

Guidelines for Policies and Systems Development for Lifelong Guidance

A REFERENCE FRAMEWORK FOR THE EU AND FOR THE COMMISSION



**EUROPEAN LIFELONG
GUIDANCE POLICY
NETWORK**

**Guidelines for Policies and Systems Development for
Lifelong Guidance:
A Reference Framework for the EU and for the Commission**



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The framework and content of the Guidelines are based on the knowledge and experience of members of the European Lifelong Guidance Policy Network in consultation with relevant policy units of DG EAC and DG EMPL, CEDEFOP and ETF, EUPARL, and other European (ETUC, FEDORA/EAIE, European Network of Public Employment Services, Euroguidance) and international organisations (IAEVG, ICCDPP). The Guidelines also draw on knowledge gained from policy studies and reviews of career guidance undertaken by the OECD, The World Bank, UNESCO, ILO and EU agencies such as CEDEFOP, and ETF, and from the experiences of non-EU countries. This tool synthesises the policy development work undertaken by the members of ELGPN in 2007–15. The ELGPN acknowledges the support of Dr John McCarthy in the development of the Guidelines.

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Contents

1. Introduction	5
1.1 Background	5
1.2 Policy and administrative responsibility for lifelong guidance	6
1.3 Aims	6
1.4 Methodology of development of the Guidelines	7
1.5 Why lifelong guidance is important.....	8
1.6 The scope of the Guidelines.....	8
1.7 Principles underpinning the EU Guidelines.....	8
1.8 Tools to support the implementation of the Guidelines	9
1.9 The presentation and format of the Guidelines.....	10
1.10 Application of the Guidelines	10
1.11 How to use the Guidelines.....	12
2. Guidelines for Transversal Components of Lifelong Guidance Policies and Systems	13
Guideline 1: Career Management Skills.....	13
Guideline 2: Access to Lifelong Guidance Services.....	15
Guideline 3: Assuring the Quality of Lifelong Guidance Provision.....	17
Guideline 4: Assessing the Effectiveness of Lifelong Guidance Provision	18
Guideline 5: Strategic Leadership: Co-operation and Co-ordination	19
Guideline 6: Improving Careers Information.....	21
Guideline 7: The Training and Qualifications of Practitioners	23
Guideline 8: Funding Lifelong Guidance Services.....	25
Guideline 9: Information and Communications Technology in Lifelong Guidance.....	26

3. Guidelines for Lifelong Guidance Policies and Systems for the Education and Training Sector	29
Guideline 10: Lifelong Guidance for School Pupils	29
Guideline 11: Lifelong Guidance for Vocational Education and Training (VET) Students and Participants	33
Guideline 12: Lifelong Guidance for Higher Education Students	36
Guideline 13: Lifelong Guidance for Adult Learners	39
4. Guidelines for Lifelong Guidance Policies and Systems for the Employment and Third Age Sectors	41
Guideline 14: Lifelong Guidance for the Employed	41
Guideline 15: Lifelong Guidance for Unemployed Adults	44
Guideline 16: Lifelong Guidance for Older Adults	47
5. Social Inclusion: Guidelines for Lifelong Guidance Policies and Systems for Groups at Risk	50
Guideline 17: Lifelong Guidance for Young People at Risk	50
Guideline 18: Lifelong Guidance for Disadvantaged Groups	53
ANNEX 1: ELGPN Tools that Support the Implementation of the Guidelines	55



Introduction

1.1 Background

Lifelong guidance has been defined by the European Council (2004, 2008) as ‘a continuous process that enables citizens at any age and at any point in their lives to identify their capacities, competences and interests, to make educational, training and occupational decisions, and to manage their individual life paths in learning, work and other settings in which those capacities and competences are learned and/or used’. Guidance covers a range of individual and collective activities relating to information-giving, counselling, competence assessment, support, and the teaching of decision-making and career management skills¹. It is one of the few active labour market measures that have impact on learning (education, vocational training) and labour market outcomes for citizens².

The European citizen faces many challenges in entering and re-entering the labour market. These include knowing and evaluating the diversity of learning programmes and pathways, particularly in the context of the national and European qualification frameworks, and of the constant flux of knowledge and skills supply and demand in the local,

national and wider EU labour markets. There is unequal access by citizens to quality education systems and outcomes. Lifelong guidance prepares citizens to make meaningful choices of learning and work opportunities and to choose the appropriate learning pathways to those work opportunities. It supports citizens’ transitions including for internal and transnational mobility for learning and work.

The importance of the provision of career guidance/“lifelong guidance”³ to support citizens in accessing all types of learning (including Open Education Resources) and work opportunities and for mobility has long been recognised by citizens⁴ and governments⁵, individually and collectively⁶. It is acknowledged in European Area of Skills and Quali-

¹ European Council (2008) *Resolution on better integrating lifelong guidance into lifelong learning strategies*.

² European Council (2010) *Guidelines for the Employment Policies of the Member States* Guideline No. 8

³ See the ELGPN Glossary (2012) which provides an agreed set of 75 definitions for lifelong guidance (LLG) policy development and related guidance terminology. It has been translated into 5 languages.

http://www.elgpn.eu/publications/browse-by-language/english/ELGPN_tools_no2_glossary/

⁴ Special Eurobarometer European Area of Skills and Qualifications June 2014 is the most recent EU citizen survey that addressed this question. 70% of those surveyed deemed career guidance to be useful in helping them to choose the right course of study while 60% reported it as valuable in helping them to find a job.

⁵ European Social Charter Article 9 (1961; revised in 1996), International Labour Organisation’s Recommendation on Human Resource Development (1975, revised in 2004).

⁶ The EU Council of Ministers (Education) adopted two Resolutions in 2004 and 2008 which highlighted the political importance of the provision of career guidance throughout one’s life, “lifelong guidance”, and set EU priorities for action.

fications policy, in the EU Education and Training 2020 Strategy, and in the Guidelines for the Employment Policies of the Member States. However a significant number of EU citizens do not yet have access to lifelong guidance provision.⁷ A European Lifelong Guidance Policy Network was established in 2007 to improve lifelong guidance policies and systems in Member States through EU collaboration⁸. The present Guidelines are an outcome of this inter-governmental co-operation.

The provision of lifelong guidance is a public interest that transcends education, training, employment, and social inclusion policies at national and EU levels. Individuals and communities/groups in society differ in their capacities to source information about learning and work opportunities, to interpret such information, to make meaningful decisions, and to implement those decisions successfully in their life paths. Lifelong guidance provision has a key role to play as a socio-political response to such differences. While there are significant differences in how individual EU Member States construct such a response for their citizens, there are certain commonalities as to what constitute good elements of policies and systems. These commonalities provide the basis for the Guidelines.

1.2 Policy and administrative responsibility for lifelong guidance

Lifelong guidance is a shared policy and administrative responsibility of several ministries at national and regional levels. Ministries typically involved

include education and skills, higher education and research, vocational training, employment, youth, and social affairs. Many Member States have established national councils or forums for lifelong guidance and/or joint administrative units/committees to ensure co-operation and co-ordination on lifelong guidance from both policy and administrative perspectives. The present Guidelines reflect the shared nature of policy and administrative responsibility. They are organised according to policy guidelines which address issues in common (transversal) to all policy relevant ministries and policy guidelines which fall under the responsibility of some individual ministries. Administrative responsibility for the development and delivery of lifelong guidance services and tools to citizens can be devolved by ministries to organisations and institutions⁹.

At EU level, lifelong guidance is a shared policy responsibility across the education, training, youth, employment and social affairs policy fields. From an EU policy development and co-operation perspective, the Council of Ministers (Education, Youth) and Council of Ministers (Employment and Social Affairs) have responsibility for setting policy directions for lifelong guidance. These are supported by relevant EU committees, networks, expert groups and by policy units in DG EAC, DG EMPL, and the European Parliament.

1.3 Aims

The Guidelines have been developed by the European Lifelong Guidance Policy Network. They build on the common aims and principles for lifelong guidance provision agreed by the Member States in 2005¹⁰. They are informed by the work and experi-

⁷ Special Eurobarometer European Area of Skills and Qualifications June 2014. 45% of respondents reported having had no access to such services.

⁸ www.elgpn.eu The current membership of the Network consists of teams of national policy developers (education, employment), other national authority representatives, professional leaders, and experts from 30 EU and EEA countries and one observer country, Switzerland; representatives of the relevant policy units of the European Parliament and of the European Commission (DG EAC and DG EMPL) and its agencies ETF and CEDEFOP; European organisations – Public Employment Services Network, European Trade Union Confederation, European Youth Forum, Euroguidance, and the European Forum for Student Guidance (formerly FEDORA); and of international partner organisations: IAEVG, ICCDPP.

⁹ «Institution” in the text of this document refers to delivery settings for life long guidance such as schools, VET centres and colleges, adult and higher education centres, public employment services’ offices, and other organisational settings.

¹⁰ CEDEFOP (2005) Improving lifelong guidance policies and systems – using common European reference tools Luxembourg: Office for Official Publications of the European Communities

ence of ELGPN supplemented by international best practice.

- The ultimate goal of the Guidelines is to help improve the quality and efficacy of the career learning experience of all EU citizens. They contribute to improving the consistency of such experience across the education, training, and employment sectors and to strengthening the professionalism of services, tools and products.
- They are an easy reference guide for national and EU policy-makers to identify dimensions of policy to be taken into account when deciding on lifelong guidance services and products in a variety of settings across the education and employment sectors.
- The Guidelines act as a source of common reference points, knowledge, expertise and assistance for Member State and region self-review, self-improvement, for peer review and other external review (e.g. OECD, CEDEFOP, ETF, EHEA Ministerial Conference,) and for EU neighbouring countries.
- They support dialogue/exchange and mutual policy learning, and provide inspiration at national, EU and international levels. They are intended to add value to a country's policies and systems while recognising that countries' policies and systems are at different stages of development.
- They enable Member States to respond coherently to common challenges in education, youth, training, employment and social inclusion policies such as those identified in ET 2020 by facilitating the exchange of learning and experiences and provide a framework for further action on lifelong guidance policy at EU level.
- They permit the European institutions to strengthen co-operation and co-ordination of policies between the Member States and with neighbouring countries.

The Guidelines are addressed to policy-makers in the education, training, employment and social inclusion fields, to social partners, to lifelong guidance providers, and to EU citizens themselves.

1.4 Methodology of development of the Guidelines

The framework and content of the Guidelines have been derived from a number of sources:

- The experience of Member States, associate and observer countries, working together in the ELGPN on lifelong guidance policy and systems issues over the past seven years, and in partnership with the European Commission (DG EAC, DG EMPL) and its agencies CEDEFOP (which gave a formal response to the Guidelines) and ETF, the European Parliament (Policy Unit A), and with other European (ETUC, FEDORA/EAIE, PES Network, Euroguidance) and international organisations (IAEVG, ICCDPP)
- The national experiences of education and employment ministry officials, members of ELGPN, in shaping national policies and systems for lifelong guidance
- Knowledge gained from policy studies and reviews of career guidance undertaken by CEDEFOP, ETF, OECD, and the World Bank, and in which several members of ELGPN participated
- EU policy instruments such as the Resolutions of the Councils of Ministers (Education, Youth) on Lifelong Guidance, and EU co-operation on VET (Copenhagen Process – see Riga Conclusions 2015¹¹) and relevant European Parliament Resolutions.

The framework and content have been the subject of an iterative process that commenced at an ELGPN

¹¹ http://ec.europa.eu/education/policy/vocational-policy/doc/2015-riga-conclusions_en.pdf

Policy Review meeting in May 2013 and that continued both at ELGPN Plenary meetings and between meetings over the following two years.

1.5 Why lifelong guidance is important

Lifelong guidance provision contributes to a range of public policy goals and outcomes in the social and economic policy fields:

- **Education and training:** participation and engagement with learning; retention and course completion; performance and achievement; progress to further learning and work; mobility; lifelong learning
- **Labour market:** participation in work; employability and job retention; income and salary potential; better balancing of labour market demand and supply; reduced time on unemployment benefit; engagement, work performance, and productivity; employer investment in employee skills development; mobility and employment transitions; workplace learning; workforce development
- **Social inclusion:** social and economic integration of individual and groups; reduction in long-term unemployment and poverty cycles; overcoming barriers to accessing learning and work; active ageing; gender and social equity
- **Economic development:** returns from higher workforce participation, productivity, and development; addressing skills mismatches

Lifelong guidance enables the EU citizen learner to make the best reasonable choice to progress to further learning or work.

1.6 The scope of the Guidelines

Given that most EU citizens engage in learning and work across the lifespan, the Guidelines provide policy advice and information that cover the provi-

sion of lifelong guidance services in the education and training sectors, the labour market sector, and social inclusion. They also cover policy issues that are common to all sectors.

The Guidelines recognise that countries organise their lifelong guidance systems in different ways, for example, segmented sector approach versus all-age services.

1.7 Principles underpinning the EU Guidelines

Principles of development and application:

- Developed through Member State collaboration (ELGPN) and with the advice of the European Commission (DG EAC and DG EMPL) and its agencies CEDEFOP and ETF, Policy Unit A of the European Parliament, and other stakeholders (see 1.4 above)
- EU policy sharing and learning as means of improving national policies and systems using the Open Method of Co-ordination
- Respect for the diversity of national policies and of contexts for the development of career guidance policies and systems
- The autonomy of Member States in choosing to apply or not to apply the Guidelines.

Operational principles for lifelong guidance provision:

- **Citizen-centred:** publicly funded lifelong guidance services and products exist to serve citizens. Such services and products are accessible, without discrimination, in a flexible and secure manner allowing for the personalisation of services. Citizens have a key role in their design and evaluation.
- **Holistic inclusive approach:** publicly funded lifelong guidance services and products recognise the life experience, the life-stage, diversity, gender, and the social and economic circumstances of citizens.

- **Ease and equity of access:** citizens can access publicly funded lifelong guidance services and products through multi-channel service delivery (face to face, letter, phone, email, and internet). All citizens have access to the same level of services.
- **Transparency:** citizens are made aware of and understand the nature of the lifelong guidance services and products provided, the processes and procedures involved, and the rationale behind these.
- **Individual and group differences in career management skills:** policies for publicly funded lifelong guidance services and products recognise that individuals, groups and communities differ in their competence to manage their learning and work pathways. They support citizens to become competent at planning and managing their learning and work paths and the transitions therein.
- **Stakeholder participation and openness:** All stakeholders participate in the development of policies and systems for lifelong guidance and are willing to share knowledge (e.g. strategies, methods, concepts, tools, policy evaluations) and stimulate debate in order to advance knowledge and improve problem solving at EU, national, regional and local levels.
- **Efficiency and effectiveness:** publicly funded lifelong guidance services and products are able to demonstrate their added value and return on investment to governments and taxpayers.
- **Evidence based policy development:** research evidence including policy evaluation is incorporated into policy debates and decisions on lifelong guidance policy and systems development.
- **Outcome focused:** policies support and promote learning, economic, and social outcomes from lifelong guidance activities.
- **Professionalisation of services and tools:** lifelong guidance services (face to face, distance, telephone) and tools (in any media form) are

developed and implemented in accordance with national standards. Staff who perform lifelong guidance activities have the required professional knowledge, competence, and qualifications.

- **Integrated policy approach:** policies for lifelong guidance are an integral part of education, training, employment, youth, and social policies. Coherence of policies for lifelong guidance across each of those sectors is supported.

1.8 Tools to support the implementation of the Guidelines

The European Lifelong Guidance Policy Network (ELGPN) has produced a range of tools to enable policy-makers and other stakeholders to implement many of the Guidelines. These include a Resource Kit, Glossary, Concept Notes, and EU Policy Briefings. These are referenced as appropriate in the text of each Guideline. Other relevant resources are also referenced. A complete list of the ELGPN Tools with a brief description may be found in Annex 1. These tools should be read in conjunction with the relevant Guideline.

1.9 The presentation and format of the Guidelines

The Guidelines are presented in four sections:

Transversal policy components (9 Guidelines)

1. Career Management Skills
2. Access to Lifelong Guidance Services
3. Assuring the Quality of Lifelong Guidance Provision
4. Assessing the Effectiveness of Lifelong Guidance Provision
5. Strategic Leadership: Co-operation and Co-ordination
6. Improving Careers Information
7. The Training and Qualifications of Practitioners
8. Funding Lifelong Guidance Services
9. Information and Communications Technology in Lifelong Guidance

Education and training sector (4 Guidelines)

10. Lifelong Guidance for School Pupils
11. Lifelong Guidance for VET Students and Participants
12. Lifelong Guidance for Higher Education Students
13. Lifelong Guidance for Adult Learners

Employment and Third Age sectors (3 Guidelines)

14. Lifelong Guidance for the Employed
15. Lifelong Guidance for Unemployed Adults
16. Lifelong Guidance for Older Adults

Social inclusion (2 Guidelines)

17. Lifelong Guidance for Young People at Risk
18. Lifelong Guidance for Disadvantaged Groups

Each Guideline has four parts: (i) Definition of the content; (ii) Why it is important- rationale; (iii) What is good practice – elements of good policies and systems and iv) Resources for policy-makers.

Good practice in policies and systems is based on a shared consensus of all members of ELGPN, both education and labour ministry representatives, and on the findings of international reviews and comparative studies (1.4 above).

1.10 Application of the Guidelines

All of the transversal Guidelines (1-9) may be used to review each sector as shown in the following table:

Member States may use Table 1 to decide which transversal guideline(s) they wish to use to review a relevant sector(s) in their country.

While each Guideline has been written as a stand-alone text to be used independently of the other

Table 1: Reviewing sector guidance provision using the transversal guidelines

	Schools	VET	Higher education	Adult education	Employed	Un-employed	Older adults	Youth at risk	Disadvantaged Groups
CMS									
Access									
Quality									
Evidence									
Leadership									
Careers information									
Training									
Funding									
ICT									

Guidelines, there are strong and obvious links between some Guidelines and others, for example between Guideline 9 (Funding) and Guideline 4 (Assessing Effectiveness), and between Guideline 3 (Ensuring Quality) and Guideline 7 (Practitioner

Training and Qualifications). Table 2 below permits readers to visualise internal relationships between the transversal components and to decide at national level which combination of guidelines should be used for national sector review purposes.

Table 2: Links between the transversal guidelines

	CMS	Access	Quality	Evidence	Leadership	Careers information	Training	Funding	ICT
CMS	XXX								
Access		XXX							
Quality			XXX						
Evidence				XXX					
Leadership					XXX				
Careers information						XXX			
Training							XXX		
Funding								XXX	
ICT									XXX

1.11 How to use the Guidelines

The Guidelines can be used at national, regional and local levels by stakeholders who are interested in benchmarking, reviewing and improving existing policies and systems for lifelong guidance. Stakeholders may select one (or more) Guideline(s) such as Guideline 11: Lifelong Guidance for VET Students and Participants, and proceed to examine how their existing policy for lifelong guidance provision in VET compares with elements of good policies and systems presented in the Guideline. If the stakeholders wish to deepen their reflections on the basis of

the Guideline, they may then refer to and use the Resources mentioned in the Guideline.

The Guidelines may also be used at national and regional levels as reference points for policies for education, training, employment and social inclusion.

At EU level, the Guidelines may act as reference points for EU education, training, employment, and social inclusion policies. They may be used also by CEDEFOP for its national reviews and comparative studies, and provide inspiration to the ETF in its support work in neighbouring EU countries.



Guidelines for Transversal Components of Lifelong Guidance Policies and Systems

This section provides Guidelines on nine policy issues that are common to lifelong guidance provision in the education, training, and labour market sectors. The first five (career management skills, access, quality assurance, assessing effectiveness, and co-ordination and co-operation) refer to the priorities of the 2008 Council Resolution and have been the focus of the work of the ELGPN.

Guideline 1: Career Management Skills

Definition

Career management skills (CMS) refers to a set of competences (knowledge, skills, attitudes) that enable citizens at any age or stage of development to manage their learning and work life paths.

The knowledge, skills and attitudes concern personal management, learning management, and career management. Examples of personal management include self-knowledge of one's capacities and interests, self-evaluation, social skills, and planning. Examples of learning management include participation and engagement with learning, and understanding the relationship between self, learning and work. Examples of career management include sourcing,

evaluating and analysing information about learning and work opportunities and their requirements, relating this information to one's self-knowledge, making career decisions, and making successful transitions.

The knowledge, skills and attitudes develop over time with different expectations of competence mastery at different stages of life. Some of these skills are generic across life situations; others are specific to learning and work identity formation and decision-making.

Why it is important

- Career identity formation is a continuous process of development from the early years of life. In a formal education and training context, the teaching and acquisition of career management skills contribute to participation in and engagement with learning, to learning performance and progression, to progression to work, to progression through working life and further learning, and to enhancing one's employability.
- The development of career management skills contributes to workforce development, to enterprise performance, to career and work progression for individual citizens, and to their continuing employability.

- For citizens who are outside of the workforce for whatever reasons, the development of their career management skills can contribute to their workforce integration, social inclusion, and active citizenship.
- CMS contribute to workforce productivity, to workforce competitiveness, adaptability, and mobility, and to individual, family and community prosperity
- CMS give the individual a focus for achievement and enable the identification of strategies and tasks necessary to achieve goals
- Support the evaluation and assessment of the outcomes of such teaching and training
- Take into account the context of learning (culture, education, training, retraining, curricular and pedagogical tradition)
- Make use of the advantages of diversity in CMS teaching and use it as a source of enrichment and better understanding
- Adopt a cross sector approach, including the collaboration of different stakeholders, that supports the continuity of learning of CMS across sectors.

What is good practice

Policies and systems that:

- Support the development of a framework that outlines the competences a citizen needs to effectively manage their learning and work choices in a long-term perspective and that differentiates in CMS expectations and outcomes according to the developmental stage of the citizen
- Support the teaching and acquisition of CMS in formal education and training settings as either specialised education programmes or as cross-curricular competences
- Support the teaching of CMS by the public employment service to its target groups¹²
- Training the trainers: promote staff and practitioner¹³ training to ensure that they are effective in assisting citizens to acquire CMS
- Favour the teaching, acquisition and development of CMS in workforce settings (human resource development, retraining, and interventions for unemployed and for groups at risk of unemployment)

Resources for policy-makers¹⁴

- ELGPN (2015) ELGPN Tool No. 4: *Designing and Implementing Policies Related to Career Management Skills (CMS)*
- ELGPN (2012) *Lifelong Guidance Policy Development: A European Resource Kit*. ELGPN Tool No. 1, Chapter 4 *Career Management Skills*. Available in Bulgarian, Croatian, Czech, Dutch, English, Estonian, Finnish, French, German, Greek, Hungarian, Italian, Latvian, Lithuanian, Polish, Portuguese, Serbian, and Slovenian
- Gravina, Dorianne and Lovšin, Miha (2012) *Career Management Skills: Factors in Implementing Policy Successfully*, ELGPN Concept Note No. 3. Available in Croatian, Dutch, English, German, Greek, Latvian, and Portuguese
- Hooley, T., Watts, A.G., Sultana, R.G., and Neary, S. (2013) The 'Blueprint' framework for career management skills: a critical exploration. *British Journal of Guidance & Counselling*, Vol. 41, No. 2, 117131
<http://www.tandfonline.com/doi/pdf/10.1080/03069885.2012.713908>

¹² Public Employment Services' contribution to EU 2020. PES 2020 strategy output paper.

<http://ec.europa.eu/social/BlobServlet?docId=9690&langId=en>

¹³ 'Practitioner' in the context of these Guidelines refers to persons whose main role and speciality is the conduct of career guidance activities, in whichever work setting these are undertaken. 'Guidance counsellor' is an example of this. 'Staff' refers to persons for whom the conduct of career guidance activities is a minor part of their official function. 'Teacher' is an example of this.

¹⁴ All ELGPN publications are available at <http://www.elgpn.eu/publications>

Guideline 2: Access to Lifelong Guidance Services

Definition

Access refers to the means and conditions by which citizens can engage with lifelong guidance services, tools and resources, and participate in career development activities over the life-span to enable them to make meaningful learning, career and work choices¹⁵ and to develop CMS. Lifelong guidance services include self-help, brief staff-assisted, and individual case-managed services to assist citizens to make informed and meaningful decisions about occupational, educational, training, employment and life management choices. These services are delivered face-to-face (individual and group) or at distance via the Internet or telephone. Career resources include assessments and information that are designed to help individuals clarify what they know about themselves, their options, and their approach to decision making. Service-delivery tools help citizens use career resources in a way that is appropriate for their needs.

Demand for lifelong guidance provision in the general population exceeds the supply of services. Many people cannot access it for a variety of reasons—physical, geographical, economic and social, and in some cases from a lack of awareness of what exists and of its benefits.

Why it is important

- Improved access to lifelong guidance services, activities, tools and resources supports equality of citizen opportunity, social equity, social mobility, and social cohesion.
- Access to lifelong guidance services increases the awareness of the citizen learner of the European Area of Skills and Qualifications, of EU mobility tools for learners and workers, and

of Open Education Resources for professional development

- Improved access supports the implementation of the recommendation on citizen access contained in the Council (Education/Youth) Resolution on lifelong guidance 2008¹⁶ and the exercise of a European citizen's right to guidance¹⁷ services arising from the European Social Charter.

What is good practice

Policies and systems that promote access to services which:

- Are citizen friendly: delivered by means and at times pertinent to citizen availability, in a manner that facilitates both distance access such as the use of ICT (telephone and web-based support tools) and physical access, and in a manner that differentiates between persons who require some or a lot of assistance and those who can use self-help.
- Offer a clear range of easily accessible services based on an evaluation of people's aspirations and needs, and taking account of their living and working environments, and of their cultural preparedness for the use of services (especially users with migrant background), at key decision points and transitions over the life-span.
- Promotes career education within the curriculum as a cost-effective measure to reach a whole age cohort.
- Target groups at risk of social and economic exclusion.
- Use the mainstream language and, as appropriate, other languages (regional or foreign).
- Communicate the nature of lifelong guidance,

¹⁵ Improving access to lifelong guidance was a priority area for the attention of Member States in the Council (Education) Resolution 2008 on *Better integrating lifelong guidance into lifelong learning strategies*. It was also identified as an area for Member State action in the Council (Education) Resolution 2004 on *Strengthening policies, systems and practices for guidance throughout life*.

¹⁶ "Guidance services, as services of general interest, should be accessible to everyone, irrespective of their knowledge base or their initial skills, and should be readily understandable and relevant. A particular effort should be made to improve access to guidance services for the most disadvantaged groups and persons with special needs."

¹⁷ European Social Charter, Turin, 18.X.1961.

its benefits to citizens, and the services available through social marketing.

- Use a partnership/collegial approach in the broadening the reach of guidance activities in any work setting.
- Work through non-formal and informal guidance partnerships with disadvantaged communities, groups and individuals, and, as appropriate, through mobile services.
- Promote co-ordination and collaboration of services, tools, and resources within and across sectors.
- Promote open access to information resources of all media type especially taking advantage of the potential of ICT.

Resources for policy-makers

- ELGPN (2012) *Lifelong Guidance Policy Development: A European Resource Kit*. ELGPN Tool No. 1, Chapter 5 Access.

Available in Bulgarian, Croatian, Czech, Dutch, English, Estonian, Finnish, French, German, Greek, Hungarian, Italian, Latvian, Lithuanian, Polish, Portuguese, Serbian, and Slovenian

- ELGPN (2015) ELGPN Tool No. 5: *Strengthening the Quality Assurance and Evidence-base of Lifelong Guidance*
- OECD (2001): *The Role of Information and Communication Technologies in an integrated career information and guidance system*
<http://www.oecd.org/edu/research/2698249.pdf>

Available in English and French

Guideline 3: Assuring the Quality of Lifelong Guidance Provision

Definition

Quality assurance in lifelong guidance refers to policies, standards and procedures that assist in evaluating guidance services, products and activities from a citizen and other stakeholder perspective and that lead to their continuous improvement.

Why it is important

- Quality assurance in lifelong guidance protects EU citizens' interests by ensuring that the lifelong guidance services and products are referenced according to pre-established professional quality standards.¹⁸
- It assures comparability of lifelong guidance support to citizens within and across sectors, over the life-span, and regardless of the citizen's geographical, social and economic circumstances.
- It also ensures that taxpayers' and private funding of lifelong guidance activities is well spent, in particular where governments devolve the responsibility of provision of lifelong guidance activities to a region, municipality and/or institution.

What is good practice

Policies and systems that:

- Promote stakeholder (users and potential users of services, taxpayers, social partners, service-delivery managers, practitioners) interests in lifelong guidance quality-assurance systems, taking into consideration the diversity of such interests.
- Promote the development of commonly shared professional quality standards that apply to both public- and private-sector lifelong guidance provision and products, and within and across education, employment and social fields.
- Support monitoring and feedback systems, particularly from a service-user perspective.
- Focus on practitioner competence: support the initial and continuing professional training of staff who deliver lifelong guidance services and activities.

Resources for policy-makers

- CEDEFOP (2005) *Improving lifelong guidance policies and systems – using common European reference tools Luxembourg*: Office for Official Publications of the European Communities Available in English, French, German, Italian, Polish, Portuguese, and Spanish
- ELGPN (2015) ELGPN Tool No. 5: *Strengthening the Quality Assurance and Evidence-base of Lifelong Guidance*
- ELGPN (2012) *Lifelong Guidance Policy Development: A European Resource Kit*. ELGPN Tool No. 1, Chapter 6 *Quality and Evidence*, and Annex D *Quality Assurance and Evidence-Base Framework* Available in Bulgarian, Croatian, Czech, Dutch, English, Estonian, Finnish, French, German, Greek, Hungarian, Italian, Latvian, Lithuanian, Polish, Portuguese, Serbian, and Slovenian

¹⁸ The Council (Education/Youth) Resolution (2008) on *Better integrating lifelong guidance into lifelong learning strategies* identified the development of quality assurance of guidance provision as a priority area for Member States.

Guideline 4: Assessing the Effectiveness of Lifelong Guidance Provision

Definition

Assessing effectiveness refers to the collection and analysis of data through research and other means on the usage and effectiveness of lifelong guidance policies, systems and interventions, and their evaluation. Such data collection includes information on outcomes, outputs, processes and inputs, in the education, training, employment and social fields.

Why it is important

- The collection and analysis of such data assists in developing evidence-base policies.
- It contributes to many aspects of policy and systems development: for example, the shaping of strategic goals, the planning of services, the development of programmes, the identification of gaps in service delivery, the training needs of professional practitioners and the optimal use of resources and of investment in delivery.
- It addresses accountability issues, supports comparability of guidance methodologies, tools and practices, and provides a critical perspective on transferability of these across contexts and their adaptability to new contexts
- Having a reliable evidence base on the effectiveness of career guidance interventions is a prerequisite for good policy development.¹⁹

What is good practice

Policies and systems that:

- Support the regular collection of data on the outcomes, outputs, and inputs of career guidance and the monitoring and evaluation of such data in terms of cost-benefits to individuals and governments.
- Support a common approach to policy-relevant

indicator development and application within and across the education, training, employment and social fields.

- Promote research to support evidence-based policy-making, including market and academic research, longitudinal and time-series impact evaluation, and cost-effectiveness studies.
- Support data-gathering strategies to identify the needs for new, different and expanded services and target-groups.
- Pay attention to user-benefit and user-satisfaction data and career learning outcomes data for citizens.
- Support the collection and evaluation of data on private-sector provision.
- In a mixed model of provision, provide a clear rationale, supported by evidence, on how funding is allocated to different channels and to different priority groups.

Resources for policy-makers

- ELGPN (2014) ELGPN Tool No. 3: *The Evidence Base on Lifelong Guidance: A Guide to Key Findings for Effective Policy and Practice* Available in English and German in full, extended summary, and brief forms, Finnish (brief form), Latvian (extended summary)
- ELGPN (2015) ELGPN Tool No. 5: *Strengthening the Quality Assurance and Evidence-base of Lifelong Guidance*
- ELGPN (2012) *Lifelong Guidance Policy Development: A European Resource Kit*. ELGPN Tool No. 1, Chapter 6 *Quality and Evidence*, and Annex D *Quality Assurance and Evidence-Base Framework* Available in Bulgarian, Croatian, Czech, Dutch, English, Estonian, Finnish, French, German, Greek, Hungarian, Italian, Latvian, Lithuanian, Polish, Portuguese, Serbian, and Slovenian

¹⁹ The Council (Education) Resolution (2008) on *Better integrating lifelong guidance into lifelong learning strategies* invited Member States to give pay attention to evidence-based policy development.

Guideline 5: Strategic Leadership: Co-operation and Co-ordination

Definition

Strategic leadership refers to how policy and systems development for lifelong guidance are managed in a country, region, and locality. In particular it refers to co-operation and co-ordination mechanisms that implicate all of the relevant stakeholders in policy and systems development. In many countries lifelong guidance has historically been planned and organised within sectors, with little concern for within-sector and cross-sector co-ordination and co-operation. Key variables in planning and organisation of lifelong guidance provision include: policy and administrative responsibility (ministry); knowledge sharing between ministries; centralised v. decentralised government responsibility (region, municipality, institution); stakeholder involvement; and inclusive policy frameworks such as human resource development, lifelong learning, and employability, which are a shared responsibility of several ministries.

Why it is important

- Co-ordination and co-operation arrangements facilitate the development of the lifelong nature and dimension of guidance policy and of citizen access to services and products. They enable citizens to see clearly a continuity of service across sectors over the life-span, and to identify easily what has been designed and provided for their particular age-group and for their social, economic and geographical circumstances.
- Co-ordination and co-operation support convergence in understanding and in quality improvement among services and practitioners through the sharing of information, methodologies, and tools.
- Co-ordination and co-operation between stakeholders in the use of new emerging technologies makes access to lifelong guidance and information more feasible by creating innova-

tive and more diverse service delivery.

- The absence of co-ordination contributes to the lack of continuity and consistency of lifelong services experienced by EU citizens as they move both within and between the education, training and employment sectors. They experience duplication of effort and little or no attempts to co-ordinate their participation as clients in the career guidance process.
- Co-ordination and co-operation is particularly important from a citizen perspective where individualised career guidance solutions require a co-ordinated response from a variety of agencies as in the case of unemployment and school-drop-out
- From a policy and delivery perspective, co-ordination and co-operation across sectors with stakeholder involvement in lifelong guidance help to overcome policy fragmentation, and duplication of effort, and to promote efficiency of investment in lifelong guidance services and products.²⁰
- Co-ordination and co-operation can also help to ensure that lifelong guidance is properly considered in the development of a country's education, training, employment and social inclusion policies, and in national human resource development strategies and programmes.

What is good practice

Policies and systems that:

- Use citizen entitlement to lifelong guidance and user needs as policy levers for co-ordination and co-operation.

²⁰ Member States were invited in the Council (Education/Youth) Resolutions of 2004 and 2008 on lifelong guidance to improve co-operation and co-ordination among all stakeholders in the provision of lifelong guidance services in order to widen access and ensure coherence of provision. See also: CEDEFOP (2008). *Establishing and Developing National Guidance Forums: a Manual for Policy-Makers and Stakeholders*. Luxembourg: Office for Official Publications of the European Communities.

- Promote cross-sector co-ordination and co-operation for lifelong guidance policies and services in the education, employment and social fields.
- Support policy and systems coherence within and across sectors.
- Promote standardised cross-sector information sharing on client learning outcomes (e.g. CMS acquisition), assessment results, and client interactions with career services and products, respecting national legislation on data protection.
- Support the emergence and development of mechanisms for such co-ordination and co-operation such as national guidance forums, inter-ministerial groups, or policy units.
- Involve stakeholder interests, e.g. the general public and social partners, in the design of policies and delivery systems for lifelong guidance.
- Promote inclusive policy frameworks such as lifelong learning and employability for workforce preparation and development, of which lifelong guidance is an integral part.
- Ensure equitable access to services and comparable standards in service delivery in decentralised systems.
- Take advantage of ICT as a means of policy and systems partnership and of joint action by the partners for the benefit of citizens.

Resources for policy-makers

- CEDEFOP (2009) *Establishing and developing national lifelong guidance policy forums: A manual for policy-makers and stakeholders*
http://www.cedefop.europa.eu/EN/Files/5188_en.pdf
 Available in English, French and German
- ELGPN (2012) *Lifelong Guidance Policy Development: A European Resource Kit*. ELGPN Tool No. 1, Chapter 7 *Co-ordination and Co-operation*; and Chapter 3 *Key Features of a Lifelong Guidance System*
 Available in Bulgarian, Croatian, Czech, Dutch, English, Estonian, Finnish, French, German, Greek, Hungarian, Italian, Latvian, Lithuanian, Polish, Portuguese, Serbian, and Slovenian
- The ELGPN Tool No. 2 *ELGPN Glossary* (2012) provides a common set of definitions for lifelong guidance (LLG) policy development and related guidance terminology. Policy-makers may find the Glossary useful in the context on exchanges on policy development across the education, training, employment and social inclusion sectors.
 Available in Albanian, Croatian, Czech, English, Greek, Hungarian, Latvian, Portuguese, and Swedish

Guideline 6: Improving Careers Information

Definition

Careers information refers to any kind of information in any medium that assists citizens to make meaningful choices about learning and work opportunities. It includes information on occupations, the labour market, education, VET, and higher education study programmes, and pathways between these. Information on National and European Qualification Frameworks and transfer mechanisms is an important part of pathway information. The labour market (public and private employment services and employers) is a significant source of information on employment trends (supply and demand) in sectors and on emerging and dying occupations. Labour market information, transformed into careers information, is critical to good career decision-making.

Careers information refers also to information obtained through experiential learning, e.g. work shadowing, work experience and work simulation.

Why it is important

- Careers information gives EU citizens the opportunity to: (a) compare themselves, their circumstances, and their interests and aspirations with the requirements and demands of jobs, work, education and training programmes and labour market opportunities; (b) identify a range of pathways towards these opportunities; and (c) make meaningful choices.
- Good-quality and reliable labour market and careers information enables EU citizens to make choices of learning and work opportunities and pathways that are based on the realities of occupations and labour markets.²¹

- Access to, and competence in sourcing, understanding, evaluating, and applying careers information, are significant factors in social equity, educational participation and performance, and labour market participation. Such competence is a key part of CMS.
- Individuals and groups in society differ in their capacity to source, interpret, and apply careers information and need specific guidance assistance for personal implementation. Providing careers information on its own, as an “information dump”, without appropriate accompanying career guidance support, does not recognise the differential capacity of individuals and groups to source and use information.²²

What is good practice

Policies and systems that:

- Promote the following standards of careers information²³ for ICT and for other forms of career learning and media:
 - designed taking users’ needs (what are their questions) and social milieu into account;
 - help users to identify their own needs and to ask themselves questions;
 - be comprehensible (language, multi-modal-text image, graphics, sound);
 - be user friendly and pedagogical in design;
 - be accurate, up-to-date, precise and non-discriminatory;
 - be independent of sector and institutional interests.
- Improve the quality and ensure the objectivity and gender fairness of career information, taking account of users’ expectations and labour market realities.
- Ensure the reliability of labour market information

²¹ The Council (Education/Youth) Resolution (2008) on *Better integrating lifelong guidance into lifelong learning strategies* invited Member States to provide citizens and guidance stakeholders with reliable and comprehensive information resources and set down a number of policy recommendations on improving the quality of careers information which are included in this Guideline.

²² Grubb, W.N. (2002). *Who Am I? The Inadequacy of Career Information in an Information Age*. Paris: OECD

²³ Tricot, A. (2002). *Improving Occupational Information*. Paris: OECD.

- Promote the co-ordination of the collection and distribution of labour market information through partnerships between key stakeholders: ministry, social partners, sector, and professional associations
- Relate information on education and training provision to local, regional, national and international labour market opportunities. Use tools and resources for jobs and skills forecasting to enrich careers information, building on both national and EU resources.
- Enable EU citizens to have access to experiential and non-experiential forms of careers information.
- Promote EU citizen acquisition of the career management skill (CMS) to source, understand, and apply careers information, and to evaluate such sources
- Promote careers education and career management skills in education and training curricula as a means to address individual and group differences in the capacity to source, interpret, evaluate, and apply careers information
- Pay attention to developing the career information knowledge and skills of guidance practitioners in initial and continuing professional development
- Provide information in different media form including internet and enable their usage.
- Create awareness among EU citizens of EU mobility tools for learners and workers in the European Area of Skills and Qualifications and of Open Education Resources for professional development. Examples of EU mobility tools include ECVET, ECTS, EQF, ESCO (European Skills, Competencies, Qualifications and Occu-

pations) EUROPASS, EURES, YOUTHPASS, EUROPEAN SKILLS PASSPORT, EUROPASS LANGUAGE PASSPORT, and PLOTEUS.

Resources for policy-makers

- NCDA (Revised 2007) *Guidelines for the Preparation and Evaluation of Career and Occupational Information Literature*
http://www.ncda.org/aws/NCDA/asset_manager/get_file/3399
- NCDA (1992) *Guidelines for the Preparation and Evaluation of Video Career Media*
http://www.ncda.org/aws/NCDA/asset_manager/get_file/3401
- NCDA (1997) *Guidelines for the Use of the Internet for the Provision of Career Information and Planning Services*
http://www.ncda.org/aws/NCDA/pt/sp/guidelines_internet
- OECD (2002) *Improving Occupational Information*
<http://www.oecd.org/edu/innovation-education/2485392.pdf>
Available in English and French
- OECD (2002) *Who am I? The inadequacy of career information in an information age*
<http://iccdpp.org/wp-content/uploads/2014/03/OECD-Inadequacy-of-Career-Info-2002.pdf>
Available in English and French
- OECD (2001): *The Role of Information and Communication Technologies in an integrated career information and guidance system.*
<http://www.oecd.org/edu/research/2698249.pdf>
Available in English and French

Guideline 7: The Training and Qualifications of Practitioners

Definition

Training refers to the initial preparation and continuous professional development of guidance practitioners, persons whose main work function is lifelong guidance. It refers to the knowledge, skills, competences and attitudes required to undertake lifelong guidance roles and tasks in whichever setting career guidance is provided. Qualifications refer to the formal outcome (e.g. certificate, diploma) of an assessment and validation process, obtained when a competent body determines that an individual has achieved the learning outcomes to a given standard in order to perform lifelong guidance roles and tasks with citizens. Some lifelong guidance activities require intensive and specific training (e.g. career counselling and assessment, careers education/pedagogy) while other activities require less intensive and specific training (e.g. recording statistics of career service usage).

Why it is important

- Citizens need to have confidence that the lifelong guidance activities offered are provided by persons with the knowledge, competence and ethics to do so.
- Citizens need to be enabled and assisted to identify their lifelong guidance needs and to have those needs addressed in a competent and professional way, so that they can make meaningful and efficient learning and work choices.
- Practitioners and other staff who undertake guidance activities are more likely to be able to help citizens to achieve good decision and transition outcomes if they (practitioners, staff) have received appropriate training.
- Training enhances the professional profile and standards of guidance practitioners and of other staff who undertake guidance activities, enabling them to respond better to the needs

and expectations of both citizens and policy-makers.²⁴

- Qualifications in lifelong guidance ensure that certain minimum standards of learning and competence have been achieved.²⁵

What is good practice

Policies and systems that:

- Protect the interests of EU citizens through promoting the professionalisation of career guidance activities.
- Promote initial and continuous training for individuals involved in the management and delivery of career guidance activities, and require them to hold relevant qualifications.
- Promote initial and continuous training for guidance professionals and other staff with particular focus on cultural and gender sensitive guidance and counselling
- Enable individuals to progress in an incremental way from non-specialist to specialist career guidance roles and qualifications, and recognise and validate their prior learning.
- Promote ethical standards and behaviour of practitioners
- Promote mobility of career guidance practitioners across sectors, e.g. education, training, employment, community.
- Strengthen links between government policies for career guidance and practitioner training objectives.
- Draw on international and EU studies and frameworks for competences and qualifications for guidance practitioners to inform their national developments.

²⁴ The Council (Education/Youth) Resolution (2008) *Better integrating lifelong guidance into lifelong learning strategies*.

²⁵ The EU Council (Education) Resolution (2004) on *Strengthening policies, systems and practices for lifelong guidance* invited Member States to improve the initial and continuing training of guidance practitioners. The training of guidance practitioners was also the focus of an OECD expert paper *The Skills, Training and Qualifications of Guidance Workers* (Paris: OECD, 2002), and of a CEDEFOP study *Professionalising Career Guidance* (Luxembourg: Office for the Official Publications of the European Communities, 2009).

Resources for policy-makers

- CEDEFOP (2009) *Professionalising Career Guidance: Practitioner Competences and Qualification Routes in Europe*
http://www.cedefop.europa.eu/EN/Files/5193_en.pdf
Available in English and German
- ELGPN (2015) ELGPN Tool No. 5: *Strengthening the Quality Assurance and Evidence-base of Lifelong Guidance*
- European Commission (2014) *European Reference Competence Profile for PES and EURES counsellors*, DG Employment, Social Affairs, and Inclusion: Brussels
- OECD (2001) *The Skills, Training, and Qualification of Guidance Workers*
<http://www1.oecd.org/edu/innovation-education/2698214.pdf>
Available in English and French

Guideline 8: Funding Lifelong Guidance Services

Definition

Lifelong guidance activities and products can be funded in a number of ways²⁶: direct funding of services by central government or through funding relevant government agencies (such as in the education and employment sectors); devolved public funding to regions or municipalities or institutions; through funding raised in regions and municipalities; through public subcontracting of services to private, non-profit, and voluntary organisations; market-based provision for which individuals pay privately; employers and trade union contributions; and a mix of the above.

Why it is important

- Lifelong guidance is a public good as well as a private good. It contributes significantly to the achievement of public-policy goals in education, employment, social inclusion, and to the economy in general (see 1.2 above). It is recognised by the EU Council of Ministers²⁷ as a “service of general interest” that should be accessible to everyone. Such access cannot occur without substantial investment of public funding.
- A citizen’s right to vocational guidance is enshrined in Article 9 of The European Social Charter²⁸ with an additional protocol²⁹ on gender equality of opportunity and treatment in the application of this right. Public funding of lifelong guidance services supports the implementation of this right.
- This Guideline also recognises that the private sector can contribute to the provision of lifelong guidance services and products and that citizens may pay for such services.

What is good practice

Policies and systems that:

- Promote the adequate funding of careers services, activities and products to support the citizen’s right to vocational guidance as per the European Social Charter and its accessibility.
- Promote the collection of expenditure and resource-usage data to understand the efficiency of use of existing investment and the identification of additional investment needs for different aspects of delivery.
- Promote accountability for the use of funds dedicated to career guidance provision
- Address cost-effectiveness issues of service and product provision such as co-ordination within and across sectors, bodies, institutions.
- Support research on the effectiveness of and outcomes from career guidance provision.
- Ensure that all bodies and organisations who receive public funding for career guidance provision meet pre-established quality standards for services and products and practitioner competence.
- As appropriate, encourage private sector investment in the provision of career guidance services and products, developed in accordance with pre-defined national standards
- As appropriate, encourage career guidance resource sharing between private and public sectors

Resources for policy-makers

- ELGPN (2015) ELGPN Tool No. 5: *Strengthening the Quality Assurance and Evidence-base of Lifelong Guidance*
- OECD (2002) *An Occupation in Harmony: The Role of Markets and Governments in Career Information and Career Guidance*
<http://www.oecd.org/education/innovation-education/1954694.pdf>
 Available in English and French

²⁶ EC-OECD (2004). *Career Guidance: a Handbook for Policy-Makers*.

²⁷ The EU Council of Ministers (Education/Youth) in its Resolution (2008) on *Better integrating lifelong guidance into lifelong learning strategies*

²⁸ European Social Charter, Turin, 18.X.1961.

²⁹ Additional Protocol to the European Social Charter, Strasbourg, 5.V.1988.

Guideline 9: Information and Communications Technology in Lifelong Guidance

Definition

Information and Communications Technology (ICT) in lifelong guidance refers to the products, infrastructure, and electronic content that enhance policy and systems development for lifelong guidance and the delivery of lifelong guidance services, resources, and tools. It refers to how interactive services, resources and tools are designed and developed for citizens, how citizens use these, and how such uses in turn reshape that design. It also refers to the digital competency required to use ICT in a lifelong guidance context.

ICT applications range from career and labour market information files and telephone support to sophisticated online web-assisted guidance systems, resources and tools, to apps, 3D multiuser virtual environments, and distance services, and to social media sites that facilitate interaction between citizens and guidance practitioners and between the users themselves. These latter include: peer to peer coaching, on line career support communities, job seeker and employer connections, and user driven real time mentoring. Experiencing career options through gaming and apps (e.g. job search and job networking), can provide instant signposting to next step researching/information discovery. ICT applications also include national portals linking the lifelong guidance work of several ministries which share this policy responsibility.

ICT in lifelong guidance may play several different roles:

- As a tool to assist, enhance, and further develop traditional approaches to the provision of career development services, resources and tools.
- As an alternative to traditional approaches to such provision
- As an agent of change on how existing career development services, resources, and tools can be transformed, accessed, used, and managed

- As an administrative tool to support, among others, evidence collection, evidence based policy development, accountability, quality assurance, and policy and systems co-ordination and coherence within and across sectors
- As an integrative agent, providing a common conceptual framework for the design and delivery of lifelong guidance services, resources and tools across different sectors (education, training, employment, and social).

Why it is important

- ICT supports a citizen-centred approach to making all public services, including lifelong guidance services, resources, and tools, more accessible to citizens.
- ICT has the potential to act as an integrative factor in lifelong guidance policy development.
- Citizen behaviour change: ICT products, infrastructure, and electronic content have changed the behavioural pattern of citizens. This includes the frequency and duration of communications (phone, email, social media), time-usage patterns, and more recently the uptake of online apps, and web based services housed in the cloud where there are faster and freer online peer to peer options to connect with. There is intensive use of the internet as an information source and library and a huge growth in the online purchasing of products and services. Policies and delivery practices for lifelong guidance need to respond to these behavioural changes.
- Individuals, groups and communities have, in turn, been highly creative in developing uses for ICT products, infrastructure, and electronic content, for example the creation of communities of interest focused on a specific objective. ICT enables collaborative local, regional, national and international action and projects in lifelong guidance. Lifelong guidance provision has to take advantage of new vistas that ICT is opening for potential users of services, resources and tools.

- New ICT tools have great potential for balancing self-help and staff assisted services for citizens thus allowing the widening of access and the maintenance of equity in service provision in a cost-effective way.
- ICT facilitates communication and the collaborative construction of knowledge for lifelong guidance derived from users, using social media and mobile devices. These resources are used with or without the help of career professionals. Social media in lifelong guidance is a medium for new communication, an interactive working space and an impetus for paradigm change and reform.
- The use of ICT in lifelong guidance demands a rethinking of institutional contexts and professional competences, and requires a new mentality and culture based on co-ordination and co-operation in order to make efficient use of scarce resources.
- Support digital inclusion in lifelong guidance (social inclusion that ensures that individuals and disadvantaged groups have access to and the skills to use ICT for lifelong guidance)
- Support a “plain language” approach for website navigation for lifelong guidance including for careers information provided through the medium of ICT
- Encourage citizen online interaction with lifelong guidance services, resources, and tools
- Allocate resources for public access to online career services (e.g. in education and training settings, public employment services, libraries)
- Integrate the use of ICT in career education programmes in order to help the citizens to develop skills to evaluate and use the online assessments and information related to their career development.
- Support the use of 3D multiuser virtual platforms in order to provide highly immersive career learning experiences for end users e.g. work based simulations.
- Support blended learning: face-to-face, distance practitioner support, website, providing support for citizens to effectively benefit from the learning.
- Ensure that through initial and in-service training, new and existing guidance practitioners are up-skilled and understand the nuances of this ICT medium, the ethics, and the demand driven time response complexities.
- Systematically integrate the use of ICT in existing lifelong guidance services as appropriate, and adapt guidance services to ICT.
- Make use of big and open data (data that can be used, reused, and redistributed) for the development of an evidence base for lifelong guidance policies
- Integrate the use of ICT in national quality assurance mechanisms for lifelong guidance
- Develop and continuously improve standards

What is good practice

- Policies and systems that:
- Treat ICT in lifelong guidance as part of wider national e-Government mechanisms
- Ensure that the ministries that share responsibility for lifelong guidance provision have a common agreed framework for the role and use of ICT in lifelong guidance provision and communicate this to all service providers and stakeholders
- Provide the necessary infrastructure for the development and implementation of ICT resources, especially training and support for service providers
- Acknowledge ethical issues (e.g. online identity, privacy) and professional standards in the use and design of modern technology in lifelong guidance services
- Recognise individual citizen and group differences in general and digital literacy; and differences in their capacities to source, interpret, evaluate and apply information and instructions in lifelong guidance; and provide accompanying support for those who need it

of practice for the use of ICT in lifelong guidance services and programmes

- Conduct research and evaluation to appropriately guide the evolution of modern technology and its pedagogical consequences for lifelong guidance services, resources, and tools.

Resources for policy-makers

- ELGPN (2012): *European Lifelong Guidance Policies: Progress Report 2011-12. A Report of the European Lifelong Guidance Policy Network.*

- NCDA (1997) *Guidelines for the Use of the Internet for the Provision of Career Information and Planning Services*

http://www.ncda.org/aws/NCDA/pt/sp/guidelines_internet

- OECD (2001): *The Role of Information and Communication Technologies in an integrated career information and guidance system.*

<http://www.oecd.org/edu/research/2698249.pdf>

Available in English and French



Guidelines for Lifelong Guidance Policies and Systems for the Education and Training Sector

This section consists of four Guidelines covering policies for the provision of lifelong guidance to participants in general education, vocational education and training, adult learning, and higher education

Guideline 10: Lifelong Guidance for School Pupils

Definition

Guidance for school pupils refers to a range of pedagogical services, structured programmes and activities including e-learning, and products or tools that assist pupils to understand learning pathways and choices within a school's education programme, to link these to post-school learning and work opportunities, to make successful transitions to those opportunities, and to acquire CMS. Lifelong guidance helps pupils and their families to plan the next steps especially at the end of compulsory education when students are required to make meaningful decisions on their future general or vocational education and training, or on entry to the labour market.

Support for parents, teachers and school management to understand such pathways and links forms part of lifelong guidance provision. Lifelong

guidance services for pupils may be provided from within the school or from outside the school, or by a combination of both approaches.

Making decisions about learning and work options is a complex process that requires pupils to be able to critically evaluate both internal cognitive and emotional variables such as self-knowledge, and external variables such as family, peer, and societal expectations and stereotypes, learning pathways and the labour market opportunities. Thus persons delivering a guidance programme for school pupils need specialist training in the pedagogy of careers guidance.³⁰

Why it is important

- Key indicators of the success of a school's education programme are pupil participation and retention, pupil motivation and engagement with learning, school performance and achievement, and progression through and beyond school. By providing pupils with learning opportunities on the links between school education and post-school options including work

³⁰ The Council (Education/Youth) Resolution (2008) on *Better integrating lifelong guidance into lifelong learning strategies* called for better teacher/trainer preparation and support.

and learning, lifelong guidance plays a critical role in the implementation of the school education programme and in supporting pupil learning and teachers' work.³¹

- There are significant individual differences in an individual pupil's capacity to identify, source and interpret information concerning themselves and future learning and work opportunities, family and societal expectations, and to make choices. There are also significant differences in the pace of development of young people's intellectual, emotional, social and career decision-making maturity in both childhood and teen-age years. The majority of them need some lifelong guidance support over the course of their schooling; a significant minority need a lot of support with learning and work choices.
- The occupational and labour market knowledge base of parents, communities, peers and teachers is very limited, as is their knowledge of the relevant learning pathways. Timely career guidance activities during schooling can thus enhance their capacity to assist young people with learning and work choices.
- Given how education and training systems are structured in any country and how they link to the labour market, the early subject and programme choices that pupils make e.g. at the beginning of lower secondary or earlier, have significant impact on subsequent choices made at later key decision points such as at upper secondary and at school graduation. Thus lifelong guidance activities have to be provided to pupils (and their parents) from an early age.
- Some education systems operate selection procedures for pupils progressing from one stage of education to the next and for transfers between

educational and vocational streams. Lifelong guidance support is necessary to help young people, parents and teachers to deal with the unexpected consequences of choice limitation and of allocations of pupils by such selection systems, which may not be compatible with a young person's wishes, competences, interests and circumstances.

- Per capita costs per pupil from public funding increases as a child progresses from primary through tertiary education and VET. General education in secondary school often acts as the last stage of progression to tertiary and VET. The provision of good-quality lifelong guidance in secondary school contributes to the efficient use of public funding beyond school by ensuring that pupils and their parents make wise and meaningful choices for tertiary education and VET, reducing taxpayer exposure to the cost of drop-out.
- Education systems are charged with equipping students with "the key competences for lifelong learning", particularly "learning to learn"³² and to motivate and to promote successful learning mobility. Guidance and counselling provision is pivotal in the comprehensive strategies against early school-leaving as regards the three aspects defined by the Council Recommendation (2011): prevention, intervention and compensation.³³

What is good practice

Policies and systems that:

- Support a comprehensive approach to career learning for school pupils combining career education programmes within the curriculum, experience-based learning, out-of-school/workplace learning using community and alumni resources, telephone and web support, and face-

³¹ Resolution of the EU Council of Ministers (Education/Youth) (2004) on *Strengthening policies, systems and practices in the field of guidance throughout life in Europe*.

³² Recommendation of the European Parliament and the Council (2006).

³³ Council (Education) Recommendation of 28 June 2011 on policies to reduce early school-leaving.

- to-face individual and collective careers activities.
- Promote careers education and career management skills in the curriculum as a means to address individual pupil and group differences in their capacity to source, interpret, evaluate, and apply careers information, especially where such is obtained from internet and social media sources.
- Develop a comprehensive strategy for the teaching and learning of career management and entrepreneurial³⁴ skills from primary school through secondary school and in vocational streams.
- Promote a comprehensive lifelong guidance programme in and/or out of schools that assists pupils, parents, teachers and school management at key learning and work decision-making points for pupils.
- Promote career learning outcomes as a means of monitoring the quality and effectiveness of guidance programmes for school pupils.
- Provide specific guidance and counselling support to pupils at risk of early school-leaving, particularly in terms of motivation through career management skills curricula and through acquisition of the basic skills for access to online services.
- Are sensitive and responsive to pupil diversity and gender.
- Support and improve the initial and in-service training of guidance practitioners, and of other school staff involved in the delivery of guidance, and of school management, particularly in terms of career management skills teaching and assessment, and methods for preventing early school-leaving.
- As appropriate, provide the necessary resources to school management so that they can provide a quality lifelong guidance service.
- Support the monitoring of guidance programmes for school pupils, including by pupil, parent, teacher, and employer feedback.
- Promote consistency in the quality of lifelong guidance provision across schools and regions where responsibility and funding for this is devolved to schools, municipalities and regions.
- Promote pre-established standards of guidance services and products where a lifelong guidance programme or elements of it are delivered through external agencies and contractors.
- Support the collection of data on the education, training and work destinations of school-leavers and of tracking mechanisms for such data.
- Create an awareness of the European Area of Skills and Qualifications, of EU mobility tools for learners and workers, and of Open Education Resources for lifelong learning.

Resources for policy-makers

- CEDEFOP (2011) *Guidance Supporting Europe's Aspiring Entrepreneurs*
<http://www.cedefop.europa.eu/EN/publications/18285.aspx>
- ELGPN (2012) *Lifelong Guidance Policy Development: A European Resource Kit*. ELGPN Tool No. 1, Chapters 4 to 7 cover the application of the Resource Kit to policies for lifelong guidance in schools
Available in Bulgarian, Croatian, Czech, Dutch, English, Estonian, Finnish, French, German, Greek, Hungarian, Italian, Latvian, Lithuanian, Polish, Portuguese, Serbian, and Slovenian
- ELGPN (2015) ELGPN Tool No. 4: *Designing and Implementing Policies Related to Career Management Skills (CMS)*
- ELGPN (2015) ELGPN Tool No. 5: *Strengthening the Quality Assurance and Evidence-base of Lifelong Guidance*
- European Parliament Resolution (2015) *Pro-*

³⁴ European Commission Communication (2006) on *Fostering entrepreneurial mind-sets through education and learning*. Sense of initiative and entrepreneurship was one of the 8 key competences identified in the Recommendation [2006/962/EC](#) of the European Parliament and of the Council of 18 December 2006 on key competences for lifelong learning (Official Journal L 394 of 30.12.2006). See also the European Parliament Resolution (September 2015) on *promoting youth entrepreneurship through education and training*.

moting youth entrepreneurship through education and training

- Hughes, Deirdre and Borbély-Pecze, Tibor Bors (2012) *Youth Unemployment: A Crisis in Our Midst - The Role of Lifelong Guidance Policies in Addressing Labour Market Supply and Demand*, ELGPN Concept Note No. 2
Available in Croatian, Dutch, English, Greek, Latvian, and Portuguese
- Borbély-Pecze, Tibor Bors and Hutchinson, Jo (2013) *The Youth Guarantee and Lifelong Guidance*, ELGPN Concept Note No. 4
Available in Croatian English, German, Latvian, and Portuguese
- Oomen, Annemarie and Plant, Peter (2014) *Early School Leaving and Lifelong Guidance*, ELGPN Concept Note No. 6
Available in English and Portuguese

Guideline 11: Lifelong Guidance for Vocational Education and Training (VET) Students and Participants

Definition

VET refers to vocational education and training which aims to equip people with knowledge, know-how, skills and/or competences required in particular occupations or more broadly on the labour market.³⁵ In addition, there are special training programmes, typically aimed at young people at risk to enable them to improve their employability by gaining the basic skills to enter employment or to participate in IVET. VET may be divided into initial vocational education and training (IVET)³⁶ and continuing vocational education and training (CVET).

Lifelong guidance in IVET refers to a range of activities and products that assist young people to know and understand vocational learning pathways and choices prior to and at entry to VET to link these to further vocational learning and work opportunities, and to make successful transitions to those opportunities. Support for parents, teachers and school management to understand such pathways and links forms part of lifelong guidance provision. It also includes support for the guidance work of teachers in special training programmes for young people at risk, and for workplace mentors where workplace learning is a key feature of VET programmes.

Continuing vocational education and training (CVET) refers to education or training undertaken by an individual after completion of initial education and training or after entry into working life. It aims to assist individuals to improve or update their knowledge and skills, to acquire new skills for a career move or retraining, or to continue their personal

or professional development.³⁷ It may also include postgraduate tertiary vocational training.

Lifelong guidance in CVET may take a variety of forms, e.g. workplace mentoring and staff appraisal, and may be combined with municipal or external lifelong guidance provision such as the public employment service, national all-age lifelong guidance services, or private provision. It may also include support for transition to self-employment.

Why it is important

- The individual differences in young people's knowledge, capacity, and maturity for making meaningful career decisions (refer to Guideline 9 above) impact on their choice of vocational pathways. Just because they have made an initial VET choice is no guarantee that they will continue with such a choice; they will need guidance support to continue to engage with learning and to make a successful transition to the labour market. The necessity of acquiring career management skills applies to VET students as it does to general education students. This has been recognised in the Bruges Communiqué (2010).
- Several distinct challenges face young people and their parents when confronted with making choices about VET. These include the age at which a decision has to be made, the nature of the decision (default or voluntary), whether a selection process operates, and the point of vocational specialisation. Information and guidance can help young people to better understand the transfer and progression consequences of their choices, to make a wise choice of vocational specialisation, and to engage with learning. Lifelong guidance can also assist course transfers where a pupil's initial choice of VET or VET specialisation proved subsequently to be untenable.

³⁵ CEDEFOP (2011). *Vocational Education and Training at Higher Qualification Levels*. Luxembourg: Publications Office of the European Union.

³⁶ *Initial vocational education and training (IVET)* takes place at several different levels of education:

- lower secondary school;
- upper secondary school;
- apprenticeship;
- post-secondary non-tertiary education;
- tertiary education.

³⁷ CEDEFOP (2008). *Terminology of European Education and Training Policy – a Selection of 100 Key Terms*. Luxembourg: Office for the Official Publications of the European Communities.

- For young people at risk and for potential and actual early school-leavers, the special training programmes provided are often their last chance to acquire employability skills. Lifelong guidance support from teaching staff and specialists can help them to understand better their barriers to learning, to employment, and to active citizenship, and how to take advantage of workplace learning to help them overcome these barriers and avoid drop out.
- IVET and CVET are recognised³⁸ as having a key role in any economy in workforce preparation and development, in meeting employers' needs, and in assisting the employability of those most vulnerable to changes in the labour market. Lifelong guidance provision helps to make VET systems more efficient by assisting citizens with initial VET choices and subsequent CVET choices, supporting learning and performance during VET programmes, and supporting labour market or further learning transitions. They also help to create awareness of Open Education Resources for VET.
- Lifelong guidance can support the work of policy-makers and employers to signpost new arrangements such as transfer mechanisms at national level between vocational and general academic streams, mechanisms for progression within and between pathways, including to tertiary and postgraduate tertiary, and the attractiveness of VET as a career option.
- Many VET graduates ultimately make a transition to self-employment and to the establishment of small and medium-sized enterprises (SMEs). The provision of careers education on entrepreneurial opportunities to IVET and CVET participants will support successful transitions. This is recognised in the Resolution of the European Parliament (September 2015)

on promoting youth entrepreneurship through education and training.

- In the European Area of Skills and Qualifications, lifelong guidance can help VET learner and worker mobility by making them aware of the existence of mobility tools such as the European Skills Passport and ECVET.
- Finally, the per capita cost of VET provision to taxpayers is significantly higher than the per capita cost of general education. The cost of drop-out or failure to qualify from VET is also more expensive to taxpayers and/or to employers who provide work-based training. On the other hand, progression through VET leads to having a skilled workforce responsive to changing labour market needs. The provision of early and timely lifelong guidance provision will significantly reduce taxpayer exposure to potential and actual losses.

What is good practice

Policies and systems³⁹ that:

- Encourage the provision of high-quality information and guidance, including experience-based careers learning, which enable young pupils in compulsory education, and their parents, to become acquainted with different vocational specialisations, progression and transfer pathways, and career possibilities.
- Support teaching and learning activities which foster the development of career management skills in IVET and CVET.
- Promote entrepreneurship as a positive career option in career education programmes.
- Support the use of feedback from guidance services on the transition of VET graduates to work or to further learning in order to improve the quality and relevance of VET to the labour market.

³⁸ Maastricht Communiqué on co-operation in vocational education and training in Europe (2004); Helsinki Communiqué on co-operation in vocational education and training in Europe (2006); Bruges Communiqué on supporting vocational education and training in Europe (2010).

³⁹ Most of these policy recommendations are in the Bruges Communiqué (2010) on *Supporting vocational education and training in Europe*.

- Are sensitive and responsive to trainee/participant diversity and gender.
- Actively encourage individuals and VET providers to use lifelong guidance services to enhance workers' further participation and performance in CVET, with a particular focus on people facing transitions within the labour market (such as workers at risk and the unemployed) and on disadvantaged groups.
- Promote and support the use of lifelong guidance in helping citizens to identify and have validated their competences acquired through non-formal and informal learning.
- Create awareness among VET participants of EU mobility tools for learners and workers in the European Area of Skills and Qualifications, and of Open Education Resources.
- CEDEFOP (2011) *Guidance Supporting Europe's Aspiring Entrepreneurs*
<http://www.cedefop.europa.eu/EN/publications/18285.aspx>
- ELGPN (2012) *Lifelong Guidance Policy Development: A European Resource Kit*. ELGPN Tool No. 1, Chapters 4 to 7 cover the application of the Resource Kit to policies for lifelong guidance in VET
Available in Bulgarian, Croatian, Czech, Dutch, English, Estonian, Finnish, French, German, Greek, Hungarian, Italian, Latvian, Lithuanian, Polish, Portuguese, Serbian, and Slovenian
- ELGPN (2015) ELGPN Tool No. 4: *Designing and Implementing Policies Related to Career Management Skills (CMS)*
- Hughes, Deirdre and Borbély-Pecze, Tibor Bors (2012) *Youth Unemployment: A Crisis in Our Midst - The Role of Lifelong Guidance Policies in Addressing Labour Market Supply and Demand*, ELGPN Concept Note No. 2
Available in Croatian, English, Dutch, Greek, Latvian, and Portuguese
- European Parliament Resolution (September 2015) *Promoting youth entrepreneurship through education and training*
- Borbély-Pecze, Tibor Bors and Hutchinson, Jo (2013) *The Youth Guarantee and Lifelong Guidance*, ELGPN Concept Note No. 4
Available in Croatian, English, German, Latvian, and Portuguese

Resources for policy-makers

- CEDEFOP (2014) *The Attractiveness of Initial Vocational Education and Training: Identifying What Matters*
<http://www.cedefop.europa.eu/EN/publications/22510.aspx>
- CEDEFOP (2013) *Keeping Young People in (Vocational) Education: What Works?*
http://www.cedefop.europa.eu/EN/Files/9084_en.pdf
Available in French, German, Greek, Italian, Lithuanian, Polish, Portuguese, and Spanish

Guideline 12: Lifelong Guidance for Higher Education Students

Definition

Guidance in higher education refers to a range of activities and products that help students to select appropriate study programmes and to cope with the transition to higher education. It supports students to enhance the potential of their academic experience and to link it to their personal and career development. It fosters their ability to explore and learn about labour market, further learning (e.g. postgraduate) and entrepreneurship opportunities, and to make successful transitions to those opportunities. It encourages students' ability to effectively transfer their academic knowledge to professional context.

Guidance in higher education also provides support for course changers, i.e. the re-orientation of those students whose initial choices of higher education programmes did not prove subsequently to be successful or meaningful⁴⁰, and to the guidance needs of an increasing number of adult learners/returners who are seeking further professional development. It also concerns citizens who pursue higher education through distance learning and/or through Open Education Resources.

Career management skills are essential learning for higher education students since they connect self-reliant and reflective learning in the disciplines studied with the demands of students' career development and entrepreneurial competences in modern knowledge societies. They foster the education of creative, innovative, critically thinking and responsible graduates as well as the students' employability.⁴¹ Given the immediacy of the demands of the labour market on graduation, competences related to job search, and entrepreneurial skills, are essential learning for higher education students given the

immediacy of the demands of the labour market on graduation. The acquisition of these skills may form part of optional learning, or of compulsory learning with academic credit attached. Such career orientation programmes may be delivered centrally by a careers service, or by faculty or department with central support or with external support. Co-operative education/workplace learning, where it exists as part of a tertiary education programme, contributes significantly to careers learning.

Lifelong guidance and entrepreneurial education activities may be collective (class/group) or individual, and delivered with telephone, web, e-mail, and face-to-face collective and individual interventions, often accompanied by careers fairs, on-campus employment recruitment, alumni and entrepreneurial mentoring.

Why it is important

- Higher education and research are crucial to economic growth and development and to workforce preparation and development; career guidance in tertiary education is the cornerstone of a better and more flexible skills match with the needs of the economy and of technological changes.
- With the massification and internationalisation of higher education (including by distance education expansion and Open Education Resources), the success of graduates in the job market has become an asset test of higher education institutions. The enhancement of students' employability ensures the professional relevance of higher education programmes.
- There has been huge growth in the diversity of student participation. Consequently there is a need for more extensive lifelong guidance services delivered in a wide range of modes to accommodate the increasing variety of student learning and work transitions and of students' circumstances.
- It can help the swift and efficient reorientation of students who discover too late that their

⁴⁰ Conclusions of the European Council (Education) (2011) on *The modernisation of higher education*.

⁴¹ Bologna Process: Bucharest Ministerial Communiqué, 26 April 2012

initial choice of higher education programme does not correspond with their competences, interests, and labour market realities.

- The promotion of student mobility through European programmes, the harmonisation of the degree structure in the framework of Bologna Process, the modular structures of course delivery, and the adoption of the European Qualifications Framework at national level, all make higher education pathways more complex, and career guidance more necessary.
- Effective and efficient guidance services in higher education contribute to the modernisation of higher education systems⁴² to student-centred learning, and to their social dimension⁴³.
- Learner and worker mobility in the EU: lifelong guidance supports the promotion and usage by learners of EU mobility tools in the European Area of Skills and Qualifications.

What is good practice

Policies and systems that:

- Strengthen links between higher education institutions, employers and labour market institutions in order to respond more effectively to the needs of economic world and society as a whole
- Promote the involvement of students, employers and other stakeholders in the design and delivery of lifelong guidance activities and services
- Promote the provision of lifelong guidance centrally and within the faculties in higher education institutions
- Strengthen the links between higher education institutions and upper secondary schools and VET institutions
- Supporting the transitions of potential students

by informing them of the level of achievement required in the various higher education courses and of the career destinations of graduates

- Ensure that higher education students are able to relate their learning experiences to the world of work, including the development of the skills and attitudes that enable successful integration and adaptation to work contexts, and develop a sense of responsibility towards their career decisions
- Promote the career management and entrepreneurial skills learning of students, especially where students have not been exposed to these in prior education and employment
- Promote entrepreneurship as a positive career option in career education programmes.
- Promote the active involvement of the individual student in the development of his/her careers project/plan.
- Are sensitive and responsive to student diversity and gender: pay attention to the identified needs of particular target-groups, e.g. older learners, international students, students with disabilities, students with limited financial means.
- Ensure the continuing improvement of practitioners' qualifications and competences
- Provide students with updated information on mobility opportunities, EU mobility tools, the European Area of Skills and Qualifications, EU labour market requirements, and Open Education Resources
- Provide disadvantaged and under-represented groups with more transparent information on educational opportunities in order to ensure the right choice of study
- Promote the collection and publication of graduate employment data (including tracking graduate employment outcomes data). Include information and counselling in processes related to validation of non-formal/informal learning for potential and existing students
- Develop evaluation system for guidance ser-

⁴² EC Communication of 20.9.2011 on *An Agenda for the modernisation of Europe's Higher Education Systems* Council (Education) Conclusions (2011)

⁴³ Bologna Process: Bucharest Ministerial Communiqué, 26 April 2012.

vices, including databases and follow-up of students

- Link the provision of lifelong guidance in tertiary education institutions to quality-assurance arrangements, strategic planning, and performance targets
- Link student-centred learning approaches of active learning with the development of career-management skills in the faculties and on the central level
- Support the investigation of student drop-out, the actual costs of non-completion, and the cost-benefit ratio of providing lifelong guidance prior to course entry and during course participation.

Resources for policy-makers

- CEDEFOP (2011) *Guidance Supporting Europe's Aspiring Entrepreneurs*
<http://www.cedefop.europa.eu/EN/publications/18285.aspx>
- ELGPN (2012) *Lifelong Guidance Policy Development: A European Resource Kit*. ELGPN Tool No. 1, Chapters 4 to 7 cover the application of the Resource Kit to policies for lifelong guidance in higher education
Available in Bulgarian, Croatian, Czech, Dutch, English, Estonian, Finnish, French, German,

Greek, Hungarian, Italian, Latvian, Lithuanian, Polish, Portuguese, Serbian, and Slovenian

- ELGPN (2015) ELGPN Tool No. 4: *Designing and Implementing Policies Related to Career Management Skills (CMS)*
- ELGPN (2015) ELGPN Tool No. 5: *Strengthening the Quality Assurance and Evidence-base of Lifelong Guidance*
- European Parliament Resolution (September 2015) *Promoting youth entrepreneurship through education and training*
- Hughes, Deirdre and Borbély-Pecze, Tibor Bors (2012) *Youth Unemployment: A Crisis in Our Midst - The Role of Lifelong Guidance Policies in Addressing Labour Market Supply and Demand*, ELGPN Concept Note No. 2
Available in Croatian, Dutch, English, Greek, Latvian, and Portuguese
- Borbély-Pecze, Tibor Bors and Hutchinson, Jo (2013) *The Youth Guarantee and Lifelong Guidance*, ELGPN Concept Note No. 4
Available in Croatian English, German, Latvian, and Portuguese
- ENQA (2009) *Standards and Guidelines for Quality Assurance in the European Higher Education Area*, (Sections 1.5-1.7)
http://www.enqa.eu/wp-content/uploads/2013/06/ESG_3edition-2.pdf

Guideline 13: Lifelong Guidance for Adult Learners

Definition

Adult learning is a vital component of the lifelong-learning continuum, comprising general and vocational education and training (CVET), undertaken by adults after leaving initial education. It covers:

- formal, non-formal and informal learning for improving basic skills, obtaining new qualifications, or up-skilling or re-skilling for employment
- participation in social, cultural, artistic and societal learning for personal development and fulfilment.

Lifelong guidance in adult learning refers to a range of activities and products that enable adults to participate and engage with learning and, where appropriate, to progress to qualifications and further learning and work transitions. It includes processes for the identification and validation of non-formal and informal learning. Guidance may be delivered in collective settings such as the classroom and on an individual basis such as career counselling, and using web-based and telephone supports. Those involved in its delivery may have specialist career guidance training or other relevant training. Experience-based careers learning such as subject and work tasting/experience are very relevant programme responses in addressing adults' needs.

Why it is important

- Lifelong guidance provision is an integral part of lifelong learning policies. It has a key role to play in stimulating demand for adult learning, and in providing information and counselling, complemented by effective outreach strategies, aimed at raising awareness and motivation among potential learners, including awareness of the existence of Open Education Resources.
- The worlds of learning and work and pathways between them have changed significantly since the time/date when many adults completed basic education. Many jobs have become

obsolete, and new ones have emerged; some economic sectors have declined, others have grown, others again have just emerged. New pathways through all stages and types of learning have opened up. This can be bewildering for adults. Specialist guidance support is necessary for many to find their way in a new learning and work world.

- Adult learners are not a homogenous group. Some have had successful experiences of formal school learning; others have a lot of informal and non-formal learning experiences which need to be acknowledged/ recognised; many have had negative experiences. Guidance support for the latter group is essential to enable their participation, retention, engagement, achievement and progression through learning, and to overcome barriers to learning.⁴⁴
- Adult learners in general have accumulated multiple roles and responsibilities: this adds to the complexities of the learning and work choices they have to make. Their family, economic and social circumstances can be enablers or barriers to their progression. Specialist guidance support is sometimes necessary for them to arrive at an understanding of the consequences of this complexity and to enable them to find meaningful solutions to learning and work choice dilemmas.
- Participation in learning may be a significant financial and other resource investment for an adult. Making a wise choice with guidance support can reduce the risk of financial and other loss.
- By supporting the development of adult learning, career guidance makes an important contribution to social inclusion, active citizenship and personal development.
- In the interests of economic competitiveness of the EU workforce, the low rates of participation

⁴⁴ Council (Education) Conclusions (2008) on adult learning (Official Journal C 140 of 6.6.2008).

of adults in lifelong learning must be increased to an average of at least 15% by 2020.⁴⁵ Lifelong guidance has a key role to play in achieving that target. Adults are often not informed of the qualification or recognition opportunities and learning pathways that they may access, including Open Education Resources.

What is good practice

Policies and systems that:

- Support an integrated information and guidance service involving multi-channel delivery (web, telephone, face-to-face)
- Provide adult learners with the opportunity of personalised, individual guidance
- Support the provision of career guidance in adult learning settings, particularly prior to learning engagement, during course participation, and at progression points to further learning and/or work
- Enabling citizens to benefit from support in obtaining validation and recognition of their formal, non-formal and informal learning
- Promote subject and work tasting as means of experience-based career learning
- Are sensitive and responsive to learner diversity and gender
- Make a specific focus on disadvantaged groups, early school-leavers, young people not in education, employment or training (NEETs), long-term unemployed, and adults with low qualifications,⁴⁶ in order to improve their ability to manage transitions and adapt to changes in the labour market and society
- Support the social marketing of learning (including Open Education Resources) and lifelong guidance, and of the validation of non-formal and informal learning
- Support the development of career management skills in adult education programmes,

in order to help citizens to cope with diverse challenges throughout their lives as well as to manage their career and transitions in a life-long perspective⁴⁷

- Promote entrepreneurship as a positive career option for adults
- Support the training and professionalisation of all staff who deliver career guidance in different roles in adult learning settings
- Ensure that career guidance is an integral part of adult learning programmes in publicly funded education and training institutions
- Support co-operation with enterprises, employer associations, public employment services, and community organisations to facilitate access to adult learning, including to lifelong guidance, for example through the use of learning vouchers.

Resources for policy-makers

- CEDEFOP (2011) *Guidance Supporting Europe's Aspiring Entrepreneurs*
<http://www.cedefop.europa.eu/EN/publications/18285.aspx>
- ELGPN (2012) *Lifelong Guidance Policy Development: A European Resource Kit*. ELGPN Tool No. 1, Chapters 4 to 7 cover the application of the Resource Kit to policies for lifelong guidance in adult education.
Available in Bulgarian, Croatian, Czech, Dutch, English, Estonian, Finnish, French, German, Greek, Hungarian, Italian, Latvian, Lithuanian, Polish, Portuguese, Serbian, and Slovenian
- ELGPN (2015) ELGPN Tool No. 4: *Designing and Implementing Policies Related to Career Management Skills (CMS)*
- European Parliament Resolution (September 2015) *Promoting youth entrepreneurship through education and training*

⁴⁵ Europe 2020 Strategy.

⁴⁶ Council Resolution setting out a renewed European agenda for adult learning (2011).

⁴⁷ "Career management skills 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". ELGPN: *Lifelong Guidance Policies: Work in Progress 2008-10*, p.23.



Guidelines for Lifelong Guidance Policies and Systems for the Employment and Third Age Sectors

This section consists of three Guidelines covering policies for the provision of lifelong guidance to adults in the workforce and for the Third Age sector.

Guideline 14: Lifelong Guidance for the Employed

Definition

Lifelong guidance for the employed covers a range of learning activities and products that enable them to take stock of their present work situation (role, conditions, content), the competences they have acquired from work and life-wide learning and their validation, and to plan further learning and work transitions and life-wide transitions such as retirement.

Lifelong guidance activities for the employed can take place within enterprises as part of a human resources development strategy, or as a trade-union activity, but are more likely to be delivered through a national careers service, through the public employment service, through specialist careers services or through private providers.⁴⁸ Other forms of lifelong

guidance for the employed are provided by outplacement agencies, coaching consultancies, and adult learning centres (see Guideline 12 on adult learners). The internet is the first contact point for many employed adults seeking to explore new learning and work opportunities for themselves. It is a rich source for social networking dedicated to career development as well as for careers information and advice. Workplace training, mentoring and appraisal are also occasions for informal career information and advice.

Why it is important

- Lifelong guidance provision has strong added value for the employed, for employers and for policy-makers.⁴⁹ It helps employees to maintain their employability as well as to gain a better qualification through relevant training courses and through the validation of their learning experience. It enables employers to have better skilled and competent staff. It assists the progression and development of employees both at work and at a personal level. At work, it supports individual and enterprise decision-making on training and up-skilling

⁴⁸ CEDEFOP (2008). *Career Development at Work: a Review of Career Guidance to Support People in Employment*. Luxembourg: Office for Official Publications of the European Communities.

⁴⁹ European Social Partners (2002). *Framework of Actions for the Lifelong Development of Competences and Qualifications*.

pathways in order to adapt to changes in technology and the business environment, and to move and to manage the transitions from one job to another.

- For employers, lifelong guidance is a major tool for human resource development, for maintaining a high level of productivity in the workforce, for attracting, motivating and retaining good-quality employees, and for matching the skills level of the staff with forecasted competence needs.
- For both employers and employees, lifelong guidance has a key role to play in flexicurity strategies.⁵⁰ It supports the redeployment of human resources to meet new business challenges, and helps persons rendered unemployed/redundant to both re-assess their competency profile and take advantage of learning opportunities to up-skill and improve their employability.
- For policy-makers, lifelong guidance for the employed assists the competitiveness of the economy at large, through supporting the development of an efficient and competent workforce, a knowledge economy and an inclusive society. It supports workforce adaptability and sustainability, and workforce re-integration goals⁵¹.
- Lifelong guidance services can help create awareness and usage of EU worker mobility tools such as EURES in the European Area of Skills and Qualifications, and of the existence and usage of Open Education Resources for workforce development.

What is good practice

Policies and systems that:

- Seek ways to widen the role of public employment services in providing lifelong guidance to employed adults
- Ensure access for the employed to guidance for the validation of their non-formal/informal learning i.e. provide the employed with information and support for the analysis of their workplace and life-wide learning, accompany them through the accreditation process, and advise them on further training pathways inside and outside the enterprise
- Support partnership collaboration (trade unions, professional bodies, employers' organisations, educational institutions, public and private employment services, and community-based organisations) for the provision of guidance services for the employed
- Market the benefits of lifelong guidance to both employers and employees and make the employers and employees aware of careers services that currently exist
- Stimulate guidance support in enterprises, particularly in small and medium enterprises (SME), by introducing incentives: for example, making lifelong guidance an allowable expenditure under training levy schemes; or introducing schemes that give public recognition to enterprises that provide exemplary programmes
- Ensure that workforce/human resource development policies stress the importance of lifelong guidance, and that human resource staff have the professional training to undertake this activity
- Promote the development of career management skills for the employed
- Promote entrepreneurship as a positive career option
- Ensure that lifelong guidance for employees features on the negotiating table in the collective bargaining of the social partners at national

⁵⁰ Sultana, R.G. (2012). *Flexicurity: Implications for Lifelong Career Guidance*. Jyvaskyla: ELGPN, 2012. Flexicurity refers to a social arrangement between employers, employees and government that favours loose employment protection combined with generous unemployment benefits and active labour market policies, giving flexibility for employers and security for employees.

⁵¹ *Communiqué* from the Third International Symposium on Career Development and Public Policy, Sydney, Australia, 2006.

and sector levels

- Recognise the role of private sector markets for lifelong guidance for the employed
- Extend services that are already available in the adult and continuing education sectors to employed adults
- Encourage the development of national multi-channel approach (telephone, web, face to face) for guidance for the employed for information and advice on further learning and work opportunities, including Open Education Resources
- Ensure that the European Area of Skills and Qualifications and the international dimension of the labour market is presented to job-seekers and workers seeking career change, including (in Europe) through the use of EURES (the European PES Network) and other EU mobility tools for learners and workers.

Resources for policy-makers

- CEDEFOP (2008) *Career Development at Work: A Review of Career Guidance to Support People in Employment*
<http://www.cedefop.europa.eu/EN/publications/12936.aspx>
 Available in English and German
- CEDEFOP (2014) *Navigating Difficult Waters: Learning for Career and Labour Market Transitions*
http://www.cedefop.europa.eu/EN/Files/5542_en.pdf
- CEDEFOP (2014) *Use of Validation by Enterprises for Human Resources and Career Development Purposes*

<http://www.cedefop.europa.eu/EN/publications/23963.aspx>

- ELGPN (2012) *Lifelong Guidance Policy Development: A European Resource Kit*. ELGPN Tool No. 1, Chapters 4 to 7 cover the application of the Resource Kit to policies for lifelong guidance in the employment sector
 Available in Bulgarian, Croatian, Czech, Dutch, English, Estonian, Finnish, French, German, Greek, Hungarian, Italian, Latvian, Lithuanian, Polish, Portuguese, Serbian, and Slovenian
- Sultana, Ronald G (2012) *Flexicurity: Implications for Lifelong Career Guidance*, ELGPN Concept Note No. 1
 Available in Croatian, Dutch, English, German, Greek, Latvian, and Portuguese
- ELGPN (2015) ELGPN Tool No. 4: *Designing and Implementing Policies Related to Career Management Skills (CMS)*
- ELGPN (2015) ELGPN Tool No. 5: *Strengthening the Quality Assurance and Evidence-base of Lifelong Guidance*
- European Commission (2014) *European Reference Competence Profile for PES and EURES counsellors*, Brussels: DG Employment, Social Affairs, and Inclusion
- European Commission (2011) *European Public Employment Services and Lifelong Guidance*, PES to PES Dialogue Analytical Paper, Brussels: DG Employment, Social Affairs and Inclusion

Guideline 15: Lifelong Guidance for Unemployed Adults

Definition

Guidance for unemployed adults refers to a wide range of career guidance activities and products that help unemployed job-seekers to improve their employability skills and reintegrate in the labour market⁵². These activities include: assessment, profiling or screening, assistance in managing job changes, coaching in career management and social skills, job-brokering and advocacy, job-search assistance activities, counselling, job club programmes, provision of labour market information, and, if relevant, use of psychometric tests. Employment counselling, a basic service delivered by PES counsellors is aimed at the sustainable activation and labour market integration (assessment, profiling, etc.) of the unemployed. Specialist career guidance may be provided by PES– for those who are seeking a more comprehensive solution e.g. a low-skilled unemployed young person or adult who wishes to pursue a VET programme. Career guidance is recognised as one of the most effective interventions of active labour market policies. Unemployed adults are not a homogenous group but comprise groups with quite different characteristics and needs (for example, older workers, persons suddenly made redundant, women returning to work after child-rearing, ethnic minorities, people with disabilities, students seeking a first job, early school-leavers without qualification, long-term unemployed, migrants) that require special short-term or long-term support and measures.

Guidance services for unemployed people are mainly delivered by public employment services (PES), with private agencies and community organisations having targeted and outreach roles.

The development of e-guidance services (telephone, email, web chat, SMS) and self-service approaches allow the emergence of a tiered service approach in

response to the varying intensity of needs of different individuals and groups.

Why it is important

- Lifelong guidance helps unemployed adults to cope with the negative psycho-social consequences of (long-term) unemployment and encourages and empowers them to self-manage their future career and to avoid disqualification processes and loss of their employability.
- Lifelong guidance for unemployed adults assists in preventing inflows into unemployment, particularly into long-term unemployment.
- It supports the development of a skilled workforce responding to labour market needs and the promotion of lifelong learning.⁵³ It helps to reduce skills mismatches in the labour market.
- It encourages EU and regional labour mobility, and supports employability skills development, especially in the European Area of Skills and Qualifications, drawing on EU mobility tools for learners and workers and on Open Education Resources.
- It helps to reduce the time citizens spend receiving unemployment benefit and the cost of such benefits and of the social welfare budget to the taxpayer. These goals are part of national and European employment strategies.

What is good practice

Policies and systems that:

- Support flexible and sustainable solutions for people with diverse social, work and learning backgrounds, and unemployment experiences, rather than being focused on quick reintegration in the labour market at the expense of individual competence, interest and aspirations
- Are sensitive and responsive to clients' diversity and gender
- Promote a case management approach: indi-

⁵² European Integrated Guidelines for Implementing the Europe 2020 Strategy.

⁵³ European Council (2010) Guidelines for the Employment Policies of the Member States Guideline No. 8

vidual action plans for unemployed people with multiple obstacles that include co-operation with a number of other services to cope with health problems, personal, family problems, debts etc.

- Integrate lifelong guidance activities in both preventive and remedial policies for unemployed people.
- Implement guidance support in preventive measures to help persons on a pathway of unemployment such as early school-leavers without qualification, young people not in education, employment or training (NEETs), and workers in restructuring sectors of industry
- Promote lifelong guidance as a tool in active labour market strategies. Where guidance for unemployed is obligatory as part of active labour market measures, the guidance delivery and methods should be in accordance with quality standards for products and services. The long-term career development perspective of the unemployed should be recognised.
- Support customised lifelong guidance delivery to different target groups of unemployed adults, using partnership and outreach strategies
- Support close co-operation between the public employment services (PES) and education and training institutions
- Promote better links between lifelong guidance providers and employers, economic sectors and trade unions
- Invest in lifelong guidance training of PES personnel
- Promote and support entrepreneurship, self-employment, social enterprises and business start-ups through adequate information, guidance and counselling
- Encourage guidance services to use the national and EU instruments that forecast and anticipate skills needs, in order to identify emerging skills shortages in specific occupations across and within sectors and regions, and to bring these to the attention of unemployed adults
- Support a tiered approach to lifelong guidance service provision such as: (i) access to information for all through multi-channelling services, in self-service or with personal support; (ii) user needs analysis; (iii) help on a collective basis for those who need it through career management skills learning or through job-clubs; and (iv) individualised guidance to those who need more help.

Resources for policy-makers

- CEDEFOP (2008) *Career Development at Work: A Review of Career Guidance to Support People in Employment*
<http://www.cedefop.europa.eu/EN/publications/12936.aspx>
 Available in English and German
- CEDEFOP (2014) *Navigating Difficult Waters: Learning for Career and Labour Market Transitions*
http://www.cedefop.europa.eu/EN/Files/5542_en.pdf
- CEDEFOP (2014) *Use of Validation by Enterprises for Human Resources and Career Development Purposes*
<http://www.cedefop.europa.eu/EN/publications/23963.aspx>
- CEDEFOP (2013) *Return to Work: Work-based Learning and the Reintegration of Unemployed Adults into the Labour Market*
http://www.cedefop.europa.eu/EN/Files/6121_en.pdf
- CEDEFOP (2013) *Returning to Learning, Returning to Work: Helping Low Qualified Adults out of Unemployment*
http://www.cedefop.europa.eu/EN/Files/9082_en.pdf
- ELGPN (2012) *Lifelong Guidance Policy Development: A European Resource Kit*. ELGPN Tool No. 1, Chapters 4 to 7 cover the application of the Resource Kit to policies for lifelong guidance in the employment sector
 Available in Bulgarian, Croatian, Czech, Dutch, English, Estonian, Finnish, French, German,

Greek, Hungarian, Italian, Latvian, Lithuanian, Polish, Portuguese, Serbian, and Slovenian

- Hughes, Deirdre and Borbély-Pecze, Tibor Bors (2012) *Youth Unemployment: A Crisis in Our Midst - The Role of Lifelong Guidance Policies in Addressing Labour Market Supply and Demand*, ELGPN Concept Note No. 2

Available in Croatian, Dutch, English, Greek, Latvian, and Portuguese

- Borbély-Pecze, Tibor Bors and Hutchinson, Jo (2013) *The Youth Guarantee and Lifelong Guidance*, ELGPN Concept Note No. 4

Available in Croatian English, German, Latvian, and Portuguese

- ELGPN (2015) ELGPN Tool No. 4: *Designing and Implementing Policies Related to Career Management Skills (CMS)*
- ELGPN (2015) ELGPN Tool No. 5: *Strengthening the Quality Assurance and Evidence-base of Lifelong Guidance*
- European Commission (2011) *European Public Employment Services and Lifelong Guidance*, PES to PES Dialogue Analytical Paper, Brussels: DG Employment, Social Affairs and Inclusion
- European Commission (2014) *European Reference Competence Profile for PES and EURES counsellors*, Brussels: DG Employment, Social Affairs, and Inclusion

Guideline 16: Lifelong Guidance for Older Adults

Definition

“Older adults” refers to a wide category of persons: full-time older workers, part-time older workers, older unemployed, fully retired. Older adults have specific career concerns. Guidance aims at providing them with specialised information and advice to support “active ageing”.⁵⁴ Active ageing implies measures that are focused on employment, unpaid work/social participation, independent living, and capacity for active ageing (individual characteristics and environmental factors).⁵⁵

Older workers are increasingly encouraged or required (in order to address public and private pension fund deficits) to work longer, until and, in an increasing number of cases, beyond statutory retirement age. Ageing workforce development entails a life-cycle approach to the needs of older adults, including retirement.

In order to help keep their employability skills up-to-date and to prevent employment obsolescence, successful guidance activities for older adults include: career management skills development; identification of their transferable skills and validation of competences gained through non-formal and informal learning; access to information on further training and learning opportunities; and individual counselling to stimulate and strengthen their learning motivation as well as their capacity of change to a different occupation.

The life-cycle approach supports flexible transitions and pathways between full-time work and full-time retirement. Guidance including easy access to information enables the pre-retired to identify their capacities and interests to get further involved in voluntary work, and in social and leisure activities.

Why it is important

- Older workers have a higher risk of long-term unemployment. Many have undertaken a variety of life roles and responsibilities which impact on their career decision-making. Timely career guidance provision can help them make meaningful decisions in the economic and social circumstances in which they find themselves.
- Older workers are an important source of corporate knowledge and memory and of work experience. They are key to inter-generational knowledge transmission and to the guidance of younger workers.
- Active ageing policy is based on making use of the potential of older people in paid and non-paid work (e.g. care provision to family members, volunteering) and is a form of social investment (active social policies can yield high economic and social returns). Thus the provision of career guidance to older adults will help to maximise economic and social returns to this group, as it does to other groups during the life-cycle.
- Older people form a growing segment of the population, while the share of the working population is declining. By 2060 there will be only two people of working age (15-64) in the European Union for every person aged over 65 years. Thus policies need to ensure that as people grow older, they can continue to contribute to the economy and society, and help to maintain economic prosperity and social cohesion. Timely and appropriate career guidance for this age-group can support their continuing economic and social participation.
- Lifelong guidance provision for older adults supports the European Commission’s Social Investment Package for Growth and Cohesion.⁵⁶
- The Europe 2020 Strategy seeks to increase

⁵⁴ European Council (EPSCO) (2012). *Declaration on the European Year for Active Ageing and Solidarity between Generations*.

⁵⁵ EC-UNECE Policy Brief: *Introducing the Active Ageing Index*, March 2013.

⁵⁶ <http://ec.europa.eu/social/main.jsp?langId=en&catId=1044&newsId=1807&furtherNews=yes>

employment rates to 75% of the population in order to pre-empt future labour shortages arising from demographic trends. This can be better achieved if older adults have the guidance information and support to enable longer participation in the workforce.

What is good practice

Policies and systems that support:

- The consideration of older workers as a distinct category in diversity policy, with innovative approach of service delivery: for example, support through online career guidance service.
- Intergenerational knowledge transfer, including: succession planning; involving older employees in mentor and training roles; and recording of the knowledge accumulated during their career.
- The involvement of the public employment service in dedicated guidance support for older adults
- Ensuring that lifelong guidance is an integral part of adult learning programmes in publicly funded education and training institutions, including the preparation of older adults for active ageing
- Consideration of the needs of older adults in special initial and continuing training of guidance practitioners and adult VET trainers
- The development of integrated or comprehensive all-age information and guidance services at national, regional and local levels
- Incentives for employers to help older-aged workers keep their skills up-to-date and preserve their work ability through guidance support for lifelong learning
- A dedicated and integrated age-management human resource development policy focused on general training, skills development, career guidance and information, and flexible working including redeployment to develop skills and adaptability among older employees and maintain them in employment.

- Activation policies which facilitate redeployment within the enterprise or transition to other employment for older workers who lose their job following restructuring.
- The development of career management skills throughout life, including preparation for active ageing and retirement, and for social and economic participation during retirement.
- Stimulating lifelong guidance provision for older adults by outsourcing to associations that work closely with them.
- Campaigns focused on the correlation between active ageing and health, informing employers on how to accommodate an ageing workforce and how career guidance can assist in this
- Stimulating research on lifelong guidance for active ageing.

Resources for policy-makers

- CEDEFOP (2008) *Career Development at Work: A Review of Career Guidance to Support People in Employment*
<http://www.cedefop.europa.eu/EN/publications/12936.aspx>
Available in English and German
- CEDEFOP (2014) *Navigating Difficult Waters: Learning for Career and Labour Market Transitions*
http://www.cedefop.europa.eu/EN/Files/5542_en.pdf
- CEDEFOP (2014) *Use of Validation by Enterprises for Human Resources and Career Development Purposes*
<http://www.cedefop.europa.eu/EN/publications/23963.aspx>
- CEDEFOP (2013) *Return to Work: Work-based Learning and the Reintegration of Unemployed Adults into the Labour Market*
http://www.cedefop.europa.eu/EN/Files/6121_en.pdf
Available in French, German, Greek, Italian, Lithuanian, Polish, Portuguese and Spanish
- CEDEFOP (2012) *Working and Ageing: The Benefits of Investing in an Ageing Workforce*

<http://www.cedefop.europa.eu/EN/publications/20649.aspx>

- CEDEFOP (2011) *Working and Ageing: Guidance and Counsellors for Mature Learners*
<http://www.cedefop.europa.eu/EN/publications/19076.aspx>

- CEDEFOP (2015) *Increasing the Value of Age: Guidance in Employers' Age Management Strategies*, Research Paper No. 44 Luxembourg: Publications Office of the European Union
<http://www.cedefop.europa.eu/en/publications-and-resources/publications/5544>



Social Inclusion: Guidelines for Lifelong Guidance Policies and Systems for Groups at Risk

This section consists of two Guidelines covering policies for the provision of lifelong guidance to support the economic and social inclusion of groups in society.

Guideline 17: Lifelong Guidance for Young People at Risk

Definition

Guidance for young people at risk consists of a range of services, measures and activities that aim to provide career education and guidance in compulsory education (prevention), or to assist potential early school-leavers to stay in school (prevention), or assisting those who have left and who are not in education, employment or training (NEET) to re-enter learning pathways, apprenticeship, training, internship or job (remediation).

Prevention within schools entails career education and guidance, and the development of career management skills in or across the curriculum for young people at risk. Prevention and intervention both aim at early intervention, including early involvement of school or other staff and of guidance practitioners, to detect and engage with potential early school

leavers. Given that early school-leavers and NEET are not a homogeneous group facing similar social environments, lifelong guidance support starts with interviews and activities that lead students to reflect on their strengths, weaknesses and capabilities, to identify school and life-wide barriers to learning, and to encourage them to continue schooling or to undertake apprenticeship or another training pathway. Early intervention also entails engaging with their families and communities.

For those who have left school and are not in education, employment or training (NEETs), lifelong guidance (remediation) provided by career guidance services, employment services or social services, helps them to make full use of all relevant information channels, and provides them with personalised and tailored advice so that they are able to understand clearly the relationship between their personal interests, abilities and circumstances, and educational and labour market opportunities.

In addition, the follow-up of early school-leavers includes further guidance assistance to agree individual action plans and to assist them to manage their next steps.

Why it is important

- It is well-recognised and established within the EU that early and unqualified school-leavers have higher risks of unemployment and of drifting into long-term unemployment.
- The economic as well social costs of youth unemployment are significant: the equivalent of 1.2% of GDP, and annual loss of 153 billion euro across the EU⁵⁷.
- The long-term economic and social costs to both individuals and to taxpayers of early and unqualified school-leaving accumulate significantly over the life-span. Early prevention measures can significantly reduce such costs.
- Early and unqualified school-leaving impacts on the achievement of three EU 2020 Strategy headlines targets: that early school-leaving rates should be below 10%; that 75% of the age range 20-64 should be employed; and that at least 20 million people should be lifted out of poverty and social exclusion.
- Lifelong guidance is a key success factor in signposting and supporting the Youth Guarantee that “within 4 months of leaving school or losing a job, people under 25 should receive a good-quality offer of employment, further education, an apprenticeship or a traineeship”⁵⁸. “Good-quality offer” means in particular: offering personalised guidance and developing an individualised action plan which result in an offer suitable to the individual (employment, continued education, an apprenticeship or a traineeship).

What is good practice

Policies and systems that:

- Ensure that lifelong guidance is part of schools’ strategies to detect and assist potential early and/or unqualified school-leavers to help them

to find meaning in staying at school or to have well-planned exit strategies that will enable them to re-engage in learning, and successfully complete their basic or secondary education and training

- Promote career management skills acquisition in the curriculum at school, including through experience-based learning for those at risk.
- Support a comprehensive strategy for young people at risk, including schemes for the Youth Guarantee and early intervention by school and other personnel including guidance practitioners
- Ensure that lifelong guidance is part of community-based services in easy accessible guidance points or one-stop shops that are targeted at early school-leavers, designed so that users can identify with the staff that work with them and can feel at home with them
- Develop the capacity of communities where high levels of early school-leaving occur to assist potential young school-leavers to stay in school or, having left school, to help them to re-engage with learning or employment
- Make use of community outreach measures (delivered where young people congregate) and work through significant adults that are in daily contact with these young people to provide lifelong guidance to at-risk young people
- Ensure that every early school-leaver has an individual action plan for further learning, work and other life goals
- Ensure that schools undertake a follow-up of early school-leavers, providing lifelong guidance assistance where required and where possible, for up to two years after the pupil has left school
- Develop early-intervention strategies working with and through families, meeting them in their homes, and organising assistance such as homework clubs
- Provide specialised training for all staff working with young people at risk

⁵⁷ Eurofound (2012). *NEETs – Young People Not in Employment, Education or Training: Characteristics, Costs and Policy Responses in Europe*. Luxembourg: Publications Office of the European Union.

⁵⁸ http://europa.eu/rapid/press-release_MEMO-15-4102_en.htm

- Ensure that lifelong guidance is an integral part of second-chance training programmes for young people at risk
- Given that the starting-point for delivering the Youth Guarantee to a young person should be registration with the Public Employment Service, employment services should be able: to provide NEETs with personalised guidance and individual action planning, including tailor-made individual support schemes at an early stage, based on the principle of mutual obligation; to provide continued follow-up with a view to preventing a flow into long-term unemployment; and to ensure progression towards education and training or employment
- Promote a case management approach: individual action plans for young people with multiple obstacles that include co-operation with a number of other services to cope with health problems, personal, family problems, crime etc.
- Are sensitive and responsive to clients' diversity and gender
- Involve the social partners at all levels in designing and implementing policies targeted at young people, including information on labour market opportunities and apprenticeships
- Strengthen partnerships between employers, schools and guidance services in order to boost employment, apprenticeship and traineeship opportunities for young people
- Encourage schools, vocational training centres and employment services to promote and provide continued guidance on entrepreneurship and self-employment for young people
- Improve the initial and continuing training of schools principals, teachers and guidance practitioners so that they are able to work in cross-disciplinary teams to detect potential early school-leaving and provide timely assistance
- Promote collaboration, co-ordination and referral between all organisations and services providing guidance services in schools including school staff involved in lifelong guidance, PES, and community-based staff such as youth workers, social workers and community workers, in order to maximise the impact of support for young people at risk and provide them with credible and coherent assistance
- Strengthen co-operation between employment services, lifelong guidance providers, education and training institutions, and youth support services
- Use the Cohesion Policy funding instruments in 2014-20 to support the establishment of lifelong guidance services within the framework of Youth Guarantee schemes.

Resources for policy-makers

- Oomen, Annemarie and Plant, Peter (2014) *Early School Leaving and Lifelong Guidance*, ELGPN Concept Note No. 6
Available in English and Portuguese
- Hughes, Deirdre and Borbély-Pecze, Tibor Bors (2012) *Youth Unemployment: A Crisis in Our Midst - The Role of Lifelong Guidance Policies in Addressing Labour Market Supply and Demand*, ELGPN Concept Note No. 2
Available in Croatian, Dutch, English, Greek, Latvian, and Portuguese
- Borbély-Pecze, Tibor Bors and Hutchinson, Jo (2013) *The Youth Guarantee and Lifelong Guidance*, ELGPN Concept Note No. 4
Available in Croatian English, German, Latvian, and Portuguese
- ELGPN (2015) ELGPN Tool No. 4: *Designing and Implementing Policies Related to Career Management Skills (CMS)*

Guideline 18: Lifelong Guidance for Disadvantaged Groups

Definition

This Guideline concerns targeted lifelong guidance services and products designed to assist the most marginalised and disadvantaged groups in society to find their place in society through learning and work and other societal participation. Such groups include special needs, disabled, immigrants, refugees, the children of immigrants and refugees, and others whose personal, economic, social, cultural, and linguistic circumstances act as barriers to their integration in learning and work opportunities and to active citizenship. Lifelong guidance may take the form of:

- Guidance by social workers, rehabilitation counsellors and case management to tackle complex problems (personal, health, social context)
- Career guidance, employment guidance
- Outreach strategies to bring people back to the system including information and guidance at places where the people are or can be reached, for example cultural centres for ethnic communities

The lifelong guidance activities and products may be part of outreach and/or of specialised education and training programmes and part of transition support to learning and work.

Why it is important

- Groups and communities in society differ in their capacities to source information about learning and work opportunities, to interpret such information, to make meaningful decisions, and to implement those decisions successfully. Without external and additional support, their pathways through learning and work, already difficult, become extremely difficult. Lifelong guidance can support and develop their capacity to respond.

- All citizens have the possibility of contributing to the social and economic well-being of society. Marginalisation and exclusion have social and economic costs such as health and justice. Timely and preventive interventions with specialised career guidance support the public good and can lessen the long-term costs for society as a whole.
- Career guidance can help people at risk of exclusion or who are excluded by bringing them to institutions which can support them, to recreate their motivation, to offer guidance and advice, to prepare together with them an individualised action plan showing concrete steps including training and education if needed.
- Lifelong guidance can provide disadvantaged groups and communities with hope and a positive vision for the future. Many such groups tend to be unaware of and/or reluctant to use services and products that are administered in formal institutional contexts. Ways to reach out to them have to be devised to facilitate a better response rate.

What is good practice

Policies and systems that:

- Are sensitive and responsive to clients' diversity and gender
- Prioritise the role of lifelong guidance as an instrument of social equity and social inclusion
- Favour a diversity of outreach and other approaches (e.g. mentors, tutors, families, special communities and networks of these groups, for instance of migrants or of institutions/associations for the disabled) to help disadvantaged groups to overcome their difficulties or reluctance to approach formal services for assistance
- Involve these groups and their representatives in the design, planning, implementation, and monitoring of lifelong guidance services and products for them according to their specific strengths and their specific needs

- Build the capacity of those groups by training some of their leaders to be lifelong guidance facilitators
- Support working through agencies and organisations that are experienced in working with specific disadvantaged groups, and building their career guidance capacity
- Ensure lifelong guidance practitioners have the training to enable them to work effectively with these groups, including inter-cultural training and culturally sensitive guidance and counselling
- Support the collection and analysis of usage, satisfaction and outcome data of lifelong guidance services and products for disadvantaged groups.

Resources for policy-makers

- CEDEFOP (2014) *Valuing Diversity: Guidance for the Labour Market Integration of Migrants*, Working Paper No. 24, Luxembourg: Publications Office of the European Union
<http://www.cedefop.europa.eu/en/publications-and-resources/publications/6124>
- CEDEFOP (2013) *Guidance for Immigrants: The Labour Market Potential of Diversity*, Presentations and papers from a peer learning event.
<http://www.cedefop.europa.eu/EN/events/22313.aspx>
- CEDEFOP (2013) *Empowering Vulnerable Adults to Tackle Labour Market Challenges*
<http://www.cedefop.europa.eu/EN/publications/21318.aspx>
- Hughes, Deirdre and Borbély-Pecze, Tibor Bors (2012) *Youth Unemployment: A Crisis in Our Midst - The Role of Lifelong Guidance Policies in Addressing Labour Market Supply and Demand*, ELGPN Concept Note No. 2
Available in Croatian, Dutch, English, Greek, Latvian, and Portuguese
- Borbély-Pecze, Tibor Bors and Hutchinson, Jo (2013) *The Youth Guarantee and Lifelong Guidance*, ELGPN Concept Note No. 4
Available in Croatian, English, German, Latvian, and Portuguese
- Oomen, Annemarie and Plant, Peter (2014) *Early School Leaving and Lifelong Guidance* ELGPN Concept Note No. 6
Available in English and Portuguese
- ELGPN (2015) ELGPN Tool No. 4: *Designing and Implementing Policies Related to Career Management Skills (CMS)*
- ELGPN (2015) ELGPN Tool No. 5: *Strengthening the Quality Assurance and Evidence-base of Lifelong Guidance*
- Launikari, M. and Puukari, S (Editors) (2005) *Multicultural Guidance and Counselling – Theoretical Foundations and Best Practices in Europe*.
<http://ktl.jyu.fi/img/portal/5258/BookMulticulturalGuidance.pdf>

ANNEX 1: ELGPN Tools that Support the Implementation of the Guidelines

ELGPN Tools No. 1. *Lifelong Guidance Policy Development: A European Resource Kit*: provides approaches to policy solutions for the four key themes identified in the 2008 EU Council Resolution on lifelong guidance:

- 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.

ELGPN Tools No. 2. *Lifelong Guidance Policy Development – Glossary*: provides a common set of definitions for lifelong guidance (LLG) policy development and related guidance terminology that have been agreed by members of the ELGPN to support the use and translation of all other ELGPN tools and materials.

ELGPN Tools No. 3: *The Evidence Base on Lifelong Guidance: A Guide to Key Findings for Effective Policy and Practice* by Tristram Hooley: synthesises the existing international research findings on the impact of lifelong guidance, including its educational outcomes, economic and employment outcomes, and social outcomes.

ELGPN Tools No. 4: *Designing and Implementing Policies Related to Career Management Skills (CMS)*: provides approaches to solutions for the development and implementation of policies for Career Management Skills.

ELGPN Tools No. 5: *Strengthening the Quality Assurance and Evidence-base of Lifelong Guidance*: provides materials for stakeholder discussion and action for

the continuous improvement of lifelong guidance policies and practices, focusing on strengthening quality assurance and evidence-based policy systems development.

In addition the ELGPN has produced Concept Notes and a Research Paper which explore and debate current policy issues from a lifelong guidance policy development perspective:

ELGPN Concept Note No. 1 - *Flexicurity: Implications for Lifelong Career Guidance* by Ronald G. Sultana

ELGPN Concept Note No. 2 - *Youth Unemployment: A Crisis in Our Midst - The Role of Lifelong Guidance Policies in Addressing Labour Market Supply and Demand* by Deirdre Hughes and Tibor Bors Borbély-Pecze

ELGPN Concept Note No. 3 - *Career Management Skills: Factors in Implementing Policy Successfully* by Dorianne Gravina and Miha Lovšin

ELGPN Concept Note No. 4 - *The Youth Guarantee and Lifelong Guidance* by Tibor Bors Borbély-Pecze and Jo Hutchinson

ELGPN Concept Note No. 5 - *Work-based Learning and Lifelong Guidance Policies* by Tibor Bors Borbély-Pecze and Jo Hutchinson

ELGPN Concept Note No. 6 - *Early School Leaving and Lifelong Guidance* by Annemarie Oomen and Peter Plant

ELGPN Concept Note No. 7 - *Career Guidance in Initial and Continuous Teacher Training*

NVL/ELGPN Concept Note: *A Nordic Perspective on Career Competences and Guidance* by Rie Thomsen

ELGPN Research Paper No. 1 - *An Analysis of the Career Development Items in PISA 2012 and of their Relationship to the Characteristics of Countries, Schools, Students and Families* by Richard Sweet, Kari Nissinen and Raimo Vuorinen



EUROPEAN LIFELONG GUIDANCE POLICY NETWORK (ELGPN) aims to assist the European Union Member States (and the neighbouring countries eligible for the Erasmus+ 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 has supported its activities under the Lifelong Learning Programme and the Erasmus+ Programme.

THE AIM OF THESE GUIDELINES is to provide advice and reference points for lifelong guidance policies and systems across the education, training, employment and social fields in order to improve the career learning experience of EU citizens and strengthen the professionalism of career services and tools. The Guidelines also aim to demonstrate how coherent guidance policies and systems contribute to achieving education, employment, youth and social policy goals. The Guidelines can be used by policy-makers and developers, social partners, civil society, career guidance services and professional leaders, guidance practitioners, and trainers of guidance practitioners. This tool synthesises the policy development work undertaken by the members of ELGPN in 2007–15.

The ELGPN represents a major development in support of national lifelong guidance policy development in Europe. It currently has 30 member countries (AT, BE, BG, CY, CZ, DE, DK, EE, EL, ES, FI, FR, HR, HU, IE, IS, IT, LV, LT, LU, MT, NL, NO, PL, PT, RO, RS, SE, SI, and SK), with CH as an observer. 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).