - *Communication*. This might include exchanging information, and exploring possibilities for co-operation and co-ordination.
  - *Co-operation* between partners, within existing structures. This might be largely informal in nature, and based on a co-operation agreement, with decision-making powers being retained by each partner.
  - *Co-ordination*. This is likely to require a co-ordinating structure, with operational powers and funding (and possibly a contract or legal mandate).

Few national or regional forums/mechanisms operate at the co-ordination level: most are at the communication level and some at the co-operation level. Some are merely discussion or dialogue forums.

### 7.3 Questions that policies need to address

- What are the *roles* of guidance forums/mechanisms? Four roles can be distinguished; these need to be clarified, as they are not exclusive, and many forums/mechanisms undertake more than one role. The four are:
  - *Dialogue*: a platform where actors and stakeholders meet to discuss and exchange information and viewpoints, and whose main outcome is creation of a common understanding and voluntary co-ordination of activities.
  - *Consultation*: a body set up primarily to act as a reactive sounding board for government initiatives and policies.
  - *Policy development*: a proactive forum to promote lifelong guidance through concrete policy proposals and initiatives.
  - *Systems development*: a place for developing

<sup>12</sup> Cedefop (2010). *Establishing and Developing National Lifelong Guidance Policy Forums: a Manual for Policy-Makers and Stakeholders*. Panorama Series 153. Luxembourg: Office for Official Publications of the European Communities.

and implementing concrete, practically-oriented issues within the framework of lifelong guidance (e.g. quality-assurance frameworks, or training provision).

- Who decides on the *membership* of forums/mechanisms at national, regional and local levels? This may include national ministries responsible for providing guidance, in particular ministries of education and employment, accompanied by representatives of organisations which operate the main guidance services, notably public employment services (PES). Other core actors represented in some forums/mechanisms include the social partners, associations of guidance professionals, and representatives of user groups (parents, students, senior citizens, ethnic minorities, people with disabilities, etc.).
- What are the *functions* of forums/mechanisms? Six main functions can be distinguished:
  - *Improving communication* – providing a forum for discussion on key policy issues; establishing a common definition of guidance; developing shared terminology for guidance.
  - *Encouraging collaboration* – stimulating inter-agency co-operation and co-ordination on specific activities (events, projects, research); taking transversal initiatives on issues which span several services or sectors.
  - *Identifying citizens' needs* – mapping existing services and identifying gaps in provision; managing consumer research and public consultation exercises; developing career management competence frameworks for citizens.
  - *Improving service design and improvement, including quality* – developing quality standards and quality-assurance systems; developing competence frameworks and accreditation schemes for guidance practitioners.
- *Influencing policy* – developing improved structures and strategies for supporting lifelong guidance delivery; promoting lifelong guidance as an integral part of national learning, employment and social-inclusion policies; seeking policy support to fill gaps in existing lifelong guidance provision.
- *Benefiting from international co-operation* – supporting national participation in ELGPN; supporting national participation in international policy development; disseminating innovation and best practice generated by European and international initiatives.
- What are the *status* and *terms of reference* of a forum/mechanism? Structural and operational questions include:
  - *Status* – whether the forum/mechanism should be a formal structure, possibly even anchored in legislation, or a more informal organisation, and what its relationship to government should be.
  - *Membership composition* – which actors and stakeholders should be invited to participate.
  - *Resources* – what kind of funding and support is needed to perform the tasks, and how this should be provided.
  - *Leadership* – whether or not the forum/mechanism should have a chairperson, how it is determined who this should be (appointed or elected), whether an executive committee is needed, and how secretarial services should be provided.
  - *Decision-making processes* – whether the forum/mechanism should take any decisions, and if so, how these are to be reached (consensus, simple majority, qualified majority).
  - *Communication channels* – how the forum should communicate the outcome of its activities, and to whom.

- What general *policy-making approaches* are adopted? A taxonomy may be helpful in distinguishing between:
  - a *reactive* approach which mirrors and supports national/regional/local guidance policies;
  - a *critical* approach which questions national/regional/local guidance policies;
  - a *proactive* approach which formulates national/regional/local guidance policies.
- How is the *sectoral approach* of forums/mechanisms defined? Although countries see much potential in increasing networking and partnership-based co-ordination and co-operation across sectors and organisations, they also see limitations and challenges. These are often linked to differences in the operating cultures between sectors (e.g. between education and employment). Sectors also have different structures and specific mandates based on regulations defining their funding, methods and responsibilities. On occasion, sectors and institutions may find themselves in competition over the same limited resources. Moreover, sectoral protectionism may result in lack of synergies as well as a lack of continuity, as maintaining relationships between organisations becomes too complicated; this can strengthen sector-to-sector stereotypes.
- What is the *regional scope* of forums/mechanisms? An important policy issue is whether to form independent forums/mechanisms at local and regional as well as national levels, i.e. to establish a set of co-ordination and co-operation mechanisms which operate to a significant degree on an 'arm's length' basis. At present, much national co-ordination is dependent on single ministries (education or employment), and those which have established a truly cross-sectoral national forum can struggle to maintain their independence.
- How are the *relationships between forums/mechanisms at various levels* organised? The relation-

ships and linkages between national, regional and local forums/mechanisms are crucial to seamless lifelong guidance approaches. In particular, an early step in forming a national forum could be to build at the regional level, which is essential in forming operational partnerships. Four dimensions of regional co-operation and co-ordination can be distinguished:

- (1) *Intra-regional*: linkages within the regional, across structural silos and different sectors.
- (2) *Inter-regional*: linkages across neighbouring regional boundaries.
- (3) *Trans-regional*: linking several regions in thematic clusters.
- (4) *Cross-national*: regional linkages across national boundaries.

Of these, (1) is the most common, (2) is rare, and (3) and (4) are exceptional.

- How could support of guidance co-operation and co-ordination function *between regions across national boundaries*? The twinning of bordering regions across national borders could be an important policy option for further developing guidance co-operation and co-ordination on a cross-regional basis. Such activities would mirror recent mobility policies in educational, labour market and social policies in the European Union, and develop efforts in the ELGPN in terms of a stronger regional dimension, alongside the national dimension which has been the main focus to date.
- What kinds of *cross-regional approaches* could be helpful and effective? In some administratively and politically sub-divided countries, a cross-regional approach may serve as a vehicle to ease co-operation and co-ordination in the guidance field. In practical terms this could imply inter-regional and intra-regional issues such as:
  - Supporting the establishing of regional, cross-sectoral co-ordination and co-operation fora/platforms/partnerships/representative structures.

- Encouraging regional, cross-sectoral training for guidance experts, e.g. in the adult guidance sectors for ease of referral and to sustain personal links between practitioners.
- Encouraging common planning and curricular development of work-experience programmes, workplace visits, work shadowing, educational taster courses, educational/work fairs, etc.
- Encouraging co-ordinated workplace guidance activities, and other common outreach guidance activities.
- Encouraging the planning of regional, yearly thematic guidance activities.
- Assessing the effectiveness of different guidance models/approaches (recognising that not everything can be readily measured in quantitative form).

## 7.4 Policy steps

Depending on the form of government, the relationship between centralisation and decentralisation, the level of professionalisation, traditions, etc., forums and similar mechanisms may take various forms at national, regional and local levels. The three self-assessment tools that follow are designed to help in reviewing existing mechanisms and considering directions for future action:

### Tool 7.1: Reference points for lifelong guidance policy and systems development

A strategic effort to develop and promote lifelong guidance policies and systems requires inputs from ministries, social partners, civil society, guidance practitioner associations and other relevant stakeholders. Tool 7.1 is designed to clarify existing conditions on a scale from no structures or procedures to a well-developed and systemic approach to co-operation/co-ordination mechanisms for lifelong guidance policy and systems development at national, regional and/or local levels.

### Tool 7.2: Reference points for forums or similar mechanisms for lifelong guidance policies

This part of the self-assessment tool is based on the conclusions and key messages in the Cedefop (2010) manual. The term 'forum' can cover a range of co-operation and co-ordination mechanisms. Between the two poles lies a continuum of policy options.

### Tool 7.3: Levels of operation for a forum or a similar mechanism

As noted in Section 7.2, lifelong guidance forums may operate at one or more of three levels: *communication*, *co-operation* and *co-ordination*. The first level (communication) could be, for example, a working party or network or think-tank; the second level (co-operation) includes, for instance, agreements to work together on specific tasks; the third level (co-ordination) is likely to need a more formal and more sustainable structure.

**Tool 7.1:** Reference points for lifelong guidance policy and systems development

<b>I.1 Policy partnership</b>		
No structured co-operation exists between government ministries, social partners, and civil society on lifelong guidance policies and systems	▶ ▶ ▶ ▶ ▶	A national lifelong guidance partnership advises on a range of national strategies (education, employment, social inclusion) and action plans, and contributes to ELGPN activities
<b>I.2 Policy support resources</b>		
There is no systematic allocation of funds to support lifelong guidance policy implementation and harmonised service provision	▶ ▶ ▶ ▶ ▶	Financial allocation for lifelong guidance systems development is clearly identifiable within education and employment budgets; national lifelong guidance developments include financial commitment from the non-government partners
<b>I.3 Policy elaboration process</b>		
No evidence exists of clearly identifiable or articulated lifelong guidance policy in the education sector	▶ ▶ ▶ ▶ ▶	National economic development plan includes a specific section on lifelong guidance, detailing specific and complementary objectives for education, employment and social inclusion policy fields
<b>I.4 Monitoring and evaluation</b>		
No system is in place to monitor and evaluate lifelong guidance developments	▶ ▶ ▶ ▶ ▶	Recommendations from monitoring and evaluation of lifelong guidance developments and activities are integrated into further policy reforms and action plans in the education and employment sectors
<b>I.5 Exchange of interesting practices</b>		
There is no systematic exchange of good practice between lifelong guidance providers	▶ ▶ ▶ ▶ ▶	Results of national/regional/local/cross-regional etc. practices are accessible to all through an on-line database including multimedia

Co-operation

**Tool 7.2: Reference points for forums or similar mechanisms for lifelong guidance policies**

<b>II.1. Connections to lifelong learning and employability strategies</b>		
No connection is made in policies or in practice between issues of lifelong guidance and lifelong learning / employment / social policies	▶ ▶ ▶ ▶ ▶	A clear, decision-based national/regional/ local policy and strategy for lifelong guidance is defined as an integrated part of national/ regional/local policies for lifelong learning and employment / social affairs
<b>II.2. Shared definitions and terminology</b>		
The discourse about terms and definitions in different contexts of guidance is not regarded as an issue for the forum	▶ ▶ ▶ ▶ ▶	A clear common understanding exists of terms and definitions in guidance in various contexts
<b>II.3. Selecting participants</b>		
<b>II.3.1</b> Participation in the forum occurs more informally, by accident or by personal connections	▶ ▶ ▶ ▶ ▶	Key stakeholders of the forum are identified and appointed by a clearly defined and broadly accepted procedure
<b>II.3.2</b> The representation in the forum is fragmented and unbalanced	▶ ▶ ▶ ▶ ▶	All relevant actors and stakeholders are represented in the forum by delegates with a clear mandate
<b>II.3.3</b> The number of participants, and the mandate and composition of the forum, imply the status of a debating forum with no formal powers	▶ ▶ ▶ ▶ ▶	The number of participants and clear mandates of the delegates secure targeted and effective activities for the forum
<b>II.3.4</b> No structured and differentiated working process exists	▶ ▶ ▶ ▶ ▶	The forum may establish sub-groups or task groups to deal with specific tasks and issues
<b>II.4. Clearly identified tasks and roles</b>		
<b>II.4.1</b> A written commitment or a common awareness about aims, tasks and roles of the forum does not exist	▶ ▶ ▶ ▶ ▶	A clearly defined set of aims, objective, tasks and roles of the forum exists
<b>II.4.2</b> The forum works without a clear organisational procedure	▶ ▶ ▶ ▶ ▶	The forum works with a clear procedure of setting objectives, timetables and documentation for the participants and represented organisations as well as for partners in policy and politics
<b>II.5. Strong champions, and strong commitment from key parties</b>		
<b>II.5.1</b> Leadership is unclear	▶ ▶ ▶ ▶ ▶	Leadership is clearly defined and accepted by all participants, organisations and stakeholders

<p><b>II.5.2</b></p> <p>Professional leadership of the forum is unclear and not well accepted</p>	<p>▶ ▶ ▶ ▶ ▶</p>	<p>The forum is led by professionally respected persons who are able to involve participants and key parties actively</p>
<p><b>II.6. Relationship with the government</b></p>		
<p><b>II.6.1</b></p> <p>A common agreement on the relationship between the forum and government at national/regional/local level does not exist</p>	<p>▶ ▶ ▶ ▶ ▶</p>	<p>The relationship between the forum and the government at national/regional/local level is clearly defined and well accepted</p>
<p><b>II.6.2</b></p> <p>A common understanding and awareness about the importance of information procedures does not exist</p>	<p>▶ ▶ ▶ ▶ ▶</p>	<p>A clear awareness and commitment exists concerning information procedures between the forum, the government, the public, and the media</p>
<p><b>II.7. Independent secretariat</b></p>		
<p>An administrative and/or organisational base for the forum does not exist</p>	<p>▶ ▶ ▶ ▶ ▶</p>	<p>Administrative and organisational functions of the forum are well-developed, clear and effective, with stable financial resources, and accepted by all stakeholders and members of the forum</p>
<p><b>II.8. Avoid mission drift</b></p>		
<p>Influences on development or changes of aims, tasks and roles are unclear</p>	<p>▶ ▶ ▶ ▶ ▶</p>	<p>A strong commitment between members of the forum concerning roles and tasks exists; developments of aims, objectives, roles and tasks are carried out openly, involving all participants</p>
<p><b>II.9. To be aware of the risks of role conflict</b></p>		
<p>A common understanding of and dealing with different roles and possible conflicts is not present</p>	<p>▶ ▶ ▶ ▶ ▶</p>	<p>The work within the forum is based on a common awareness of effects and benefits in all areas of lifelong guidance across sectors; possible competition concerning roles, tasks, financial resources and policy influence is dealt with harmoniously in the forum</p>
<p><b>II.10. Work from the viewpoint of the individual citizen</b></p>		
<p>Institutional, organisational and political interests are the main focal points of influence, power and motivation for activities within the forum</p>	<p>▶ ▶ ▶ ▶ ▶</p>	<p>Activities within the forum focus on the needs and demands of and the benefits for individual users in all areas of lifelong guidance</p>

**Tool 7.3:** Levels of operation for a forum or a similar mechanism

Level	Intensity of linkages			
<b>Communication:</b> <i>A core function of the national/regional/local forum or similar mechanism is:</i>				
To bring together actors and stakeholders in the field of lifelong guidance	not at all	▶	▶	to a great extent
To exchange information and experience in the field of lifelong guidance at national/regional/local levels	not at all	▶	▶	to a great extent
To document and to publish issues, themes and examples of practice in the field of lifelong guidance	not at all	▶	▶	to a great extent
To explore possibilities for co-operation and co-ordination in the field of lifelong guidance	not at all	▶	▶	to a great extent
<b>Co-operation</b> <i>A core function of the national/regional/local forum or similar mechanism is:</i>				
To initiate and improve co-operation, of a largely informal nature, between actors and stakeholders in the field of lifelong guidance	not at all	▶	▶	to a great extent
To give incentives and support for co-operation between actors and stakeholders in the field of lifelong guidance within existing structures	not at all	▶	▶	to a great extent
To develop co-operative activities between actors and stakeholders in the field of lifelong guidance, based on a co-operation agreement	not at all	▶	▶	to a great extent
To contribute to co-operative activities, with decision-making powers being retained by each partner	not at all	▶	▶	to a great extent
<b>Co-ordination</b> <i>A core function of the national/regional/local forum or similar mechanism is:</i>				
To act as a 'steering group' for relevant actors and stakeholders in the field of lifelong guidance at national/regional/local levels	not at all	▶	▶	to a great extent
To represent a co-ordinating structure, with operational power and funding	not at all	▶	▶	to a great extent
To act as a co-ordinating structure on the basis of a contract or legal mandate	not at all	▶	▶	to a great extent
To act as the official policy body in the field of lifelong guidance within lifelong learning by the mandate of the relevant national/regional/local authorities	not at all	▶	▶	to a great extent

## 7.5 Implications for policy sectors

Well-functioning co-ordination and co-operation mechanisms between guidance providers and relevant stakeholders at national, regional and local levels have varying implications for different sectors.

### 7.5.1 Schools

Schools need to co-operate with stakeholders and partners outside schools in order to enrich the guidance resources and learning experiences they can offer to their students.

Key issues here include:

- Additional support for early school-leavers in co-operation with outreach guidance services.
- Focusing of school curricula on creativity, innovation and entrepreneurship in co-operation with local stakeholders and partners.
- Links with work-experience providers, role models, taster courses.
- Standards for co-operation at all relevant transition points, from pre-school/early childhood education to upper secondary education.
- Organised communication between stakeholders and practitioners in different sectors.
- Feedback between educational and professional sectors, universities, and employers.

### 7.5.2 VET

Both initial VET and continuing VET need to co-operate with stakeholders and partners outside educational institutions in order to support the relevance of its provision to the world of work and to students' future careers.

Key issues here include:

- Guidance/counselling to support EU mobility tools in co-operation with providers.
- Firmer links with employers, chambers of commerce, labour organisations, and Public Employment Services. Training designers need to co-operate with the labour market in order to develop VET provision that will fit labour market needs.
- Communication strategies between the world of work and VET for identifying the needs and demands of enterprises and employers concerning VET.
- Communication and co-operation between general education and VET/apprenticeship schemes.
- Job creation and entrepreneurship, where guidance may facilitate linkages between job providers, entrepreneurs, and innovation.

### 7.5.3 Higher education

Links between higher education institutions and external guidance services, partners and stakeholders are important to create seamless transitions for students, in particular at entry and exit points, and to establish effective links with the world of work.

Key issues here include:

- Pre-entry, to facilitate effective choices and transitions.
- Preparing students for academic studies through taster courses facilitated by co-operation between guidance services and educational providers.
- Links with employers and alumni organisations, and competence development of counsellors: communication and co-operation vertically (e.g. with upper secondary level education) and horizontally (between various higher education sectors: universities, universities of applied sciences, academies, providers of academic courses).
- Securing the continuity of career management skills development between secondary education and higher education.
- Improving transitions between secondary education / VET and higher education.
- Assisting students on exit in terms of job-search and job creation.
- Supporting students engaged in second-chance higher education and in continuing higher education.
- Supporting the role of higher education in initial and continuing training of guidance counsellors and other guidance staff, and in relevant research.

### 7.5.4 Adult education

Adult education and training is pivotal to upskilling a flexible labour force, and to personal, vocational and social pathways during the lifespan. Co-operation

and co-ordination between guidance services plays an important role in facilitating smooth and seamless learning opportunities, encompassing not only formal but also non-formal and informal learning.

Key issues here include:

- Improving learners' motivation within adult education.
- Enhancing the role of guidance in relation to accreditation of prior experiential learning (APEL) and to learning in the workplace including formal, non-formal and informal learning.
- Identifying and constructing learning offers that meet the needs and demands of potential adult learners at all life phases, including the 'third age'.
- Strengthening the role of social partners and enterprises in guidance provision.
- Enhancing career management skills development for adults in the workplace.

### 7.5.5 Employment

Co-operation and co-ordination mechanisms have a role to play in supporting the development of new competences to enable individuals to function in rapidly changing labour markets.

Key issues here include:

- Links with PES networks, supporting lifelong learning components of flexicurity and 'mobility' (mobility + education) policies.
- Improving learning environments in enterprises, support structures, financing etc. for learning on and alongside the job, including job-rotation schemes.
- Developing career management skills for adults, including unemployed people.
- Promoting and developing policies to promote job creation from the demand side.
- Motivating and helping people to develop new competences and to make career changes.

- Fostering mechanisms to predict labour market bottlenecks.

### 7.5.6 Social inclusion

Co-operation and co-ordination mechanisms can support the role of lifelong guidance in preventing social exclusion.

Key issues here include:

- Links between peer support and professional guidance back-up; user involvement.
- Communication and co-operation concerning transfer of experiences and impact evidence in fields related to social inclusion.
- Co-ordination of principles, criteria and standards for social inclusion in all areas, especially for those Not in Education, Employment or Training (NEETs).
- Minimising bureaucratic procedures to support social inclusion.
- Positive discrimination for disadvantaged people to support social inclusion.

### 7.5.7 Cross-sectoral

The following case studies illustrate examples of the wealth of different approaches to national and regional co-ordination and co-operation. With a view to differing national and regional conditions, traditions, degree of professionalisation, and administrative structures, some co-ordination and co-operation mechanisms take the form of regional partnerships, including formal agreements between PES/welfare sector and regional educational institutions (Case Studies 7.2, 7.3, 7.5 and 7.7); some cross national borders (Case Study 7.1); some rely on national initiatives (Case Study 7.4); and some use ICT to create such linkages (Case Study 7.6). Others carry out research on the overall supply and need for guidance across sectors (Case Study 7.8). There is no

single approach which can serve as a one-size-fits-all European model.

Case Study 7.9 depicts the national impact of a particular national forum across sectors.

#### **Case Study 7.1: Cross-border co-operation in the Region of Bodensee**

The Region of Bodensee represents a co-operation model that includes several dimensions, one of which is guidance and counselling. The regions and districts around Lake Bodensee cover four states (AT, CH, DE, FL) and comprise one province of AT, six Swiss cantons, and three regional labour agencies in DE and FL. The co-operation platform is composed of 30 national, regional and local organisations such as regional governments and district administrations for education, labour and the economy, public employment services at national and regional levels, social partners such as chambers of commerce and trade unions, and the International Bodensee Conference. The region is also one of 22 EURES regions, using the opportunities provided within European co-operation. In terms of guidance in the Bodensee region, innovative services and activities such as 'Guidance on Board' (a ship-based cross-border action) are combined with other aspects of cross-border and cross-regional co-operation, to support mobility. Regular cross-border job markets take place, as do EURES events in all the regions involved, and educational fairs involving enterprises, educational institutions and public employment services. The Bodensee region also provides a portal for youth guidance and information about education, jobs and careers (see: <http://www.jobs-ohne-grenzen.org/Jugendportal.69.0.html>).

#### **Case Study 7.2: A partnership-based early-intervention approach in Croatia**

As a measure to prevent long-term unemployment, the Croatian Public Employment Service (CES) is implementing early-intervention activities and career guidance services aimed at final-grade basic-school pupils, secondary-school pupils and university students. Career guidance is provided through a step-by-step approach and is partnership-based, including primary and secondary education institutions, universities, employers, other experts, parents, etc. Once a year, a Vocational Intentions Survey is carried out with final-year pupils of primary and secondary schools. On the basis of this assessment, priority groups are identified, as well as the appropriate types of services for each group of pupils. Support to these groups takes different forms (group and individual informing and counselling of pupils and parents, self-assessment tools, etc.) according to the identified needs. The holistic approach through close networking and commitment of relevant stakeholders responds to societal expectations and contributes to the smooth implementation of this preventive action.

### Case Study 7.3: National co-operation and co-ordination mechanisms in guidance practice and policy development in Norway

Public career guidance provision in Norway is available through public services in the education sector and in the work and welfare sector. At county level, local authorities have established regional partnerships to enhance co-operation and co-ordination between the different stakeholders in the counties. To support these partnerships, a need for national co-ordination was evident. A National Unit for Lifelong Guidance was accordingly established by the Ministry of Education and Research and situated in Vox, the Norwegian Agency for Lifelong Learning. The major focal points of the Unit are:

- Co-ordination of all the different career guidance provisions and the stakeholders involved, including regional partnerships.
- Competence development and research, both to develop career guidance as a specific profession and to enhance competence development for professionals.
- Quality development and quality assurance.

The Unit has established two national bodies for co-ordination and co-operation: the National Forum for Career Guidance; and the National Co-ordinating Group. The overall strategy is based on a lifelong perspective: that career guidance is relevant and necessary in all the different phases and transitions a person faces throughout life.

### Case Study 7.4: Discussion Platform for Lifelong Guidance, Poland

In 2007, the Ministry of Labour and Social Policy established a Discussion Platform for Lifelong Guidance. This initiative is designed to improve co-operation in career guidance activities at national level through involvement of the most important government and non-government institutions responsible for legal provisions and strategic solutions. Cross-platform meetings are held once a year. Each meeting is devoted to specific topics, allowing preparation of materials for discussion and facilitation of joint initiatives. Institutions which include guidance in their responsibilities take part, including the Ministry of Labor and Social Policy, the Ministry of National Education, the Ministry of National Defence, the Ministry of Science and Higher Education, the National Centre for Supporting Vocational and Continuing Education, the Central Board of the Prison Service, the Headquarters of Voluntary Labour Corps, the Management Board of the Professional Development Centre, the Network of Academic Career Services, the Forum of Directors of District Labour Offices, the Assembly of Directors of Regional Labour Offices, the Polish Association of Educational and Vocational Counsellors, and the National Forum for Lifelong Career Counselling Co-operation. The meetings enable the partners to exchange key information and to seek common positions on important matters. The co-operation is not formalised: the institutions are not tied with any formal agreement or contract.

### Case Study 7.5: Warmia and Mazury Pact for Vocational Counselling Development, Poland

The Warmia and Mazury Pact for Vocational Counselling Development has functioned since 2007. Initiated by the Regional Labour Office in Olsztyn, it is a tool for enhancing co-operation between 58 institutions and organisations, including labour market institutions, educational centres, and organisations dealing with vocational guidance, in the Warmia and Mazury Region. Under the Pact, teams are responsible for different tasks, supported by expert researchers. The four teams are:

- Vocational information team.
- Training and professional development team.
- Diagnostic team.
- Co-ordination and promotion team.

Each team typically meets several times during the year. Meetings are organised in partners' premises in order to help partners become more acquainted with each other's activities. The main task is organisation of and participation in different meetings, conferences and fairs. A conference on 'partnership for the development of vocational guidance and information in Warmia and Mazury' was held in January 2010.

### Case Study 7.6: National Network of Counsellors and Counselling Structures in Greece – ICT web forum (IRIDA)

The development of a network and electronic communication platform targeted to guidance practitioners was implemented in 2007. The aim of the platform (IRIDA) is to connect all the guidance services providing career guidance at national level, including:

- Counselling and career centres and offices in secondary education.
- Centres for Promotion to Employment operating within the Greek Public Employment Services.
- Career offices in tertiary education.
- Social partners' guidance structures.

The ICT interface serves as a tool to:

- provide information to guidance practitioners on activities organised by the major stakeholders within the guidance field (meetings, conferences, publications, etc.);
- strengthen co-operation and facilitate the development of common initiatives and actions;
- stimulate dialogue and exchange of opinions on issues relating to guidance policy and practice.

The National Centre for Vocational Orientation (EKEP) has been responsible for the creation and systematic update of the web platform (<http://irida.ekep.gr>). Following a Ministerial Decision in November 2011, a newly-established legal body named the National Organisation for the Certification of Qualifications and Career Guidance (EOPPEP) has incorporated all the responsibilities, activities and projects previously carried out by EKEP. Future plans include upgrading IRIDA to support the Greek National Lifelong Guidance Forum.

### **Case Study 7.7: Regional agreements between labour and welfare service (NAV) and county education administration directed to users of all ages in Norway**

To address the challenges related to the fact that many NAV (PES) users have not completed upper secondary education, a central agreement was signed in 2007. The objectives are to enhance and systematise regional and local cross-sectoral co-operation in order to better achieve labour market goals and educational goals (e.g. to qualify job-seekers aiming at a steady foothold in the labour market). The agreement encourages both sectors to commit themselves to improved targeting and to combining means and measures, including local agreements relating to overlapping responsibilities. All 19 counties in Norway have now implemented regional agreements between NAV and the county education administration. Examples of areas of co-operation are recognition of prior experience, career guidance, measures to promote completing upper secondary school, and measures relating to competence development and regional development. Career centres co-operate with the local NAV office in providing services to companies that downsize or lay off employees, and in running career-planning courses for young adults (19–30). The experience so far shows positive development at both system and practice levels.

### **Case Study 7.8: Research on guidance needs across sectors in Italy**

The 'Report on Guidance' is a quantitative and qualitative research project commissioned by the Ministry of Labour and Social Policies and carried out by ISFOL (Institute for the Development of Vocational Training for Workers). Since 2009, a national survey has been conducted of all public and private guidance service providers in education, universities, vocational training, guidance centres, Public Employment Services and companies. From 2010, an analysis of the demand for guidance has been added. The overall objectives include analysing guidance supply in Italy, i.e. activities and practices in different regions and across sectors, along with the needs and requirements of guidance users. These will form the basis of strategies for interventions targeted at specific populations with guidance needs.

### **Case Study 7.9: Career guidance in Slovenia – from policy to implementation**

In 2006 the National Guidance Policy Forum in Slovenia, later renamed the Lifelong Career Guidance Working Group, produced a co-ordinated cross-sectoral proposal on guidance policy priorities for the Slovenian European Social Fund programme (2007-13). This was followed by proposals for concrete guidance projects. Subsequent progress has included:

- Within the project ‘national reference point for lifelong guidance’, some components have been carried out (technical/professional support for working group; national guidance glossary) while others are under way (training for career guidance practitioners; development of career guidance quality standards).
- Career centres within HE have been established and are now operational.
- The network of counselling services in adult education has been strengthened and extended, with new operational centres.
- Training for school counsellors in general and those in VET schools in particular has been carried out.
- Career guidance services for employed individuals and their employers have been established.
- A project on development of career guidance tools for work with the unemployed is under way.

The work of the Forum and Working Group has thus contributed substantially to the development of a lifelong career guidance system in Slovenia.

*Further details of all the case studies in this Resource Kit are available in the ELGPN database (<http://elgpn.eu>).*

## Annex A: The European Lifelong Guidance Policy Network

The European Lifelong Guidance Policy Network (ELGPN) was established in 2007 with the aim of assisting its member countries and the European Commission in developing European co-operation on lifelong guidance in both the education and the employment sectors. The role and aims of the Network were endorsed in the second Council Resolution (2008). Its work programme has been built around the four thematic activities identified in the 2004 and 2008 Resolutions (see Section 1):

- Career management skills (Work Package 1).
- Access, including accreditation of prior experiential learning (APEL) (Work Package 2).
- Co-ordination and co-operation mechanisms in guidance policy and systems development (Work Package 3).
- Quality assurance and evidence base for policy and systems development (Work Package 4).

The current members of ELGPN include all the EU Member States, plus a number of European Economic Area and EU candidate countries. Each is represented by a small team covering the relevant ministries (usually education and employment) and relevant non-governmental organisations, and is linked to a national forum or other co-ordination mechanism

bringing together a wider range of social partners and other stakeholder organisations. In addition, ELGPN includes representatives from a number of partner organisations: the International Association for Educational and Vocational Guidance (IAEVG), the European Forum for Student Guidance (Fedora) (now merged with the European Association for International Education), the European Centre for the Development of Vocational Training (Cedefop), the European Training Foundation (ETF), the International Centre for Career Development and Public Policy (ICCDPP), the Public Employment Services (PES) Network, the Euroguidance Network, the European Trade Union Confederation (ETUC) and the European Youth Forum. The Network is Member-State-led, and supported by funding from the European Commission.

The Resource Kit has been developed by members of ELGPN, working in its four Work Packages:

WP1: Career Management Skills

Lead country: Czech Republic

Consultant: Professor Ronald Sultana (Malta)

WP2: Widening Access

Lead countries: France; Iceland

Consultant: Professor Fusun Akkök (Turkey)

WP3: Co-ordination and co-operation mechanisms in guidance practice and policy development

Lead country: Austria

Consultant: Professor Peter Plant (Denmark)

WP4: Quality assurance and evidence base for policy and systems development

Lead country: Hungary

Consultant: Dr Deirdre Hughes (UK)

The production of the Resource Kit has been co-ordinated by Dr Raimo Vuorinen (Finland) (ELGPN Co-ordinator) and Professor Tony Watts (UK) (ELGPN Consultant), with support from Françoise Divisia (France) (ELGPN Consultant).

## Annex B: Other Relevant EU Instruments and Networks

### 1. Tools/instruments related to transparency and recognition of qualifications, to support mobility

**Europass** is a single framework for transparency of skills and qualifications for people who are looking for a job or training – whether in their own country or abroad – and who need to present their qualifications and skills in a clear and legible way.

The Europass portfolio, available in 26 languages, consists of five documents:

- CV, highlighting the individual's skills and abilities, including those acquired outside formal education and training.
- Language Passport, providing a self-assessment of language skills. Developed by the Council of Europe as part of the European Language Portfolio which consists of three documents: the Language Passport, the Language Biography and the Dossier.
- The Europass Mobility, recording knowledge and skills acquired during an experience (placement, work, university exchange, voluntary work, etc.) in another European country.
- The Certificate Supplement (CS), describing the content of vocational qualifications. This adds to the information already included in the

official certificate, making it more easily understood, especially by employers or institutions outside the issuing country. The CS is issued by awarding authorities and can be downloaded from their websites.

- The Diploma Supplement, issued to graduates of higher education institutions along with their degree or diploma, including the subjects studied. This helps to ensure that higher education qualifications are more easily understood, especially outside the country where they were awarded.

By the end of 2012, Europass users will have the opportunity to create an electronic European Skills Passport, to attach supporting documents (certificates, reference letters, etc.) to their CV.

**European Qualification Framework (EQF)** is a common European reference system which functions as a translation device to understand and compare qualifications across countries. It covers general, vocational and higher education. It is structured around eight levels, based on learning outcomes defined in terms of knowledge, skills and competences. It has supported the development and implementation of national qualifications frameworks.

**European Quality Assurance for Vocational Education and Training (EQAVET)** is a reference tool for

policy-makers based on a four-stage quality cycle that includes goal-setting and planning, implementation, evaluation and review. It is designed to encourage national approaches to improving quality-assurance systems that involve all relevant stakeholders..

**European Credit System for Vocational Education and Training (ECVET)** is a technical framework for the transfer, recognition and accumulation of individuals' learning outcomes with a view to achieving a qualification. It is intended to facilitate the recognition of learning outcomes in accordance with national legislation, in order to support mobility for the purpose of achieving a qualification.

**European Credit Transfer and Accumulation System (ECTS)** enables 'learning outcomes' (i.e. what students are expected to know, understand and be able to do) and 'workload' (i.e. the time students typically need to achieve these outcomes) to be expressed in terms of credits, with a student workload ranging from 1,500 to 1,800 hours for an academic year, representing 60 ECTS credits (one credit generally corresponding to 25-30 hours of work). ECTS makes teaching and learning in higher education more transparent across Europe and facilitates the recognition of all studies. The system supports the transfer of learning experiences between different institutions, greater student mobility and more flexible routes to degrees.

## 2. Initiatives to support improved information and transparency in the labour market

**Euroguidance** is a network which supports guidance counsellors and provides them with information, documentation and training.

**PLOTEUS** is a portal which helps students, job-seekers, workers, parents, guidance counsellors and teachers to find information about studying in Europe.

**EURES** is a portal which provides information on working in the EU. It includes a job-search facility, a CV database (searchable by employers), and information on career guidance.

**European Classification on Skills, Competences, Qualifications and Occupations (ESCO)** is a multi-lingual taxonomy of skills and qualification terms used in and across all occupational areas. Once completed, it will provide a common vocabulary for education & training and for employment. It is designed to be used to help people describe their experience in education, at work and from life in general, in relation to various occupations. It enables the content of guidance to be extended from occupations to a more detailed picture of the underlying skills and competences.

**EU Skills Panorama** is an online tool which, from the end of 2012, will contain updated forecasts of skills supply and labour market needs, as well as skills mismatches, up to 2020. The information will be broken down by country, sector and occupation, highlighting labour market bottlenecks and specific areas of growth potential. This is designed to improve the transparency of the labour market for job-seekers, workers, companies and/or public institutions.

(For detailed information on the relationship of lifelong guidance to EU policy initiatives, see Section 3 of *European Lifelong Guidance Policies: Progress Report 2011-12*.)

## Annex C: Guidelines for Career Management Skills Development

### Introduction

These Guidelines for Career Management Skills Development were developed from an analysis of data on CMS policy and practice development in countries participating in ELGPN Work Package 1 (Career Management Skills). Rich data were obtained on CMS-related policy and practice in the participating countries, indicating the diversity of their experiences and approaches.

The Guidelines represent an attempt to identify the common features in CMS development at European level and to illustrate them with appropriate examples. There are certain limitations to this approach:

- The Guidelines are based on a small number of responses. Relevant experiences in other European countries not participating in Work Package 1 were not considered. To validate the Guidelines, expansion of the empirical base is required over time, based on further inputs by other European countries.
- In spite of the fact that all of the data provided were important for the development of the Guidelines, only a limited number of country examples were chosen for illustrative purposes.

The current version of the Guidelines focuses on possible scenarios of CMS policy and practice development, thus providing signposts to countries wishing to develop a CMS learning programme or implement other activities which could contribute to CMS development.

Future versions of the Guidelines could include a Catalogue of Career Management Skills or a Career Management Skills Framework, reflecting more strongly the various components of CMS (knowledge, skills, attitudes) and progression and developmental aspects (CMS for different age-groups or sectors), and more focused on individual skill levels than on organisational issues related to CMS development.

### Contents

The Guidelines comprise a list of topics and descriptions which aim to present possible scenarios for CMS-related policy and practice development in various settings, as well as to illustrate them with sets of CMS associated with these scenarios.

## Definition

Career management skills (CMS) refer to a range of competences which provide structured ways for individuals and groups to gather, analyse, synthesise and organise self, educational and occupational information, as well as the skills to make and implement decisions and transitions.

## Structure

The Guidelines contain two possible scenarios of CMS development, the second being divided into two sub-categories (see Table C.1):

### 1. Career education as a learning activity explicitly focused on CMS development:

Main features of this scenario are: consistency of the formal learning process; clear focus on system of skills that are important for the development of career; consistent structure of CMS used for the development of the learning activity; and CMS as clearly defined and measured outcomes of the planned learning activity.

### 2. Activities implicitly related to CMS development:

Main features of these scenarios are: general aim of the organised activity (learning experience or guidance service) is broader than skills that are important for the development of career, although certain outcomes of the activity could be classified as CMS.

2.1. **Learning experience** (formal, informal, non-formal).

2.2. **Guidance services** and guidance-related activities.

For CMS development in educational settings (related to the implementation of curriculum) the following organisational issues are important to consider (irrespective of the scenario of CMS development being implemented):

- CMS as a specific area of learning/intervention in the curriculum (separate subject in the curriculum).
- CMS across a learning programme/intervention (curriculum infusion).
- CMS as an extra-curricular activity.
- Mixed approach.

Guidance providers and stakeholders could agree on a shared understanding of the core CMS which citizens of any age could develop throughout life in all settings (and thus to reflect life-long and life-wide aspect of CMS development) and describe it in the form of a CMS Framework.

Such a Framework could be based on a solid theoretical background (e.g. learning theory) composed of several levels of CMS, representing the developmental aspect and progression continuum (e.g. representing age groups) and several thematic areas reflecting the basic features of CMS development (e.g. personal management, learning and work exploration, career building). This Framework could help to ensure the continuity and transparent process of CMS development in various settings. Scenarios of CMS policy and practice development and particular CMS outcomes of the chosen activity then could be planned in respect to the Framework. An example of such a Framework, developed in Portugal, is provided in Table C.2, with a subsequent description.

### Links between the scenarios and descriptions of CMS sets:

- CMS are complex by their nature. They are acquired and developed by citizens in different settings, often with some repeated or overlapping elements.
- National CMS-related lifelong guidance policies can often reflect a combination of CMS scenarios and a unique description of CMS sets.

## Using the Guidelines

The Guidelines for Career Management Skills Development are designed to inform lifelong guidance policy-makers and providers on potential ways to develop lifelong guidance policy and practice related to the development of CMS, taking into account the needs of citizens of all age categories and the six sectoral areas in which CMS can be acquired and

developed (general/secondary education, vocational education and training, higher education, adult education, employment settings and social inclusion initiatives).

The users of the Guidelines should be aware that they are not designed as a normative instrument. The detailed model from one particular country (Table C.2) is included as an illustration.

Table C.1. Scenarios of career management skills development

<p><b>1. Scenario</b></p>	<p><b>Career education as a learning activity explicitly focused on CMS development</b></p> <p>Main features of the scenario are: consistency of the formal learning process, clear focus on system of skills that are important for the development of career; consistent structure of CMS used for the development of the learning activity; CMS as clearly defined and measured outcomes of the planned learning activity.</p>
<p><b>Goal</b></p>	<p>To help individuals systematically develop CMS which encompass coherent groups of skills that are important for their career</p>
<p><b>Theoretical framework</b></p>	<p>For example:</p> <ul style="list-style-type: none"> <li>• DOTS (self awareness, opportunity awareness, decision learning, transition learning)</li> <li>• Developmental socio-constructivist learning theory</li> </ul>
<p><b>Sets of CMS</b></p>	<p>For example:</p> <p>Career education related to three central knowledge and skills areas:</p> <ol style="list-style-type: none"> <li>1. The personal choice</li> <li>2. Education, training and occupations</li> <li>3. The labour market</li> </ol> <p>The aims are for the students to:</p> <ul style="list-style-type: none"> <li>• develop professional, social and personal competencies;</li> <li>• make an informed and realistic choice of education or training programme;</li> <li>• understand the value of lifelong learning;</li> <li>• be able to deal with conditions related to education, training, vocations and the labour market;</li> <li>• 'educability'.</li> </ul> <p>(This example is from Career Education in Denmark for students aged 7–16)</p> <p>Key competencies for the choice of occupation (educational area 'People and World of Work') are defined as follows:</p> <ul style="list-style-type: none"> <li>• positive attitude towards work;</li> <li>• understanding of labour and work activities as an opportunity for self-realisation, self-actualisation and development of entrepreneurial thinking;</li> <li>• orientation in various fields of human activities, including various forms of manual and intellectual work;</li> <li>• acquisition of necessary knowledge and skills important for choice of occupational direction, for further orientation in life and profession, and for assertion in the labour market.</li> </ul> <p>(This example is from the Framework Education Programme for the primary level in the Czech Republic)</p> <p>At the core of the career education programme are career management competences – knowledge and comprehension, skills and attitudes, required for the discovering of self and career opportunities, career planning, career self-management and harmonising these with other aspects of life.</p> <p>Three main areas of career competences:</p> <ol style="list-style-type: none"> <li>1. Self-knowledge and self-assertiveness: <ul style="list-style-type: none"> <li>• Knowing about individual strengths and weaknesses</li> <li>• Knowing personal interests, values and predispositions</li> <li>• Developing positive self-image</li> </ul> </li> <li>• Developing positive relationships with others</li> </ol>

	<p>2. Exploring learning and career opportunities:</p> <ul style="list-style-type: none"> <li>• Finding, processing and applying of information</li> <li>• Lifelong learning</li> <li>• Exploring career and learning opportunities</li> <li>• Exploring social environment</li> </ul> <p>3. Career-specific competences:</p> <ul style="list-style-type: none"> <li>• Taking career decisions</li> <li>• Developing personal career plan</li> <li>• Defining adequate learning/career and life goals</li> <li>• Applying knowledge and skills in seeking implementation of learning/career and life goals</li> <li>• Managing transitions (from school to further learning or the labour market)</li> <li>• Employability (for students in VET schools)</li> </ul> <p>(This example is from the Model of Career Education for students in general education and VET in Lithuania)</p> <p>Professional orientation is offered as optional and non-compulsory subject or as a cross-curriculum topic. CMS is listed within expected pupil achievements in the National Curriculum Framework, in individual educational cycles for the areas of humanities and social sciences. Part of the general educational goals are defined as follows:</p> <ul style="list-style-type: none"> <li>• developing valid attitudes and skills of learning from all available sources;</li> <li>• readiness for lifelong learning;</li> <li>• assuming responsibility for one's own learning and professional development.</li> </ul> <p>(This example is from the National Curriculum Framework in Croatia)</p> <p>Career education lessons (6 hours in total) for all Form 4 students in 10 state colleges cover three main areas of career competences:</p> <ol style="list-style-type: none"> <li>1. Self awareness – to encourage students to reflect upon themselves as well as on their aspirations in terms of which careers are of particular interest to them. This also helps students become aware of values, interests and skills needed in exploring the world of work.</li> <li>2. Opportunity awareness – with a focus on helping students acquire skills in looking for and evaluating information collected on career pathways, training and labour market opportunities. Students are also made aware of the differences and similarities between school life and the world of work, new challenges as a result of globalisation, and the importance of lifelong learning.</li> <li>3. Transition learning skills – with a focus on job-seeking skills as well as information about the National Qualifications Framework. Students are given the opportunity to prepare a letter of application as well as a curriculum vitae according to the Europass model. Attention is also given to preparing for and experiencing an interview.</li> </ol> <p>(This example is taken from the Career Guidance Programme in Malta)</p>
<p><b>Practitioners</b></p>	<ul style="list-style-type: none"> <li>• Careers teachers / career guidance teachers</li> <li>• Teachers of other subjects</li> <li>• Trainers</li> <li>• Lecturers</li> <li>• Guidance practitioners</li> </ul>
<p><b>Methods and organisation of CMS development</b></p>	<p>For example: Pedagogical approach and methods (prevailing), based on arranging regular learning experiences in the form of mandatory or optional careers lessons, which may be implemented across the curriculum, and may include extra-curricular activities (seminars, projects, workshops; vocational experiences, e.g. job shadowing, on-site visits, career fairs, job expos, work tasters; talks by representatives from post-secondary institutions; talks by employers), alongside supportive services (information, counselling, advice)</p>

<b>Methods of CMS evaluation</b>	For example: evaluation of career education outcomes (i.e. acquired CMS competences) through portfolio, personal accounts and applying other evaluation techniques and tools CMS could be listed and evaluated within expected student achievements in individual educational cycles
<b>Age-specific aspects</b>	Typical age of participants of career education are students in primary and secondary education, also in VET or HE Possible higher intensity of career education programme (number of hours) for age-groups at transition points (e.g. from compulsory to vocational (upper secondary) education level, i.e. aged 14-16)
<b>Sector-specific aspects</b>	Career education usually takes place in primary and secondary education, but can also be organised in VET or HE
<b>2. Scenario</b>	<b>Activities implicitly related to CMS development</b> Main features of the scenarios are: general aim of the organised activity (learning experience or guidance service) is broader than skills that are important for the development of career, although certain outcomes of the activity could be classified as CMS.
<b>2.1. Scenario</b>	<b>Learning experience</b> (formal, informal, non-formal): To help individuals develop transversal (soft/meta) skills which are important in life and career
<b>Goal</b>	For example: <ul style="list-style-type: none"> <li>• Life-role relevance in curriculum (LiRRIC)</li> <li>• Personal development and embedded learning methods</li> <li>• DOTS (self awareness, opportunity awareness, decision learning, transition learning)</li> </ul>
<b>Theoretical framework</b>	For example: <ul style="list-style-type: none"> <li>• Basic competences (self-reflection, decision-making, searching and evaluating information, defining and pursuing targets)</li> <li>• Personal skills (self-efficacy, promotion of self-esteem, self-confidence)</li> <li>• Social skills (communication, teamwork, managing interpersonal conflicts)</li> </ul> <p>CMS constitutes a part of personal and social skills, described as:</p> <ul style="list-style-type: none"> <li>• Self-management skills (including communication skills, leadership skills, self-awareness skills, and self-evaluation skills – i.e. understanding one's abilities and interests; self-confidence/self-efficacy skills, problem-solving skills, teamwork, decision-making skills)</li> <li>• Opportunity awareness skills (including skills in looking for and evaluating information collected related to career pathways, training and labour market opportunities)</li> <li>• Transition skills (including skills in personal action planning; job-search skills – writing letters of applications, CV writing, interview and self-presentation skills; awareness of work ethics)</li> </ul> <p>(This example is from the Personal-Social Development programme in Malta)</p>
<b>Sets of CMS</b>	<ul style="list-style-type: none"> <li>• Leadership skills</li> <li>• Employability, job-search skills</li> <li>• Problem-solving skills</li> <li>• Entrepreneurship skills</li> <li>• Acquisition of basic career information, learning about career information sources, learning how to manage career information</li> </ul>
<b>Practitioners</b>	<ul style="list-style-type: none"> <li>• Teachers</li> <li>• Trainers</li> <li>• Lecturers</li> <li>• Tutors</li> <li>• Employment service staff</li> <li>• Social workers (especially in NGO sector engaged in social inclusion programmes with disadvantaged people in education and employment)</li> </ul>

<b>Methods and organisation of CMS development</b>	<p>For example:</p> <ul style="list-style-type: none"> <li>• Pedagogical approach and methods (prevailing)</li> <li>• Cross-curricular themes and subjects</li> <li>• Thematic periods, short-term course/seminars (e.g. for unemployed focusing on re-employability, job-search), training sessions (e.g. on job-seeking skills and skills employers look for)</li> <li>• Lessons that are thematically related to CMS (e.g. economics, psychology, other)</li> <li>• Job clubs</li> <li>• Work exposure (to encourage job-seekers to gain work experience)</li> </ul>
<b>Methods of CMS evaluation</b>	<p>For example:</p> <ul style="list-style-type: none"> <li>• Evaluation of efficacy of the learning experience (programme) in relation to its goals (through portfolio or other methods)</li> <li>• Accreditation of prior experiential learning (APEL) including CMS</li> </ul>
<b>Age-specific aspects</b>	<ul style="list-style-type: none"> <li>• Students in primary, secondary education, VET and HE, mostly older youngsters and adults</li> <li>• Groups of users who need extra career development processes and to acquire CMS that could help overcome career obstacles (e.g. people who have work in unskilled jobs for several years with no formal education)</li> </ul>
<b>Sector-specific aspects</b>	<p>Learning experience takes place in education and employment settings (secondary education; also in VET and HE, labour market institutions, public employment services (PES), youth job centres, other)</p> <ul style="list-style-type: none"> <li>• Basic competences</li> <li>• Social skills</li> <li>• Personal skills</li> <li>• Self-management skills</li> <li>• Leadership skills</li> </ul> <p>are more frequently mentioned as related to the educational sector.</p> <ul style="list-style-type: none"> <li>• Employability skills</li> <li>• Problem-solving skills</li> <li>• Entrepreneurship skills</li> </ul> <p>are more frequently mentioned as related to the employment sector.</p> <p>In the NGO sector, fostering and developing CMS is an integral part of social work aimed at supporting disabled or socially disadvantaged groups and individuals; other aspects blended with CMS include self-management on housing, finance and socio-cultural issues</p>
<b>2.2. Scenario</b>	<b>Guidance services and guidance-related activities</b>
<b>Goal</b>	<p>To assist individual career development process through counselling, information, advice, coaching and other guidance services and also contribute to the development of transversal (soft/meta) skills which are important in life and career. CMS are usually described as a 'positive side-effect' of the guidance services.</p>
<b>Theoretical framework</b>	<p>For example:</p> <ul style="list-style-type: none"> <li>• Socio-constructivist theory.</li> <li>• In some instances, traditional guidance theories prevalent, such as matching (trait/factor) theories. Different models of capability and personality assessment (theories by Guilford, Thurstone, Holland, Bujas, Cattell, Glasser, Plutchick, Eysenck, etc.)</li> <li>• In employment sector, CMS tend to be developed under knowledge and approaches from work and organisational psychology.</li> </ul>

<p><b>Sets of CMS</b></p>	<p>For example:</p> <ul style="list-style-type: none"> <li>• Self-efficacy</li> <li>• Self-esteem</li> <li>• Confidence-building</li> <li>• Decision-making</li> <li>• Better knowledge of learning opportunities, labour market, etc.</li> </ul> <p>A lifelong guidance framework identifies the knowledge, attitudes, skills and behaviours that children, youth and adults need to effectively manage their careers and the choices they will make throughout their lives. The competencies to be developed include:</p> <ul style="list-style-type: none"> <li>• develop a positive self-concept</li> <li>• interact effectively</li> <li>• manage information</li> <li>• manage change</li> <li>• make decisions</li> <li>• access the labour market</li> </ul> <p>(This example is from the Lifelong Guidance Framework in Portugal – see Table C.2)</p> <p>Group counselling for unemployed persons comprises modules developing:</p> <ul style="list-style-type: none"> <li>• employability skills:             <ul style="list-style-type: none"> <li>• writing cover letters and resume</li> <li>• active job-seeking techniques</li> <li>• preparing for interviews</li> <li>• self-assessment of professional possibilities</li> </ul> </li> <li>• self-management skills</li> <li>• decision-making skills</li> <li>• self-awareness</li> <li>• self-confidence</li> <li>• self-esteem</li> <li>• communication skills</li> <li>• self-presentation skills</li> </ul> <p>(This example is from the Group Counselling Model for unemployed persons in Croatia)</p> <p>Within the education sector, different aspects of CMS are taught through the following career guidance activities at a national level:</p> <ul style="list-style-type: none"> <li>• job exposure experiences</li> <li>• career orientation visits</li> <li>• careers days/fairs/talks</li> <li>• learning expos</li> <li>• subject options exercises</li> <li>• transition exercises</li> </ul> <p>(This example is from the Career Guidance Programme for students within compulsory schooling in Malta)</p>
<p><b>Practitioners</b></p>	<ul style="list-style-type: none"> <li>• Counsellors (psychologists, social workers, school counsellors, other)</li> <li>• Occupational psychologists</li> <li>• Careers advisers</li> <li>• Employment service staff (employment counsellors)</li> </ul>

<p><b>Methods and organisation of CMS development</b></p>	<p>For example:</p> <ul style="list-style-type: none"> <li>• Individual and group guidance sessions, as well as introductory courses and bridge-building schemes</li> </ul> <p>The tools used for different aspects of CMS within employment are:</p> <ul style="list-style-type: none"> <li>• Personal/professional profile</li> <li>• Professional plan</li> <li>• Portfolio</li> <li>• Vocational guidance software 'My Choice'</li> <li>• PES portal</li> <li>• Guide through occupations</li> <li>• Assessment of capabilities which could include psychological testing</li> <li>• Labour exchange</li> <li>• E-information</li> </ul> <p>(This example is from the Group Counselling Model for unemployed persons in Croatia)</p>
<p><b>Methods of CMS evaluation</b></p>	<p>For example:</p> <ul style="list-style-type: none"> <li>• Evaluating the results of guidance service provision (e.g. success of transition to education, training or employment)</li> </ul>
<p><b>Age-specific aspects</b></p>	<p>All-age provision (lifelong guidance)</p>
<p><b>Sector-specific aspects</b></p>	<p>In the education sector: emphasis on decision about further education or employment path based on a career choice as well as development of transversal skills which are important in life and career</p> <p>In the employment sector: emphasis on employment, on trait/factor-based self-knowledge leading to build-up of competences to increase employability</p>

**Table C.2.** CMS framework in Portugal

COMPETENCIES	LEVEL OF ACHIEVEMENT			
	Explore	Analyse	Act	Assess
<b>Develop a positive self-concept</b>	Identify the personal characteristics and become aware of self	Analyse the influence of self in different contexts of life and behaviours that affect it	Adopt strategies that enhance an adequate self-concept which promotes a solid identity	Assess strategies and behaviours adopted
<b>Interact effectively</b>	Identify the importance of communication in different life contexts	Analyse and internalise strategies to build positive relationships	Adopt strategies for positive interaction in different contexts of life	Assess strategies and behaviours adopted
<b>Manage information</b>	Identify the nature and sources of information needed to manage the career/ life plan	Analyse and validate strategies for effective information management	Adopt strategies for autonomous information management on the economy, society and opportunities for learning and working	Assess strategies and behaviours adopted
<b>Manage change</b>	Identify different transitions throughout life and the ways to experience them	Analyse the processes of change/transition and the benefits of proactivity	Adopt strategies to facilitate transitions in the various contexts of life as an agent of change	Assess strategies and behaviours adopted
<b>Make decisions</b>	Identify the underlying principles of decision-making	Analyse the relationship of the decision-making process to career management	Adopt positive strategies of decision-making	Assess strategies and behaviours adopted
<b>Access the labour market</b>	Identify the necessary strategies and skills to access the labour market	Analyse the strategies to integrate and stay within the labour market	Adopt adequate strategies to integrate and stay within the labour market	Assess strategies and behaviours adopted

The Lifelong Guidance Framework in Portugal identifies the knowledge, attitudes, skills and behaviours that children, youth and adults need to effectively manage their careers and the choices they will make throughout their lives. It represents the outcome of a joint effort by the General Directorate of Education, the Institute of Employment and Vocational Training, the National Agency for Qualification and Vocational Education and the Vocational Guidance Institute, University of Lisbon.

With the implementation of this framework, individuals will be able to understand, engage and take responsibility for their life project, keeping a positive perception of their identity regardless of the roles that they may take throughout life. The competencies to be developed are: to develop a positive self-concept, interact effectively, manage information, manage change, make decisions and access the labour market.

Four levels of achievement were identified in each competency:

**To Explore** – At this first level, individuals explore information and acquire the knowledge necessary for future action – locate information, investigate a topic, explore concepts and illustrate situations, among other tasks. This includes the following actions: identify, discover, recognise, explain, express, search, select, illustrate, exemplify – through knowledge and understanding.

**To Analyse** – At this level, individuals develop an understanding of the collected information, through verification, classification, questioning and illustration of information. This includes the following actions: plan, produce, create, organise, categorise, compare, infer, distinguish, prioritise – through anal-

ysis (think of relationships and organisational principles) and synthesis (setting standards) within the cognitive domain, and through response (mood and satisfaction in responding) in the affective domain.

**To Act** – At this level, individuals demonstrate the knowledge, attitudes and skills previously acquired such as planning and developing projects/tasks, solving problems and/or applying the acquired knowledge.

**To Assess** – At this level, individuals deepen their knowledge, attitudes and skills, and evaluate them. As a result of this evaluation they may transform knowledge, reinventing it into new processes of exploration and discovery. This includes the following actions: relate, consider, criticise, consider, recommend, assess, judge.

## Annex D: Quality-Assurance and Evidence-Base (QAE) Framework

Quality assurance and evidence-based policies and practices to support lifelong guidance systems and services operate in six broad contexts: schools, vocational education and training (VET), higher education, adult education, employment settings, and social inclusion initiatives. This Framework is designed to build upon earlier work undertaken by the ELGPN (2009/10) and to extend this further in the form of a common set of **quality elements, criteria, indicators** and **possible sources of data** that can be utilised and further developed by policy-makers and other interested parties to jointly assess progress being made in relation to these six broad areas of lifelong guidance policy development. Some notes on the development of the Framework are included in an appendix to this Annex.

The Framework can be used:

1. As a **simple checklist**, to jointly assess and record what information, if any, already exists within your country.
2. To **list the sources of data that currently provide the type of information** which are available at national, regional and/or local levels and

reflect on where gaps exist and how they can be addressed as part of a continuing improvement plan.

3. To **identify any known sources of data that could potentially be used by policy-makers** that have not been used so far in quality-assurance and impact-assessment developments within your country. This might include, for example, a PISA study report, National Youth Cohort studies, regional assessment reports on lifelong guidance services, local/regional/national kitemark results, etc.
4. To **note the context in which these quality elements, criteria and indicators are being applied**, where this is possible, i.e. schools, higher education, VET, adult education, public employment services, social inclusion initiatives.
5. To **consider whether or not there is scope for improved 'read across'** to develop more coherent and consistent lifelong guidance policies and practices.

The Framework is designed not as a 'perfect scientific approach' but rather as a useful starting-point

for countries to begin a practical assessment of the extent to which they have access to available data and where the gaps are in present arrangements. It is not advisable for policy-makers to use it as a comparative assessment tool between countries. Each country has its own unique and varying set of circumstances, including diversity in size, population and geographical context, and these factors are strong influences on lifelong guidance service design and delivery.

Across Europe there are several quality-assurance and evidence-base frameworks being used or developed. This Framework is designed to support and

complement these, taking into account the current data-collection and quality-assurance approaches adopted in each country. The primary aim here is to produce a European QA framework that will enable policy-makers to identify *robust* and *useful* quality assurance and evidence-based policies, including impact measures such as cost-benefits to governments and individuals. A key goal is to develop a strong culture of evidence-based policies that recognise cross-cutting themes within a lifelong guidance policy context.

**COUNTRY:** .....  
**KEY CONTACT PERSON:** .....  
**POLICY SECTOR:** (1) Schools; (2) VET; (3) Higher Education; (4) Adult Education; (5) Employment; (6) Social Inclusion  
**COMPLETED BY** .....  
**COMPLETION DATE:** .....  
**REVIEWED BY** .....

Quality Element	Criteria	Indicator	Examples of Possible Data	Policy Review Comments
<b>1. Practitioner competence</b>	1.1. Recognised qualifications relevant to careers sector	<b>Qualification level specified</b> <sup>13</sup> <ul style="list-style-type: none"> <li>• <b>Careers sector requirements</b></li> <li>• % fully qualified</li> <li>• % partially qualified</li> <li>• % non-qualified below a certain level</li> </ul>	<ul style="list-style-type: none"> <li>• National regulations / legislative requirements</li> <li>• Careers professionals national register</li> <li>• Provider reports</li> <li>• Funder reports</li> <li>• Government database</li> </ul>	
	1.2. Engaged in continuing professional development	<b>Nos. of CPD hours undertaken in 1 year at a:</b> <ul style="list-style-type: none"> <li>• careers practitioner level<sup>14</sup></li> <li>• manager of career development services level<sup>15</sup></li> </ul>	<ul style="list-style-type: none"> <li>• National database</li> <li>• Outsourcing reports</li> <li>• National kitemark</li> <li>• National quality standards report(s)</li> <li>• Application of CEDEFOP Competence Framework (2009) Inspection report(s)</li> <li>• National kitemark</li> <li>• National quality standards report(s)</li> <li>• National register of careers practitioners</li> </ul>	
	1.3. Membership level of careers professional association(s)	<b>Nos. signed up to a professional code of ethics</b> at a: <ul style="list-style-type: none"> <li>• careers practitioner level</li> </ul> <b>Total in careers sector workforce</b> <ul style="list-style-type: none"> <li>• % <b>members of careers professional association(s)</b> e.g. membership of 1; 2; 3; 3+</li> </ul>	<ul style="list-style-type: none"> <li>• National kitemark</li> <li>• National quality standards report(s)</li> <li>• National register of careers practitioners</li> <li>• Policy reports</li> <li>• Provider reports</li> <li>• Inspection reports</li> <li>• Careers professional association(s)</li> <li>• Self-reporting</li> </ul>	

<sup>13</sup> Please note specific details, where possible, in your response within the comments section.

<sup>14</sup> Please comment on the requirements for CPD and name of the organisation or government department that sets this specific requirement.

<sup>15</sup> Please comment on the requirements for CPD and name of the organisation or government department that sets this specific requirement.

<p><b>2. Citizen/user involvement</b></p>	<p>2.1. Ease of access to relevant services and products</p>	<p><b>Actual numbers of citizens/users accessing the services:</b></p> <ul style="list-style-type: none"> <li>• <b>on the web</b> (nos. of visits including differing types of careers support services being accessed);</li> <li>• <b>by telephone</b> (nos. of callers);</li> <li>• <b>individual sessions</b> (nos. of clients);</li> <li>• <b>group sessions</b> (nos. of clients)</li> </ul> <p><b>Specific policy and targets set for equality and diversity in service design and delivery</b></p> <ul style="list-style-type: none"> <li>• % of citizens from diverse backgrounds representing their views on careers service design and delivery</li> </ul> <p><b>Careers dedicated staff to client ratio</b> e.g. nos. of clients in set time period divided by nos. of staff hours in set time period.</p> <p><b>Cost per intervention</b> e.g. nos of staff hours and overhead costs divided by nos. of differing types of interventions.</p>	<ul style="list-style-type: none"> <li>• Careers practitioner and management data, including time spent on searches and IP address on-line and updated career portfolios</li> <li>• service performance reports and self-reporting, e.g. in-house systems, ICT tracking systems e.g. Google Analytics action planning reports</li> <li>• Records of clients' involvement in careers service design and delivery</li> <li>• Equality and diversity policy</li> <li>• Client self-reporting</li> <li>• Inspection reports</li> <li>• Human resource data</li> <li>• Client throughput data</li> <li>• Practitioner feedback reports</li> <li>• Management information, e.g. datasets on differing types of interventions, including timings and costs</li> </ul>	
	<p>2.2. Client satisfaction with services provided, including level of awareness in differing sectors e.g. schools, VET, HE, adult education, employment settings, and social inclusion initiatives.</p>	<p><b>An agreed level of client satisfaction expressed as a percentage (%)</b></p> <p><b>Follow-up telephone or online surveys at agreed set intervals</b> e.g. 3, 6 and/or 12 months+</p> <p><b>An up-to-date customer charter or entitlement statement</b></p>	<ul style="list-style-type: none"> <li>• Client satisfaction surveys online and off-line</li> <li>• Appointment lead-in times</li> <li>• Practitioner and/or independent evaluation surveys</li> <li>• Quality kitemark</li> <li>• Client survey response</li> </ul>	

<p><b>3. Service provision and improvement</b></p>	<p>2.3. Participation of users in planning and programming of service's activities and action plan</p>	<p><b>An agreed percentage of citizen/end-user representatives informing the management team</b> responsible for the annual and long-term planning</p>	<ul style="list-style-type: none"> <li>Annual planning with quantitative and qualitative set targets</li> <li>Action plan</li> <li>Minutes of meeting of the board of directors etc</li> <li>Focus group reports</li> </ul>	
	<p>2.4. Participation of users in self and external evaluation of the service</p>	<p><b>An agreed level of user participation in follow-up evaluation surveys</b></p> <p><b>An agreed percentage of user representatives involved in controlling bodies</b></p>	<ul style="list-style-type: none"> <li>Client evaluation surveys</li> <li>External evaluation reports (e.g. ISO reports)</li> <li>Quality standards feedback reports</li> </ul>	
	<p>3.1. Learning and applying career management skills (CMS)</p>	<p><b>Learning outcomes related to specific aspects of CMS</b> e.g. career management competencies linked to national 'Blueprint' for CMS</p>	<ul style="list-style-type: none"> <li>Pre- and post- treatment assessment/ evaluations</li> </ul>	
	<p>3.2. Quality management system (QMS)<sup>16</sup></p>	<p><b>Evidence of a QMS to an agreed national common standard</b> to include measures of:</p> <ul style="list-style-type: none"> <li>(i) practitioner competence;</li> <li>(ii) citizen/user involvement;</li> <li>(iii) connectivity to education and labour markets;</li> <li>(iv) benchmarking and actions for continuing improvement</li> </ul>	<ul style="list-style-type: none"> <li>Inspection and audits in-house, as well as by independent verifier</li> <li>Self-reporting</li> <li>Client usage figures and satisfaction surveys</li> <li>Labour market intelligence reports</li> <li>Online LMI portal data</li> <li>Human resource information</li> </ul>	
	<p>3.3. Appropriate ICT tools and software</p>	<p><b>Level of financial investment in ICT equipment and software</b> e.g. break down of actual costs compared to previous year</p>	<ul style="list-style-type: none"> <li>Expenditure costs</li> <li>Assessment reports on 'added-value returns'</li> </ul>	

<sup>16</sup> This may refer to a national, sectoral, service and/or provider setting.

	<ul style="list-style-type: none"> <li>Expenditure costs</li> <li>Assessment reports on added value returns</li> </ul>	<p><b>Level of investment in labour market information resources and training</b></p> <p><i>e.g. access to national, EU and international databases on learning and work opportunities/ qualification equivalences/ job descriptions</i></p> <p><i>e.g. breakdown of costs for developing on-line and off-line publications and materials</i></p> <p><i>e.g. staff time spent on LMI training and resource developments compared with option of buying in consultancy expertise</i></p>	<p>3.4. Up-to-date knowledge in education and labour markets</p>
	<ul style="list-style-type: none"> <li>In-house training audit system</li> </ul>	<p><b>Level of investment in staff training</b></p> <p><i>e.g. %/nos. of staff trained and associated costs</i></p> <p><i>e.g. on-the-job training; HEI training; other.</i></p> <p><i>e.g. %/nos. of staff supported to attend conferences and CPD events, and associated costs</i></p> <p><i>e.g. %/nos. of staff investing in their own attendance at conferences and CPD events</i></p>	<p>3.5. Profile and characteristics of service user groups (clearly defined, linked to policy target groups)</p>

<p><b>4. Cost-benefits to governments</b></p>	<p>4.1. Immediate, medium and long-term savings to public purse from specific forms of interventions<sup>17</sup></p>	<p><b>Percentage of users progressing into employment, education/ training, unemployed</b>, including evidence of follow-up</p> <p><b>Duration and rate of progression into learning and/or work</b>  <i>e.g. duration of time spent on unemployment register or prolonged staying on rates in education.</i></p> <p><b>Keeping track of the progress of individual advisees</b> to the next stage of their employment, career path or of the education and training process  <i>e.g. nos of individuals no longer claiming benefits as a direct result of specific intervention</i>  <i>e.g. nos of reduced drop-out rates from schooling, further education and/or higher education institutions and cost implications</i>  <i>e.g. transfer rates from NEETs into education, training and/or employment.</i></p>	<ul style="list-style-type: none"> <li>• Destination measures</li> <li>• NEET monitoring system</li> <li>• Balance Score Card system</li> <li>• Longitudinal studies</li> <li>• Control group studies</li> <li>• Register of clients</li> <li>• Breakdown of intervention measures</li> <li>• Costs or cost savings linked to telephone or web-based approaches</li> <li>• Pre- and post-treatment assessments</li> </ul>	
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<sup>17</sup> Section 4 can be adapted to focus on a range of differing lifelong guidance interventions, including cost-benefit returns to employers and government(s).

<p><b>5. Cost-benefits to individuals</b></p>	<p>5.1. Increase in household income</p>	<p>4.2. Savings on expenditure</p> <ul style="list-style-type: none"> <li>• national telephone helpline service</li> <li>• national web portal for careers service</li> <li>• face-to-face delivery</li> </ul>	<p><b>Reduced dependency on welfare benefits through employment</b>  <i>e.g. higher earnings / salary information captured by careers practitioners</i></p>	<ul style="list-style-type: none"> <li>• Annual expenditure costs on:  <i>e.g. national telephone helpline service</i>  <i>e.g. national web portal for careers service</i>  <i>e.g. face-to-face delivery</i></li> </ul>	<ul style="list-style-type: none"> <li>• Annual performance and reporting plans</li> </ul>	<ul style="list-style-type: none"> <li>• Audit report</li> <li>• Business accounts</li> </ul>	
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## Appendix to QAE Framework

A number of different quality-assurance (QA) models have been applied to the planning, management and delivery of career guidance services. These include approaches that seek to:

- standardise the process of organisational self-assessment<sup>18</sup>;
- measure the effectiveness of careers information, advice and guidance based upon ‘ideal input’ factors<sup>19</sup>;
- gather evidence to demonstrate accountability<sup>20</sup>;
- distinguish between the various input, process and outcome factors involved in the delivery of careers information, advice and guidance<sup>21</sup>;

- apply a model of quality assurance to careers information, advice and guidance (i.e. career professionals working together to produce a customer service charter and procedures for guaranteeing desired quality standards).<sup>22</sup>

Although these theoretical approaches differ in the detail of their content and application, quality assurance is often conceptualised in terms of inputs, processes and outcomes. In general, there are at least three broad approaches to ensuring the quality of careers education, information, guidance and counselling:

1. **Quality assurance of service delivery by organisations (*National Standard*)**. The purpose here is to quality-assure the delivery of careers education, information, guidance and counselling services: for example, through a national customised standard (e.g. Estonia, Greece, Lithuania, UK). The role of government is to formally endorse or ‘smile upon’ such a national standard as an

<sup>18</sup> The EFQM Excellence Model is said to be the most widely used framework for organisational self-assessment in Europe and has become the basis for the majority of national and regional quality awards. For further details, see: <http://www.guidance-research.org/EG/ip/theory/tp/efqm>

<sup>19</sup> Mayston, D. (2002). *Evaluating the Benefits of Guidance*. Derby: Centre for Guidance Studies, University of Derby.

<sup>20</sup> Sampson, J.P., Reardon, R.C., Peterson, G.W. & Lenz, J.G. (2004). *Career Counseling and Services: a Cognitive Information Processing Approach*, Chapter 14. Belmont, CA: Brooks/Cole.

<sup>21</sup> den Boer, P., Mittendorf, K., Scheerens, J. & Sjenitzer, T. (2005). *Indicators and Benchmarks for Lifelong Guidance*. Thessaloniki: Cedefop.

<sup>22</sup> Evangelista, L. (2003). Quality assurance in guidance services – a tri-variable model. *Professionalità Journal*, No. 78. Italy: Editrice la Scuola. See <http://www.orientamento.it/orientamento/tri-varibale.pdf>

indicator of quality and a hallmark for consumer/customer protection. In general, employers take responsibility for leading on the design and implementation of a national standard 'kite mark', with input from professional associations regarding practitioner competence.

2. **Quality assurance of provision in schools colleges, training providers and universities (Regional or Local Awards/Charter Mark).** The purpose here is to quality-assure the provision of careers education, information, guidance and/or counselling services at a regional or local level. The role of government is to incentivise institutions to want to work towards a regional/local quality award linked to their continuing improvement plan (CIP) and external inspection frameworks. Employers have responsibility for implementation of CIP; careers professionals have a role to perform in contributing to evidence on the impact of careers and guidance-related interventions.
3. **Quality assurance of individual careers professionals (Professional Standards).** The purpose here is to assure users of the service that indi-

vidual careers professionals are working to an agreed code of ethics and common professional standards.

The QAE Framework builds upon a series of ongoing piloting and development activities undertaken in 2011–12. At least seven Member States have successfully piloted and refined the QAE Framework within their national careers policy developments. This included capturing data and identifying gaps in existing evidence and impact measures. The work also draws upon other findings from relevant EU frameworks<sup>23</sup> and global professional standards<sup>24</sup>. In addition, earlier studies on evidence-based guidance policies<sup>25</sup> were analysed, and relevant overseas policies and practices<sup>26</sup> were scrutinised.

A complementary evidence-based approach to measuring the learning outcomes from career interventions was also piloted by ELGPN. The Careers Service Impact Inventory is designed to assess client needs and responses. This is currently being tested in Estonia, Germany, Hungary, Portugal and Slovenia, as described in Case Study 6.6 in Section 6.

<sup>23</sup> For example: Cedefop (2009). *Professionalising Career Guidance in Europe*. Panorama Series 164. Luxembourg: Office for Official Publications of the European Communities.

<sup>24</sup> For example: International Association for Educational and Vocational Guidance (2003). *International Competencies for Educational and Vocational Guidance Practitioners*.

<sup>25</sup> For example: Maguire, M. & Killeen, J. (2003). *Outcomes from Career Information and Guidance Services*. Paris: Organisation for Economic Co-operation and Development.

<sup>26</sup> For example: Canadian Standards for Career Development Practitioners.



**EUROPEAN LIFELONG GUIDANCE POLICY NETWORK (ELGPN)** aims to assist the European Union Member States (and the neighbouring countries eligible for the Lifelong Learning Programme) and the European Commission in developing European co-operation on lifelong guidance in both the education and the employment sectors. The purpose of the Network is to promote co-operation and systems development at member-country level in implementing the priorities identified in EU 2020 strategies and EU Resolutions on Lifelong Guidance (2004; 2008). The Network was established in 2007 by the member-states; the Commission supports its activities under the Lifelong Learning Programme.

**THIS EUROPEAN RESOURCE KIT** is designed to help policy-makers and other stakeholders to review existing lifelong guidance provision within their country or region, and to identify issues requiring attention and gaps that need to be filled, drawing from practices in other European countries. Lifelong guidance covers all activities designed to help individuals, at any point in their lives, to make educational, training and occupational choices and to manage their careers. The Resource Kit is based on the four key themes identified in the 2004 and 2008 EU Resolutions:

- Career management skills.
- Access, including accreditation of prior experiential learning (APEL).
- Co-operation and co-ordination mechanisms in guidance policy and systems development.
- Quality assurance and evidence base for policy and systems development.

The Resource Kit has been developed by members of European Lifelong Guidance Policy Network (ELGPN). The ELGPN represents a major development in support of national lifelong guidance policy development in Europe. It currently has 29 member countries (AT, CY, CZ, DE, DK, EE, EL, ES, FI, FR, HR, HU, IE, IS, IT, LV, LT, LU, MT, NL, NO, PL, PT, RO, SE, SI, SK, TR, UK), with 2 additional countries as observers (BE, BG). The participating countries designate their representatives in the Network, and are encouraged to include both governmental and non-governmental representatives. As a Member-State-driven network, the ELGPN represents an innovative form of the Open Method of Co-ordination within the European Union (EU).