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European Commission

Lifelong guidance policy and practice in the EU: trends, challenges and opportunities

Final report

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Lifelong guidance policy and practice in the EU: trends, challenges and opportunities

Final report

European Commission
Directorate-General for Employment Social Affairs and Inclusion
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GLOSSARY

AI	Artificial intelligence
CEIAG	Careers education, information, advice and guidance
CMS	Career management skills
CPD	Continuous professional development
EC	European Commission
ELGPN	European Lifelong Guidance Policy Network
ERYICA	European Youth Information and Counselling Agency
ESF	European Social Fund
EU	European Union
HR	Human resources
IAEVG	International Association for Educational and Vocational Guidance
IAG	information, advice and guidance
ICCDPP	International Centre for Career Development and Public Policy
ICT	Information and communication technologies
ILO	International Labour Organization
LLG	Lifelong guidance
LMI	Labour market information
NGO	non-governmental organisations
PES	Public employment service
PrES	Private employment services
STEM	Science, Technology, Engineering and Mathematics
VET	Vocational Education and Training
WBL	Work-based learning

COUNTRY CODES

AT	Austria	IE	Ireland
BE	Belgium	IT	Italy
BG	Bulgaria	LT	Lithuania
CY	Cyprus	LU	Luxembourg
CZ	Czech Republic/Czechia	LV	Latvia
DE	Germany	MT	Malta
DK	Denmark	NL	Netherlands
EE	Estonia	PL	Poland
ES	Spain	PT	Portugal
FI	Finland	RO	Romania
FR	France	SI	Slovenia
GR	Greece	SK	Slovakia
HR	Croatia	SE	Sweden
HU	Hungary	UK	United Kingdom

EXECUTIVE SUMMARY

A consortium led by the University of Warwick's Institute for Employment Research, in partnership with University of Jyväskylä's Finnish Institute for Educational Research and with support from EY, was commissioned by European Commission DG Employment, Social Affairs and Inclusion to undertake a study on lifelong guidance (LLG) policy and practice in the EU focusing on trends, challenges and opportunities.

The study was launched at a time when LLG policies and practices are viewed as crucial parts of current policy initiatives around validation of learning and the Pillar of Social Rights (features 1 and 4). The aim was to:

- Look at how these policies and practices could be promoted by the Commission providing an evidence base for priority-setting;
- Improve organisational knowledge and support dialogue with stakeholders on LLG and, more widely, skills strategies; and
- Identify potential, relevant EU interventions in the area of LLG.

The study has a forward-looking aspect and provides proposals and directions for the new Commission after 2020.

Approach to the study

A mixed methods study was undertaken to gather, analyse and synthesise evidence on LLG policy and practices in the EU. A literature review was undertaken alongside 30 in-depth interviews with experts in the field from across the EU. To extend the evidence base, two one-day expert workshops were held to explore current practice and review findings, respectively. Altogether 72 experts from across the EU contributed to this study. Whilst some individuals contributing to the study represented EU level organisations, individuals from 23 EU member states also contributed.

Setting the context

Terms like work and career have undergone significant changes in meaning, reflecting social, technological and economic changes that make the contemporary labour market more dynamic and complex (e.g. Cedefop, 2014, 2016a). Career pathways have become more diverse with individuals experiencing several transitions over the life-course. LLG and career guidance define processes and activities that support individuals to make decisions or informed choices about their education, training and work pathways. Career guidance often takes place at transition points for an individual and can be regarded as reactive. LLG, however, takes a more proactive, lifelong perspective towards career. It is a process that individuals can engage with throughout their lives and encompasses the development of strategies, competences and skills to manage transitions (Cedefop, 2005, 2011; Council of the European Union, 2004, 2008; OECD 2004a, 2004b). A key feature of the process is to ensure that every individual achieves their potential, so a strong social justice element is implicit.

LLG systems in the EU

EU member states have aspirations to develop more comprehensive LLG systems, but are often hampered by divisions between contexts and uncertainties for how to deal with issues of professionalisation and the relationship with more informal guidance support in education, training and employment. Also, institutional path dependence means some

institutions which also provide guidance may feel constrained by past decisions, their structures and cultures to act in ways which may be difficult to align fully with the practices of other players.

Based on analysis of the evidence from the literature, interviews and workshop discussions, 11 key features of LLG systems have been identified. The features were identified through an inductive analysis of the evidence of theory, policy and practice from the last 10 years or so and used to create an analytical framework. This framework enabled each feature to be explored to develop an understanding of how it is implemented or operationalised within different national contexts across the EU.

Eleven key features of LLG systems in the EU provided the framework for this study. These included:

1. **Lifelong guidance legislation** – the legislation and organisational rules that control provision of services, qualifications and national accountability of services;
2. **Strategic leadership** – the EU and national policy and systems that guide the development, management and delivery of LLG systems and services;
3. **Scope of provision in different guidance contexts** – where guidance provision is situated and how it is organised within and across different guidance contexts;
4. **Lifelong guidance and lifelong learning strategies and policies** – the existence, inter-connectedness and/or relationship between the policies to define what role LLG plays in lifelong learning;
5. **Coordination and cooperation** – the actors involved in the organisation and delivery of LLG systems and how they are coordinated;
6. **Delivery of guidance** – the types of models in place that define how services are provided;
7. **Labour market information** – the labour market data that are collected and dissemination within a LLG system;
8. **ICT strategy** – the approach to how ICT will be developed and integrated in to LLG systems;
9. **ICT operationalisation** – how technology is used and for what purposes in a LLG system;
10. **Professionalisation** – the qualifications, knowledge, skills and ethical standards required by those delivering LLG services;
11. **Evidence of impact of lifelong guidance** – the methods by which services and the outcomes are measured and evidenced to inform the development of LLG systems.

This framework provided a structured evidence base to improve understanding of how LLG is variously organised, coordinated, funded, delivered and structured across the EU member states. Each feature can be implemented differently within LLG systems, so no one model of LLG was identified, which is likely due to different political, social, economic and cultural contexts across the member states. It should be noted that across and within countries there may be differences at sectoral and/or regional level in how LLG is organised and delivered. The features of a LLG system enable a dialogue between stakeholders around how and in what ways LLG can evolve based on activity in other EU member states.

Changes to the ecosystem of lifelong guidance

The trend towards a more integrated lifelong service includes an emphasis on user centrality, increased tailoring of provision to user preferences, and greater networking possibilities provided by digital technologies. The increase in networking possibilities

could enable greater cooperation between organisations in: service provision; cooperation between organisations in producing and exchanging information; cooperation between organisations, professionals and beneficiaries (peers) in accessing and producing a flexible ecosystem for career learning and career development support.

New and innovative guidance practice and tools are emerging in response to labour market changes and new modes of delivery, the implementation of new technologies, policy and funding changes, coordination of services and access to new labour market information. Evidence suggests that, in some countries and contexts, services are becoming more coherent and coordinated than in the past, which is defined as a system that intersects across the range of institutions delivering guidance-related support. Within a coherent system, services are delivered through a range of education and training institutions, public and private employment services, and specialist providers and social partners. In an ideal situation, these could be characterised by high levels of cooperation and/or coordination; the aim of which is to provide a seamless service delivery across an individual's life-course. This means that a range of actors involved in the delivery of LLG services and their responsibilities may have expanded and/or changed.

It is also clear that some actors are directly involved with the provision of LLG (e.g. public employment services (PES), private employment services (PrES), public and private sector organisations) whilst others are involved at a distance (e.g. organisations that influence and/or deliver policy, research organisations, professional associations). The range of actors involved in the features of a LLG system have been identified and described. However, two new key actors within the LLG ecosystem have been identified: health and well-being professionals; and data providers. Overall, it is suggested that as guidance and learning take place in more diverse settings with ICT becoming more embedded, a single practitioner, professional group or organisation will no longer be able to respond to the increasing need for support among more diverse user groups. This implies the need to create multi-professional and cross-sectoral networks. LLG is an example of an area where there should be shared policy and administrative responsibility among several ministries at national and regional levels. Key features in a well-functioning service network are collaborative creation of knowledge, inclusive collaboration and emergent development of leadership and management in networks.

Conclusions

- At the EU level, LLG is a shared policy responsibility across the education, training, youth, employment and social affairs policy fields. At national level, a significant number of member states were found to have LLG embedded in education or employment legislation with a number setting out citizen's entitlement to guidance within services. Only a few member states were found to have specific LLG legislation.

- At national and regional levels strong strategic leadership in LLG policy development with stakeholder involvement was found to help overcome policy fragmentation.

- Citizen entitlements to LLG were found to be used as policy levers in order to facilitate continuity of services across contexts over the life-span.

- At the national level, it was evident that where LLG policies did not have statutory underpinning, it was generally more difficult for them to be connected to other national strategies.
- Evidence suggests that there is potential to develop processes that foster national mutual learning and networking systems, as exemplified in the PES network.
- In many member states, the delivery of guidance services was often found to be fragmented, with services only established for specific cohorts or targeted groups. The fragmentation of the sector is seen as a major structural deterrent to any coherent policy recommendation. It is important to note that examples were found where countries have holistic and seamless delivery models where there is strong collaboration and coordination between the different guidance service providers. E-guidance is helping some member states transform the delivery of their services and creating more seamless delivery.
- In countries where LLG services are publicly funded, they are consequently vulnerable to political changes and the vagaries of funding mechanisms. Emerging models of delivery with mixed funding mechanisms (using, for example, vouchers or personal credits), involving combinations of, for example, social enterprises, the third sector, the private sector, sometimes with individuals also making a financial contribution were found.
- There is significant evidence that illuminates innovative practice relating to the empowerment of citizens to develop their career adaptability and CMS. These are seen as key to enabling citizens to manage an ever-changing labour market, but they are not widely implemented in practice and seldom acknowledged in frameworks, programmes and learning outcomes.
- Increasingly, labour market information is being embedded in guidance systems across different national contexts, using innovative technologies, to support those advising and guiding citizens within LLG ecosystems.
- Whilst lots of innovative practice using ICT was found in member states with more developed guidance systems, there was little evidence of member states providing long-term investment in technical infrastructures and workforce development.
- Across the EU professional associations were found to have important roles in raising and maintaining the professionalisation of the LLG workforce. It was found that member states with more structured national co-ordination of the guidance services have been able to integrate training and research more systemically by working with professional associations.
- Evidence suggests that there is a need to improve the monitoring of the inputs and outcomes of LLG with guidance on implementing new measures of impact for guidance services (such as measures of soft outcomes and distance travelled models) and activities across different contexts to support the delivery of LLG.

Recommendations

1. With a view to improving the profile and status of LLG, the Commission should explore with member states how to give a fresh policy impetus to LLG within education, training, youth and employment policies. It is important that this has an emphasis on professionalism and quality.

2. The Commission should promote coordination and cooperation at national, regional, local and sectoral level in the provision of LLG by setting up effective

arrangements for communication, exchange and consultation among all relevant stakeholders at EU level.

3. The Commission, in consultation and cooperation with member states, should explore whether LLG initiatives that cut across contexts could help establish coherent LLG systems available to all citizens throughout their lifespan leading to a better delivery of LLG.

4. To maximise improvements to the delivery of high quality LLG, the Commission, in consultation and cooperation with member states, should develop procedures to produce synergies between and harness and maximise mutual learning from LLG networks, fora and EU funded projects. The aim would be to improve the quality of LLG services, exploit the potential of ICT for use in e-guidance services, integrate LMI, explore new funding mechanisms, plus embed professionalism and professionalisation. Learning should be promoted at national, regional, local and sectoral level.

5. The Commission should explore with member states opportunities to empower citizens to develop learning outcomes linked to career adaptability and CMS that enable them to navigate an ever-changing labour market.

6. Open access and user-friendly statistical data is needed at a national level in order to increase the utility and granularity of data to serve the regional and local level. These data also need to include LMI to support the EU's Green Deal, such as information on green skills and green jobs. It is worth considering that any directive or resolution issued on the matter of career relevant LMI data needs to take practitioner CPD into consideration, as they require support in the interpretation and application of such data in practice.

7. Long-term professional integration and citizen empowerment in the use of digital technologies is often not a priority, and greater investment in technical infrastructures and workforce development is often needed at national level in order to support more effective use of ICT in LLG. The Commission should, in consultation and cooperation with member states, support the investment and development of e-guidance services. This consultations could be enhanced with learning from member states who are systemising the use of ICT and have developed e-guidance services.

8. To improve the monitoring of outcomes and impact of LLG (such as the adoption of new measures of soft outcomes and distance travelled) and to encourage the adoption of minimum monitoring standards to support dialogue, the Commission should ensure effective exchange, consultation and communication arrangements amongst relevant stakeholders are established at the EU level and promote similar approaches at national, regional and sectoral levels.

1. INTRODUCTION

A consortium led by the University of Warwick's Institute for Employment Research, in partnership with University of Jyväskylä's Finnish Institute for Educational Research and with support from EY, was commissioned by European Commission DG Employment, Social Affairs and Inclusion in December 2018 to undertake a study on lifelong guidance (LLG) policy and practice in the EU focusing on trends, challenges and opportunities. This final report provides some background, findings, conclusions and recommendations of this 12 month study. The study was launched at a time when LLG policies and practices are viewed as crucial parts of current policy initiatives around validation of learning[1] and the Pillar of Social Rights (features 1 and 4)[2]. The aim was to look at how these policies and practices could be promoted by the Commission providing an evidence base for priority-setting; improve organisational knowledge and support dialogue with stakeholders on LLG and, more widely, skills strategies; and identify potential, relevant EU interventions in the area of LLG. The study has a forward-looking aspect and provides proposals and directions for the new Commission after 2020. It is guided by two overarching research questions:

- How should career guidance evolve to support transitions between learning and work and to support lifelong learning?
- What areas of career guidance policy and delivery would benefit from greater co-operation or action at EU level?

1.1. Approach to the study

To address these research questions a mixed methods study was used, drawing on qualitative research methods and secondary desk research to gather, analyse and synthesise evidence on LLG policy and practices in the EU. This was complemented by consultations with experts and key stakeholders. The evidence was analysed with a focus on systems and structures; recent advancements in LLG practices; elements of effective and relevant LLG; and an exploration of the future of LLG highlighting areas for further development, cooperation and coordination. The study comprised four interrelated tasks, including:

- Task 1 – Information gathering, analysis and synthesis to develop a high-level, informative overview of impact and visibility of lifelong guidance policy and activities in the EU, focusing on systems and structures.
- Task 2 – Information collection and synthesis of information on recent advancements in lifelong guidance practices.
- Task 3 – Gathering stakeholder feedback on the future of lifelong guidance.
- Task 4 – Development of conclusions and policy recommendations.

These are detailed in Annex 1. In brief, a literature review of LLG policy and practices in the EU was undertaken alongside 30 in-depth interviews with experts in the field from across the EU (see Annex 2 for a synopsis). Each interviewee was given a unique

[1] This is a process whereby non-formal and informal learning are made visible ensuring that individual knowledge and competences, irrespective of where or how they have been acquired are recognised.

[2] See: https://ec.europa.eu/commission/priorities/deeper-and-fairer-economic-and-monetary-union/towards-european-pillar-social-rights_en

identifier, such as 'Expert interview 10' and 'Expert interview 16'; these are used throughout the report. Two one-day expert workshops were held in Brussels in May and October 2019 to explore current practice and review findings, respectively (see Annex 3 for a synopsis). Altogether 72 experts from across the EU contributed to this study either by agreeing to be interviewed or participating in one of the workshops. Whilst some individuals contributing to the study represented EU level organisations, individuals from 23 EU member states also contributed[3]. Evidence from the workshops are referenced in this report as 'Expert workshop 1' and 'Expert workshop 2'. The United Kingdom left the European Union on 31 January 2020. As this study covers a period until 2019, mentions of member states always include the United Kingdom.

1.2. Structure of the report

Following this introduction, section 2 provides an overview of the background and policy context of this study.

Section 3 presents the main findings of this study; the key features and dimensions of a LLG system are evidenced and discussed. The section draws upon evidence from the literature review and interviews, which were inductively analysed. A high-level mapping of LLG systems in the EU identified 11 key features across four dimensions.

Section 4 presents a high-level mapping of the actors and organisations involved in a system of LLG, as well as the new actors involved. The section also presents a catalogue of service delivery innovations from across the EU. For each innovation, a short description is provided, actors and organisations involved in the innovation, target audience of the innovation and, where available, a link to the innovation or more information. Notable trends and approaches identified in the catalogue are also discussed in this section.

Section 5 provides the conclusions and recommendations from this study.

The appendices provide detail on the approach to the study, a synopsis of stakeholder interviews and a synopsis of the expert workshops.

[3] Whilst representatives from Bulgaria, Cyprus, Hungary, Latvia and Luxembourg did not directly participate in the study, they were represented by EU level individuals who participated. In addition, evidence, where identified, was reviewed for these countries.

2. BACKGROUND AND POLICY CONTEXT

In this section an overview of labour market drivers impacting on the role of LLG and how LLG is defined within the current labour market is provided. The second part sets out some of the key policies reshaping and driving a need to better understand how LLG systems are evolving. The aim of this section is to provide some background to the study.

2.1. Setting the context

Demographic change, new ways of working, internationalisation and the reconfiguration of work have created profound structural labour market changes and rapidly changing demands for skills, competencies and attributes. The emergence of the platform economy and the rise in atypical employment have brought new self-employment opportunities that are challenging the way we think about work and how skills can be used. The complex interplay between being self-directed and in control on the one hand and adaptive to labour market realities on the other reflects the challenges that people face in the 21st century labour market. To respond to these changes, there is a need for citizens to not only engage in learning throughout the life-course to remain current in the labour market, but to also develop new behaviours and skills to manage their careers. Those without the resources or prepared for changes are vulnerable.

Terms like work and career have undergone significant changes in meaning, reflecting social, technological and economic changes that make contemporary labour markets more dynamic and complex (e.g. Cedefop, 2014, 2016a). For example, individuals now experience numerous transitions throughout their lives, as occupations changes and occupational prospects are less clear and career pathways have become more diverse (Savickas, et al., 2009; Savickas, 2013). It is this unpredictability that has implications for how individuals experience their transitions (Cedefop, 2016a), their attitudes towards learning (Barnes, Brown, & Warhurst, 2016; Glastra, Hake, & Schedler, 2004) and the support they need. Individuals are making important decisions at every stage of their career and learning journeys, and LLG is increasingly important in supporting individuals in these shifting labour markets (Cedefop, 2011; Council of the European Union, 2004, 2008; OECD, 2004a). The promotion of CMS addresses the need for individuals to be more self-directed. However, a greater understanding of context is also required and a focus on promoting career adaptability might be important in this respect as it is a broader concept than employability.

The support individuals receive is defined by a variety of terms across the EU. The term 'information, advice and guidance' (IAG) has been used to define general activities within a LLG system (Cedefop, 2011), including: the giving of information; providing advice through an interpretation of that information; and guidance that supports reflexivity and new thinking in terms of education, learning and careers. For individuals choosing their career paths or making transitions, these guidance activities can facilitate a positive outcome, such as participating in learning, finding employment or progressing within their career. There is much evidence on the effectiveness of guidance in supporting individuals make education, learning and career decisions, plus successful transitions into and through the labour market (see Bimrose, & Barnes, 2007; Bimrose, Barnes, & Hughes, 2006; Bimrose, Brown, Barnes, & Hughes, 2011; Brown, et al., 2010; Tyers, & Sinclair, 2005; Watts, & Sultana, 2004; Whiston, Li, Goodrich Mitts, & Wright, 2017).

LLG and career guidance define processes and activities that support individuals to make decisions or informed choices about their education, training and work pathways. Career

guidance often takes place at transition points for an individual and can be regarded as reactive. LLG, however, takes a more proactive, lifelong perspective towards career. It is a process that individuals can engage with throughout their lives and encompasses the development of strategies, competences and skills to manage transitions (Cedefop, 2005, 2011; Council of the European Union, 2004, 2008; OECD 2004a, 2004b). A key feature of the process is to ensure that every individual achieves their potential, so a strong social justice element is implicit. A number of reviews of LLG systems have adopted the same definition of LLG (Cedefop, 2018; Hooley, Sultana & Thomsen, 2017; Watts, 2014a; Watts & Sultana, 2004), including:

> '*…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 skills*.' (Council of the European Union, 2008).

Overall, there is a paradigm shift in LLG provision reported across the EU: a shift from intervention at key points in an individual's life to a lifelong perspective; and from the provision of external expert support to the individual developing and utilising career adaptability (Brown & Bimrose, 2018; Fejes, & Dahlstedt, 2019) and career management skills (CMS) (Cedefop, 2008; Hooley, 2014; Sultana, 2008). The dynamic nature of contemporary careers means that citizens need to be prepared not merely to find a job, but to equip themselves with the skills they need for lifetime employability. These skills are collectively referred as CMS (e.g. ELGPN, 2015). There is growing consensus that these skills need to be developed for individuals to manage their careers in current and future labour markets. In response, there have been policy changes and CMS frameworks have become embedded and delivered in the curricula. The Council Recommendation on Key Competences for Lifelong Learning (2018b) has an explicit reference for the acquisition of lifelong CMS (see competence No. 5: Personal, Social and Learning, Council of the European Union, 2018b, C189/10). Acquisition of CMS assists management of non-linear career pathways and increases employability, so promoting social equity and inclusion. The first expert workshop noted that guidance needs to be integrated in the eco-system around skills and qualifications with an understanding of how the labour market is evolving. CMS are competencies that help individuals identify their skills, develop career learning goals and take action to enhance their careers (ELGPN, 2015; Neary, Dodd & Hooley, 2015).

Career management skills, however, also need to include digital and media literacies as services are increasingly being delivered and made available online, alongside LMI. LMI is considered pivotal to the delivery of effective LLG and career decision making. It is used by careers practitioners to support clients' exploration of the labour market and the opportunities available to them (Bimrose & Barnes, 2010; Cedefop, 2016; Hiebert, et al., 2011, 2012; Hooley, 2014; UKCES, 2011; Vilhjálmsdóttir, et al., 2011). LMI is a range of data that can be used to explain and explore the labour market, opportunities, skills supply and demand, and the mobility of workers. Data, graphs and statistics describe the condition of the labour market, past and present, as well as make future projections. Whilst there is much research identifying the challenges of such data, it is widely recognised that it has great potential to support and be an integral part of LLG as a result of open data initiatives, advances in technology and improved understanding of its potential (Barnes, 2018).

2.2. Policy context of study

The EU member states are facing major challenges in the face of changing labour markets, new forms of work and technological change. Current European initiatives have sought to stimulate and support member states in finding effective response strategies to these challenges. The initiative for a **European Pillar of Social Rights** (Council of the European Union, 2017b) sets out recommendations that active labour market policies, such as counselling, training or active job searching, can help to increase employment opportunities for jobseekers and improve job-matching. The Council's conclusions on the **Future of Work** (Council of European Union, 2018a) note that the supply of accessible, affordable and flexible learning opportunities should be increased by appropriate outreach and guidance to encourage companies and individuals to participate. The validation of non-formal and informal learning was part of the 2016 **New Skills Agenda** and was aimed at encouraging member states to provide citizens with mechanisms to validate the skills and learning acquired in informal and non-formal settings (European Commission, 2016a). The Commission has recently undertaken a review to determine how validation can be improved.

The Youth Guarantee[4] has been followed by qualifying initiatives for adults, such as the Council Recommendation on **Upskilling Pathways: New Opportunities for Adults** (Council of the European Union, 2016a). The Council recommends that member states, in accordance with national legislation, circumstances and available resources, and in close cooperation with social partners and education and training institutes, design upskilling pathways for low-skilled adults. These are presented as three steps: skills assessment; provision of a tailored, flexible and quality learning offer; and validation and recognition of skills acquired. LLG and validation of skills play a significant role and their development is explicitly recommended in key EU level policy documents.

The **Estonian EU Presidency 2017 Conclusions** on LLG note that the reality of establishing and maintaining LLG provision with universal access is very challenging for national administrations in policy and systems terms, given the diversity of settings for such provision. However, widening access to such services in an effective way necessitates policy coherence, partnerships, LMI sharing, service professionalisation, and service integration. Development of Information and Communication Technologies (ICT) in guidance and e-Governance provides an opportunity for the member states and EU to provide better access and coherence of services in accordance with the EU e-Government Action Plan 2016-20 (Council of the European Union, 2016b). Thus, LLG needs to be repositioned across the policy fields at national and EU levels taking account of the future of work and in preparing citizens for scenarios of employment, underemployment or no employment in a segmented labour market.

Going forward the European Commission has six priorities: a European Green Deal; a Europe fit for the digital age; a stronger Europe in the world; an economy that works for people; promoting our European way of life; and a new push for European democracy (von der Leyen, 2019). The **European Green Deal** is the main part of the European

[4] The Youth Guarantee is a commitment by all member states to ensure that all young people under the age of 25 years receive a good quality offer of employment, continued education, an apprenticeship or traineeship within four months of becoming unemployed or leaving formal education. This was established through a Council Recommendation on 22 April 2013, https://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX:32013H0426(01).

growth strategy and considered the 'roadmap for making the EU's economy sustainable' in order to achieve climate neutrality by 2050. This Green Deal will require industry to change, so there is the potential for new activities and jobs in emergent economic sectors (European Commission, 2019a). Lifelong guidance and learning have a key role to play in supporting citizens and workers during this period of change ensuring they are aware of the opportunities available in new economic sectors, the new jobs and activities, and reskilling opportunities.

3. KEY FEATURES AND DIMENSIONS OF LIFELONG GUIDANCE IN THE EU

This section brings together the range of evidence and information gathered in this study to discuss the key features and dimensions of LLG systems in the EU. This provides a structured evidence base to improve understanding of how LLG is variously organised, coordinated, funded, delivered and structured across the EU member states. Furthermore, it enables a dialogue between stakeholders around how and in what ways LLG can evolve based on activity in other EU member states.

3.1. Overview of the key features and dimensions of lifelong guidance systems

Based on analysis of the evidence from the literature, interviews and workshop discussions, 11 key features of LLG systems have been identified. The features were identified through an inductive analysis of the evidence of theory, policy and practice from the last 10 years or so and used to create an analytical framework. This framework enabled each feature to be explored to develop an understanding of how it is implemented or operationalised within different national contexts across the EU.

The aim of these features is to provide a structured evidence base to improve understanding of how LLG is variously organised, coordinated, funded, delivered and structured across the EU member states. There was no one model of LLG identified, which is likely due to different political, social, economic and cultural contexts across the member states. The features of a lifelong guidance system are intended to enable a dialogue between stakeholders around how and in what ways LLG can evolve based on activities across EU member states.

The 11 features represent a high-level mapping of LLG systems in the EU and include:

1. **Lifelong guidance legislation** – the legislation and organisational rules that control provision of services, qualifications and national accountability of services;
2. **Strategic leadership** – the EU and national policy and systems that guide the development, management and delivery of LLG systems and services;
3. **Scope of provision in different guidance contexts** – where guidance provision is situated and how it is organised within and across different guidance contexts;
4. **Lifelong guidance and lifelong learning strategies and policies** – the existence, inter-connectedness and/or relationship between the policies to define what role LLG plays in lifelong learning;
5. **Coordination and cooperation** – the actors involved in the organisation and delivery of LLG systems and how they are coordinated;
6. **Delivery of guidance** – the types of models in place that define how services are provided;
7. **Labour market information** – the labour market data that are collected and dissemination within a LLG system;
8. **ICT strategy** – the approach to how ICT will be developed and integrated in to LLG systems;
9. **ICT operationalisation** – how technology is used and for what purposes in a LLG system;
10. **Professionalisation** – the qualifications, knowledge, skills and ethical standards required by those delivering LLG services;
11. **Evidence of impact of lifelong guidance** – the methods by which services and the outcomes are measured and evidenced to inform the development of LLG systems.

As each feature can be implemented differently in the various LLG systems identified, so four dimensions for each feature are used to illustrate these differences and the state of implementation of each feature in a specific context and/or country, for example:

Feature	Dimensions			
Labour market information	Inaccessible	Minimal	Established, coordinated, integrated	Mediated and supported

These dimensions should not be viewed as a ranking or a continuum, but as states in a particular context or time to illustrate and describe how a particular feature can be part of a LLG system. However, some features (including LMI, professionalisation, ICT function, ICT strategy, evidence of impact of LLG) cumulatively build on the previous dimension.

The first three dimensions of each feature were defined using a synthesis of evidence and reflects the views of interviewees and the literature on how to classify the feature. The fourth dimension was, in some instances, identified from interviewees' responses as to what an ideal LLG system would look like, in order to provide a context for discussions on how LLG could evolve. This varied as responses were based on country contexts, structures and resources. A lack of resources was a key issue for many, as initiatives are often not sustainable, but also illustrated how guidance is often not a government priority. So, whilst some interviewees had suggestions for what an ideal LLG system might look like, they were not able to identify a typical organisation for a national LLG system (Expert interviews 3, 14, 20, 26). Some suggestions for what an ideal LLG system could comprise, included: being organised through an independent not-for-profit organisation; providing services for all (i.e. MT); creating dialogue through a forum for all stakeholders involved in career guidance (i.e. EE, FI); embedding a LMI system (i.e. NL, SE, UK); having shared and agreed quality mechanisms (i.e. IE); and enabling cooperation between providers (e.g. LV(PES)). These are discussed further in each feature.

All dimensions have been presented in a table and discussed in the section specific to each feature. Based on the evidence collected during this study, example countries and contexts have been included as illustrations. It should be noted that across and within countries there will be differences between guidance contexts and/or regional level. For example, within one country the sixth feature 'delivery of guidance' may be fragmented (a specific state) for adults, but 'integrated and coordinated' (a specific state) for young people in the compulsory education sector. These differences are highlighted in the text and not reported in the tables. Each of the eleven features are evidenced next.

3.2. Lifelong guidance legislation

Key features	Dimensions			
Lifelong guidance legislation	**Non-existent**	**Notional**	**Embedded in other policies**	**Explicit**
	Deregulation of career guidance.	Career guidance is included in legislation, but there is no follow-up on implementation. Career guidance is perceived as an external function in a sector-specific legislation.	Lifelong guidance is included in major legislation on education, vocational education and training and/or employment.	Organisations have legal responsibilities to provide career services. Individuals have legal entitlements for career guidance, e.g. Personal training accounts or vouchers.
Examples			Denmark, Malta, Lithuania, UK(Scotland)	Iceland, France, Germany, Romania

Legislation and organisational rules control provision of services, qualifications and national accountability of services. Legislation is, therefore, a way states are managing their public services. National legislation can provide a basis for the development of a LLG system and can be a tool to clarify jurisdictional responsibilities. It can stipulate the nature, extent, frequency and quality of services or setting the services out as an entitlement for all, or for specific groups (Sultana, 2004). In most cases, the legislation requires government institutions and agencies to provide LLG services, but only in very broad terms (OECD, 2004; Sultana, 2004). Other ways to steer the services include agreements between levels of government or between government departments as well as personal service contracts between governments and non-government service providers (OECD, 2004). In principle, legislation should acknowledge the features for a systemic approach in guidance and policy makers should be aware of the national challenges and to be able to identify key problems.

The member states vary widely in the extent to which legislation is used to steer LLG services (Hughes, 2012; Cedefop, 2011). Legislation for LLG tends to be rather general and is often included in legislation on education, vocational education and training and/or employment. For instance, the laws and regulations that support the implementation of lifelong learning can also highlight the role of LLG in supporting individuals in education, learning and employment as evidenced in a number of EU countries (see for example in AT, BG, CH, CY, CZ, DE, DK, EE, EL, ES, FI, FR, HU, IE, IS, IT, LV, PT, RO, RS, SK and TR) The legislation stipulates a duty upon staff to deliver guidance services and career education for students in education. Career guidance is also part of the public employment services (PES). The professional competences and qualifications of practitioners can be explicitly legally defined or they can be integrated in legislation which describes the roles and responsibilities of the service providers. An emerging option is to include guidance in some form of regulation where the right of citizens to vocational counselling is formally declared. Finally, the role of LLG in legislation has recently been revisited in a number of EU member states. One expert observed: '*Experience of trying to develop a framework at a Europe-wide level has been mixed, because of the cultural specificity of different countries.*'

Through a review of current legislation and policy, table 3.1 provides an overview of current LLG legislative arrangements, citizens' entitlements, and whether LLG is embedded in legislation and practitioner qualifications defined.

Table 3.1 Current lifelong guidance legislative arrangements

Status of legislation	EU member states
Lifelong guidance legislation (some recently updated or being reviewed)	CY, DK, FR, HR, IS, IT, LT, NL, NO, TR
Legislation setting out citizen's entitlement to career guidance	BG, CH, CY, DE, EE, EL, ES, FI, FR, IE, IS, IT, LT, LU, LV, MT, NO, PL, PT, RO, SE, TR, UK
Lifelong guidance embedded in legislation on education or employment	AT, BE-Fr, BG, CH, CY, CZ, DE, DK, EE EL, ES, FI, FR, HU, IE, IS IT, LU, LV, MT, NL, NO, PT, RO, RS, , SI, SK, TR, UK
Legally defined qualifications of career practitioners	AT, BG, CH, CZ, CY, DK, EE, FI, FR, IS, LV, MT, PL, PT, RO, SE, TR

Source: Expert interviews; Review of member state legislation within the framework of this study

As ministries in member states are structured differently, also statutory arrangements for LLG are different. Four dimensions are used to define this key feature of a LLG system, including: **non-existent**; **notional**; **embedded in other policies**; and **explicit**.

The **non-existent** dimension refers to countries that have detailed strategic goals or frameworks for LLG, but in many cases, these are not directly linked to legislative measures specifically related to LLG (ELGPN, 2015). Expert interviews (17, 18 and 22) identified that some countries are moving further away from the ideal of a national LLG system as they had greater ministerial cooperation and national committees in the past. Previously, there had been examples of legislation addressing issues, such as: legislation for careers education; ministerial cooperation; an independent national centre for vocational guidance with responsibility for qualifications in career guidance provision within lifelong learning policies. The first expert workshop noted that inconsistency in the legislation implies that it does not cover service provision in sufficient detail. This affects both the governance and the quality of the services and results in a lack of clarity in who and how national and local actors should be involved in the design and the delivery of the services. The experts both in interviews and workshops considered that attention to national policy development decreased after 2015. In some countries there had been deregulation of career guidance provision, which in turn has made coordination much more difficult (Expert interview 10). Such changes coupled with austerity and political decisions made LLG a lower priority at the present time. According to expert stakeholders, national systems can be virtually non-existent as '*the notion of lifelong learning and LLG is still aspirational*' (Expert interview 1). One participant observed how LLG systems vary not only from country to country, but within countries (Expert interview 16). Speaking about the working adult population, one commented: '*they [adults] don't count! Anything would be better than nothing*' (Expert interview 29).

In the **notional approach** (i.e. legislation is in place, but not used) legislation for LLG tends to be notional and rather general in nature. The local administration often perceives LLG services as separate, with only a marginal, supportive function of the main sectoral activities. Implementation of services tends to occur within contexts, through a supplier driven approach and there is not necessarily any follow-up of the services. If legislation defines only the organisations which have responsibilities for service provision, the continuum of career services from the user perspective is not necessarily guaranteed (Expert interview 10). The challenge also seems to be in the implementation of

legislation. For instance, one interviewee said: '*I don't think that the lifelong guidance is systematically and well embedded, no not really. From my opinion the strategy is quite clear. There might be a political will to implement the national strategy, but it is a small number of institutions, trainers and coaches who are aware of lifelong guidance'* (Expert interview 2). On the other hand, in the absence of any national lead, small initiatives at a regional or area level may represent the best hope of temporary progress towards delivery of some aspects of LLG provision. Small institutions at area level could work well and help citizens become more self-directed, and counsellor training can be enhanced (Expert interview 22).

In the **embedded approach** (i.e. embedded in other policies) LLG can have stronger status if it is integrated in major legislation on education, vocational education and training and/or employment, or in some form of regulation, which sets out citizens' entitlement to guidance. For example, some countries define the roles of educational institutes in the service provision. A stronger approach is to guarantee the individual right of access to guidance. Malta sets young people's entitlement to career guidance in response to EU targets and the youth guarantee. In Lithuania, access for most vulnerable groups is highlighted as a priority in legislation (Hughes, 2012). Within the employment sector, an example of entitlement for guidance is Germany, through the German Federal Employment Agency. The type and scope of guidance should be tailored to the needs of individuals including special programmes for those suffering physical disabilities to support labour market integration including rehabilitation (Expert interview 8). Experts noted that often the legislation sets out requirements for guidance in schools, but that there can be gaps in higher education and adult learning provision (Expert interviews 10, 26). Where there is no legislation for guidance, each institution decides how to deliver and organise LLG services for its students. Scotland was identified by two participants (Expert interviews 21, 28) as a possible exemplar of an embedded system where national policies are linked to regional priorities.

In the **explicit approach** (i.e. cross-sectoral, with entitlements), the literature and expert interviews provide examples of countries with explicit legislation covering either or both LLG services across contexts and the development of LLG policies. In France, the responsibility for guidance is given both for the state and the region (Expert interviews 14, 15). Since 2009, the legislation has established for every citizen to have a right to LLG, including LMI. Later as part of the reinforcement of the regional policies a law created a 'regional public guidance service' (SPRO - Service Public Régional de l'Orientation in each region in France). The local career advice councils (CEP, conseil en évolution professionnelle) were set up to offer free-of-charge services to employees and job seekers. In addition, individual training accounts (CPF, compte personnel de formation) replaced individual training rights giving employees access to training in order to gain nationally recognised qualifications and/or diplomas: '*Social partners and employers are also engaged in the service provisions and organisations have a legal responsibility to provide skills development and training to workers to ensure they have the ability of remain employed. In practice regional authorities coordinate regional public services but the state is in charge of the national strategy for career guidance'* (Expert interview 15). In Romania, the Law of National Education pays attention to career guidance with an obligation on local authorities to establish Community Lifelong Learning Centres in partnership with education and training providers (Cotoi, Sulea, & Cotoi, 2012). Denmark has specific legislation for their e-Guidance service (Expert interview 5). In Iceland, the citizens have legal entitlement for professional career guidance (Expert interview 19). The responsibilities of these centres include career guidance and preparations for finding a job.

In summary, the rationale in the member states on legislation or statutory arrangements is to support the LLG provision as an entitlement for citizens within education or employment services. Another approach is to steer and monitor the implementation of the services through standards or certification of professionals. Although the countries have legislation there is a need to have measures to follow up how the policies are implemented. Often the implementation of guidance policies is within contexts and there might be communication between contexts, but not necessarily joint actions within public service providers. One expert interviewee suggested that instead of separate legislation for different service providers, there should be a single coherent legislative process, covering the main service providers, which also describes the task of a central co-ordination body that monitors the quality of provision, the development of competence standards and provides an ethical board as an ombudsman (Expert interview 10). There should also be national recognition of career guidance as a profession, as this would guarantee the minimum competences of the professionals in a decentralised system. One interviewee stated that: '*Without national frameworks the provision of guidance is dependent on local interests'* (Expert interview 10). In many countries there seems to be little coherence between services and contexts, which may lead to competition rather than a coordinated, quality service. This would suggest that support for national policy development and regulation are essential to ensure quality of provision, which is likely to be defined differently by different service providers. Thus, the legislation should also describe the outcomes of guidance: '*What is the task of the institution providing services – what kind of services are available – what kind of a welfare can be reached – what are entitlements – quality standards what is a good service – when does it meet the criteria of being a good guidance service'* (Expert interview 10).

3.3. Strategic leadership

Key features	**Dimensions**			
Strategic leadership	**Non-existent**	**Multi-level**	**Managerial/ hierarchical**	**Shared vision & strategy**
	Basic guidance services are based on projects without national leadership. National priorities depend strongly on parliament elections.	National guidelines or other normative documents are in place, usually local implementation.	Different government sectors monitor the implementation of career services within their own sector.	Career guidance is integrated in national skills strategies. Establishment of national co-ordination entities or research units to follow-up the implementation of strategies. The national strategy is based on indicators.
Example			Germany (PES), Estonia, Ireland	Finland, France, Norway, UK (Scotland), Belgium (Flanders)

At the EU level, many policy documents from different policy sectors indicate the awareness of the need for improved anticipation of change and matching of labour market skills as well as the importance of strategic leadership in LLG in meeting future societal challenges. The European Pillar of Social Rights sets out recommendations for active labour market policies, such as counselling, training and active job searching that can help to increase employment opportunities for jobseekers and improve job-matching

(Council of the European Union, 2017b). On the Future of Work, it also notes that the supply of accessible, affordable and flexible learning opportunities should be increased by appropriate outreach and guidance to encourage companies and individuals to participate (Council of the European Union, 2018a).The Council's conclusions on "The key role of lifelong learning policies in empowering societies to address the technological and green transition in support of inclusive and sustainable growth" invites the member states to facilitate alternative learning paths and provide guidance and validating skills and competences regardless of where and how they are acquired (Council of the European Union, 2019).

So far, two specific EU policy documents have invited member states explicitly to develop their LLG systems. First, the Council Resolution of 2004 on 'Strengthening policies, systems and practices in the field of guidance throughout life in Europe' set out the key objectives of a LLG policy in Europe, including building up European structures for policy coordination (Council of the European Union, 2004). Second, the Council Resolution of 2008 on 'Better integrating LLG into lifelong learning strategies' calls on member states to strengthen the role of LLG encouraging cooperation and coordination among stakeholders as one of the four priority areas, together with the acquisition of CMS; facilitation of access to guidance services; and development of quality assurance in guidance.

Within the employment sector, the European Parliament and Council encourage member states benchlearning and sharing of best practices. The PES Network supports initiatives aimed at better skill-matching, promoting decent and sustainable work, enhancing self-motivated labour mobility and facilitating the transition from education and vocational training to work (Council of the European Union, 2014). In 2017, the PES Network sought to promote cooperation, exchange and mutual learning between the group's member organisations and receive specialist feedback on employment initiatives. Benchlearning was regarded as a particularly positive innovation (Council of the European Union, 2017a) and produced concrete ideas to enhance the quality of guidance services e.g. in transforming the interactions between PES advisers and citizens to ensure a more personalised and customised approach. One paper sets out successful partnerships in the delivery of PES (Scoppetta, 2013). As envisaged in the PES vision 2020 strategy document, the PES target is to adopt a conductor role in building bridges, cooperation and partnership (European network of Public Employment Services, 2018; European Commission, 2019b, 2019c). The strategy aims to assist PES to make best use of their unique position in being placed in the centre of the European employment systems in order to facilitate cooperation between providers.

At the EU level, LLG is a shared policy responsibility across the education, training, youth, employment and social affairs policy fields. From an EU policy development perspective, the Council of Ministers (Education, Youth) and Council of Ministers (Employment and Social Affairs) set the policy directions for guidance. Recently, following the EU Presidencies in the Netherlands (2016) and Estonia (2017) greater attention has been focused on the progress of national guidance systems and policy development to share knowledge. EU level networks supporting the provision of LLG across the EU, include e.g. CareersNet, Euroguidance, Eurodesk and Eryica. CareersNet, established by Cedefop, in some countries collects information on national guidance systems and policies to feed into European level LLG systems reports and policy development.

At national level, strategic leadership refers to how policy and systems for LLG are managed in a country, region, and locality. It refers to co-operation and co-ordination

mechanisms that implicate all relevant stakeholders in policy and systems development. Key variables in planning and organisation of LLG provision could include: policy and administrative responsibility (ministry); knowledge sharing between ministries; centralised or 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 (ELGPN, 2015, p. 19).

Evidence from this study identified four dimensions to describe strategic leadership, depending on the role played by EU, national and/or local strategies. These include: **non-existent**; **multi-level**; **managerial/hierarchica**l; plus **shared vision and strategy**.

The dimension referred to as **non-existent** relates to countries where LLG services are provided, but without coherent national leadership, where national priorities often depend on parliamentary elections. '*Very patchy'* (Expert interview 28) was the picture that emerged overall. It seems clear that there is an important distinction to be made regarding countries that have approved policies, but failed to integrate: *'In many countries, policies may be passed, but not integrated and regulated'* (Expert interview 1). This was attributed to the speed at which governments change and their associated political priorities, which are often at odds with previous governments. Within countries, another mitigating factor was identified as the existence of ministries that separate policy functions, like education, employment, unemployment, etc. (Expert interview 29). In the absence of a national lead in LLG policy development, countries try to respond to the demand for LLG by maintaining basic services with project funding. At a regional level, these projects represent hope for progress, but further implementation through policy is unclear and uncertain. Career guidance services in local agencies can have some success in relation to LLG, as they can be helpful in relation to transitions into employment, job search, unemployed seeking work, and employees looking to upgrade (Expert interviews 17, 18).

A more sustainable **multi-level structure** consists of national strategies and guidelines with local implementation. National LLG strategies could establish a general framework for development of educational counselling and career guidance. Guidelines can detail actions for different stages of learning from early childhood to school and higher education, continuing/adult education and training. The guidelines can take a holistic approach to support and action incorporating different policy areas of education, integration and the labour market, as well as social, financial and regional issues and aims. This is a model in countries with decentralised administration structures. However, access can depend on the region and what kind of services are available. If the government does not specify the services and/or support that should be provided, poor services may result. Effective policy sets the right incentives and ensures services are sustainable (Expert interview 27). National strategies and guidelines are important, but sometimes there is insufficient emphasis on implementation. Even when the LLG strategy is quite clear and there is the political will to implement the strategy, in some cases only a small number of institutions, trainers and coaches are aware of LLG (Expert interview 2). An interviewee, for instance, said: '*The public policies for adult CG mainly focus on delivery of information and the development of employability skills. They are very superficial, not really career guidance processes'* (Expert interview 23). Other interviewees commented on fragmented systems with services organised at different levels with little coordination and no holistic approach to LLG (Expert interviews 5, 15).

More sustainable strategic leadership are evident within the **managerial and hierarchical** dimension, where different government departments monitor the

implementation of LLG services within their own sector. In some countries, the PES has taken steps to adopt a conductor role in building bridges with other service providers in accordance with the PES vision 2020 strategy document. Despite strong managerial leadership in guidance services within sectors, the experts identified inconsistencies in the national systems and duplication of efforts in developing all age guidance services. Conflicting aims within the sector were cited as a major hurdle to overall policy coherence (Expert interview 21).

Where LLG services have a **shared vision and strategy**, they are recognised by key ministries. It is acknowledged that LLG has a useful role to play in meeting the nationally defined targets using nationally agreed indicators. A transparent status has been reached either through legislation, explicit cross-sectoral strategies, national co-ordination units or through a strong conductor and enabler role of one sector. National initiatives can be implemented also through government programmes, European Social Fund (ESF) programmes, annual stakeholder conferences, and by engaging user groups in the design of national programmes. Scotland was identified as the country with the: '*most coherent policies linked to regional priorities*' (Expert interview 28). Skills Development Scotland has the overall mandate to provide career services for all age groups. It promotes continuous professional development of career practitioners, collects national sustainable data to monitor the quality of services and co-operates with a wide range of agencies and stakeholders in the service provision. Skills Norway and the National Centre for Guidance in Education in Ireland are other examples of formal entities in charge of strategic leadership, quality and systems development of career services and on national level.

An ideal system, described by interviewees participating in this study, would place emphasis on individual needs and would be based on strong, transparent and systemic strategic leadership. Evidence suggests that there needs to be a willingness to allocate resources for service provision. In education, guidance is considered a learning activity and supported with a range of different pedagogical approaches and work-based learning activities. In employment, there is a need to convince policy makers and employers on the role of LLG supporting their objectives. It is suggested that LLG services need to explain how they can support the role of employers by helping individuals to navigate and adapt to a changing labour market.

It is important to agree how to build a well-functioning entity for strategic leadership, which goes across different guidance contexts and is cross-disciplinary. An ideal system includes coherence and consistency of the service provision with a professional identity across contexts with the same language used amongst professionals and policy makers. It is important to have a shared vision of the services and a common view on the expected outcomes of the services. As individuals' careers are embedded in wider systems of education and work, it is important that also employers have opportunities to shape and support LLG systems, with examples of large UK companies achieving this through their HR departments (Hirsch, 2016).

The LLG ecosystem has different layers, which interact horizontally, and vertically. In the first workshop it was noted that at a national level there were examples of strategic leadership and cooperation, particularly in countries with a culture of working together. However, a cultural shift is needed in countries where career guidance is seen as delivered only by one sector and not others. Ministries are seen to work well together in some EU member states, but traditionally there seem to exist a hierarchy of ministries resulting in little cooperation and communication. The first workshop concluded that there is a need for strong European level strategic leadership perhaps through some coordinating body at EU level.

In summary, at national and regional levels strong strategic leadership in LLG policy development with stakeholder involvement helps to overcome policy fragmentation. It also reduces duplication of efforts and promotes the efficiency of investments in LLG services and products. Citizen entitlements to LLG and user needs can be used as policy levers in order to facilitate continuity of services across contexts over the lifespan. As there are differences in how EU members states construct LLG policies and services, the expert interviews and workshop indicated the need for continued EU support in positioning LLG in wider EU policy developments and sharing member states' knowledge and experiences as well as strengthening communication between them. One suggestion was that the EU could promote LLG policy development by supporting a representative structure from both the education and employment sectors to stimulate initiatives at the member state level. The expert interviews indicate a need for stronger co-operation between the Commission units to promote cross-sectoral approaches in countries (Expert interview 9). Whatever network or structure is established it would need representatives both from employment and educational sectors. The ELGPN was a testing ground and showed the way that this was possible (Expert interview 9). Some experts (e.g. Expert interviews 6, 8, and 9) believed a new Council resolution on guidance could promote stronger strategic leadership at national and regional levels. There needs to be a consistent and strong message to all countries on the importance of career guidance at a national level and there needs to be an EU level strategy to include work with vulnerable groups (Expert interview 20). Such a resolution should be either endorsed by both education and labour ministries, or come from the labour market sector with very strong signals to education.

3.4. Scope of provision in different guidance contexts

Key feature	**Dimensions**			
Scope within and across context(s)	**Fragile, Temporary, minimal**	**Fragmented**	**Some separate, some linked**	**Cross-sectoral**
	Very limited provision across contexts.	Provision very strong in some contexts, but often takes place in silos.	Provision linked with educational provision, but not all guidance contexts are linked.	Mandate linking guidance provision to lifelong learning on a cross-sectoral basis.
Example	Countries which make extensive use of temporary funding		Denmark, Sweden	Finland, France, UK(Scotland)

The scope of provision in different guidance contexts varies according to where LLG provision and services are situated. Provision, for example, could be based in (compulsory and post-compulsory) education, the health sector, industry or the third sector. Recent reviews have identified the need for LLG support services that are multi-faceted, depending on the life cycle stage of an individual (e.g. Borbély-Pecze & Watts, 2011; Cedefop, 2008, 2011, 2016a; Hooley, 2014; Watts, 2014a, 2014b), so understanding where services are situated and how they are organised is important. Services also need to be context specific. There is increased recognition that workers need to re-skill and up-skill in order to remain employable and enhance their ability to progress in their careers within and beyond their current employment. Developing career adaptability is also relevant for those not in employment, those with specific needs (like refugees and asylum seekers), and those who are under-employed. Guidance in

workplace settings needs to be framed as a potential cooperation between enterprise support and employment services, with participation of social partners. This improves individual career progression, business sustainability and promotes socially responsible practices as well as competitiveness. Such an approach also links to issues concerning regional development, restructuring, and redeployment of workers.

Support in the form of LLG services to help individuals combat periods of unemployment, and particularly long-term unemployment, is provided through the PES and private employment services (PrES). Within these contexts, the role of the employment service caseworker or career guidance and counselling caseworker has become more important in terms of directing or allocating resources to individuals (Barnes, Wright, Irving, & Deganis, 2015), though training support is required to support changes to the professional role. For example, there is a recommendation for one group of practitioners to develop new kinds of spaces for career guidance, where PES can be conductors, enablers, partnership enablers and assume a 'bridge building' role' (European Commission, 2017a).The report highlights the potential of technological change and the increasing availability of LMI. However, this also emphasises the need for change in related areas, such as competency development, the quality of tools available, effective integration with a range of related professional services and changes in the attitudes (both in managers and practitioners). Recent research also evidences that some caseworkers see their role as changing to one that is more involved and directive (Värk & Reino, 2018).

Hooley (2014) examined evidence on the value of LLG in different contexts. The review examined learning, social and economic outcomes of guidance and identified added value of LLG for a range of beneficiaries. With more recent evidence added, the benefits of LLG in the following contexts are considered. Career guidance in vocational education supports individuals to see opportunities in vocational options, make the most of their skills and knowledge, develop their CMS and can support successful transitions to other training and learning contexts as well as into employment (Hooley, 2014). Career guidance in adult education supports adults to consider their return to education, enhance their skills, employability and career adaptability, and utilise their skills effectively in the labour market. Fejes and Dahlstedt (2019) underline the importance in adult education of building narratives to drive educational and occupational choice. Guidance for work is frequently used in order to engage and/or reintegrate unemployed adults in the labour market. As such, it forms a key part of active labour market policies.

Guidance in the above contexts link to issues of lifelong learning; developing CMS; and enhancing the skills base; as well as addressing social and educational inclusion (Hooley, 2014). Guidance is important in helping individuals to manage their return to the labour market following periods of injury, illness, caring responsibilities, or career breaks (Hooley, 2014). Robertson (2019) highlights how career guidance encourages people to: recognise their own strengths and build on them; focus on the future; envisage a desirable but attainable lifestyle and identity; work out what is important to them; set achievable goals. All these features are conducive to promoting well-being and where guidance leads to employment can help ameliorate the mental health scarring caused by unemployment (Bäckman, & Nilsson, 2016; Baggio, et al., 2015; Virtanen, Hammarström, & Janlert 2016).

Guidance in the workplace can benefit both individuals and employers, including through greater employee satisfaction and engagement. Career coaching can be a mechanism to help people who are doing well in their current employment (Grover, & Furnham, 2016). Coaching can help to stimulate citizens to think holistically and differently about

themselves, supporting fresh insights or perspectives. It is wide ranging and about the whole person as opposed to being just work or career related.

Guidance in any setting can also support the geographic, sectoral or occupational mobility of workers, helping people to understand the opportunities and processes of mobility and to re-orientate themselves and become productive once they have moved (Hooley, 2014). Guidance organisations support people in transition between roles and industries with the aim of enabling people to manage their careers. Ideally support is provided over an extended period and is personalised.

Services to refugees and third country migrants have developed strongly in the last few years. The underlying logic is that people need to be ready to (re)engage in learning and employment either in their host country or upon return to their country of origin. While humanitarian migrants enjoy a special status, the growing concern with the development of complementary pathways to integration has generated synergies with services aimed at 'economic' third country migrants (Cedefop CareersNet research, 2019).

Career learning in schools is on the rise. Infusion of career themes in subjects and introduction of compulsory or elective courses in both basic and secondary education is a clear trend. One aspect of the intensification of career learning in schools is the increased cooperation with potential employers and their associations. This trend affects both general and vocational tracks and is part of a larger tendency to increase the proximity between both types of education and training. Effects can be felt in the way academic departments and teachers cooperate with school practitioners, PES and other career centres and support to prevent early school leaving and promote employability of those on vocational tracks. A notable case in this respect is Finland (Cedefop CareersNet research, 2019).

The LLG provision could take different forms in practice in different contexts of guidance and can be contextualised across four dimensions, namely: **fragile, temporary or minimal; fragmented; some separated, some linked;** and **cross-sectoral**.

The scope across contexts of guidance can be defined as **fragile, temporary or minimal** when more than one sector has very limited provision or else significant provision is dependent upon temporary funding. It is noted that countries which make extensive use of ESF project funding or non-governmental organisations (NGO) support could be in this position. This dimension also refers to countries where, even though social partners play an important role in a LLG system, trade unions are not part of LLG systems, or even those where LLG in the workplace is non-existent (Expert interview 27).

The sectoral scope can also be **fragmented** between contexts. This is when guidance provision which can be very strong in some contexts is nevertheless in 'silos' and does not link well with lifelong learning practice. The British Council is also an organisation that '*waxes and wanes'* with its systems and structures for LLG (Expert interview 29). For adults, educational institutions operate as major providers for adults, which often are often independent in their governance. For example, in the UK further education institutions provide spaces where adults can learn and drop in to have a career conversation. Higher education institutions also have an important role, as do alumni and professional associations.

In the third dimension, **some contexts are separate while others are linked.** LLG provision could be linked to lifelong learning opportunities, but in some settings progression is usually linked to a specific track as the different guidance contexts operate

largely independently. In Sweden, career guidance in schools for those up to the age of 20 work well, but services for adults is just adequate for those applying/transitioning to education institutions to return to or continue their learning (Expert interview 26). If adults wish to discuss their career development help is available from the public sector. In Denmark, there is a patchwork system in how guidance centres are organised. At the national level, eGuidance for all ages is under the ministry of education. In municipalities, career guidance is for young people in school, while 'Studychoice', seven regional centres, is under the ministry of higher education and science. They are facilitating career guidance in youth education. They have open centres mainly in upper secondary schools (gynasiums), in vocational schools and have collective activities and counselling towards higher education. And then if you are adult and unemployed you can go to the job centres. In such a system guidance provision sometimes has continuity between particular providers but in other cases the provision remains quite distinct (Expert interviews 5, 10).

In the fourth dimension, LLG provision is more **cross-sectoral**. For example, as in those cases where there is a strong mandate for guidance provision to be linked with lifelong learning and for provision to offer a degree of continuity between different guidance contexts, with Finland and France perhaps coming close to operationalising this in practice. Some countries have attempted at the strategic level to integrate guidance with other sector strategies (see table 3.2, below).

Table 3.2 Sector strategies with lifelong guidance integrated

	EU member state
Lifelong guidance strategies have been integrated across different guidance contexts	CY, CZ, DE, HR, IE, LT, LV, PL, PT, RO, SE

Sources: Expert interviews, expert workshop

Scotland is regarded as '*inspiring*', with a review investigating how adults in the workplace can be reached as part of a new strategy on LLG (Expert interview 21). In France, a range of stakeholders (sector representatives and regional organisations) are engaged in the lifelong learning system in which career guidance is a part (Expert interviews 14, 27). The French system is characterised by different services for: young people; adults both employed and unemployed. Services include career guidance, skills assessment and access to training. These are delivered by private sector, public sector, commercial organisations and professional associations. It is financed by the state, user and private companies. In France, it is a regulated market with lots of funding (Expert interview 27).

In summary, the scope of provision in different guidance contexts varies according to where LLG provision and services are situated. However, there is widespread agreement about the desirability of linking lifelong guidance and lifelong learning and of providing continuity between different sectors for guidance delivery. The key question however is how to move in this direction in practice. One conclusion is appropriately funded research is needed to explore options and evaluate rigorously how guidance practice links between contexts when attempts are made to move away from the traditional approach (Expert interviews 1, 21).

3.5. Lifelong guidance and lifelong learning strategies and policies

Key feature	Dimensions			
Lifelong guidance and lifelong learning practices, strategies and policies	**Fragile, Temporary, minimal**	**Partial**	**Separate**	**Overarching, coherent**
	Links in early stages of development or else exert minimal influence on practice.	Linked strategy may be in place, but practice constrained by weaknesses in either or both components.	Lifelong guidance and lifelong learning strategies operate within own domains with little interaction.	Lifelong guidance and lifelong learning strategies are integrated and refer to each other.
Example			Malta	Austria, Estonia, Finland, Ireland, Norway, Scotland

A consideration of the linkage between LLG and lifelong learning needs to start with what is included within the scope of lifelong learning. It typically includes learning across a range of education, training and employment contexts and that learning may vary in the extent to which is formal or informal. That is, much important learning in formal education and training contexts is nevertheless informal, while learning in the workplace can itself utilise formal learning in the extent to which it relies upon direct instruction. Validation of prior learning is another context for lifelong learning, while in some countries lifelong learning is presented as primarily concerned with adult education and adult WBL. A clear separation of learning and guidance is also difficult to achieve, in that some learning activities involve guidance and vice versa. However, this section of the report is primarily concerned with how to establish stronger links between LLG and lifelong learning.

In recent years, there have been reviews on LLG commitments in member states and internationally (e.g. Cedefop, 2005, 2008, 2011; OECD, 2004a, 2004b; Watts, 2005, 2014a; Watts & Fretwell, 2004; Watts, & Sultana, 2004). These have examined LLG systems, and variously defined delivery models and mechanisms. This feature refers to LLG and lifelong learning strategies and policies, which can guide a LLG system. These strategies and policies variously define guidance and/or learning provision, the types of services offered, who delivers the services and when, who has access, as well as funding and quality mechanisms for services and outcomes. LLG is not one intervention, but many, and works most effectively when a range of interventions and delivery channels (including ICT) are combined. A key aim of LLG programmes should be the development of career adaptability, including the acquisition of CMS. LLG needs to be holistic and well-integrated into other support services. The skills, training and dispositions of the practitioners who deliver LLG are critical to its success.

LLG and lifelong learning strategies and policies highlight the increased recognition that workers need to re-skill and up-skill to remain employed and enhance their ability to progress in their careers within and between employers. The needs of these individuals are different from those leaving education and training for the first time, making their initial transition into the labour market. Individuals currently attracting a great deal of

policy attention are those not in employment and, increasingly, those who are under-employed or low skilled. Support in the form of LLG services to help prevent unemployment, alleviate skills shortages, help individuals combat periods of unemployment, and particularly long-term unemployment, is provided through public and private employment services. In a long-term perspective, the reason for LLG relates to developing sustainable work and a better functioning labour market, while from a short-term perspective one focus could be upon people who are not available for work even if there are job vacancies.

The European PES policy document 'EU Network of Public Employment Services Strategy to 2020 and beyond' (European Network of Public Employment Services, 2018) outlines how PES are changing. Increasingly, they seek to invest in the human capital of individuals in workplace environments, coupled with an anticipatory role in response to potential career transitions, supporting workers' career development. That PES should enable transitions from and within work, centred on an individual's needs also requires a shift from the traditional role of job matching to a relationship with a customer that consists of facilitating, coaching and conducting. Expert interview 4 identified this is how the Flemish PES, Vlaamse Dienst voor Arbeidsbemiddeling en Beroepsopleiding (VDAB), operates: '*The Flemish VDAB have the ambition to co-ordinate by acting as a conductor – the former CEO retired last month and had that vision. PES should monitor careers of everyone not just when they are unemployed. The PES should develop an overall view of everyone across their whole career'* (Expert interview 4). The changing nature of work debate also highlights the importance of supporting the development of individuals' career adaptability such that they will be able to respond effectively to the need to make unforeseen career changes. Expert interviews 11 and 12 highlighted how in Finland support for career adaptability, continuous learning and supporting adults in a rapidly changing environment was built upon a solid foundation of adult education.

LLG can be particularly useful in relation to upskilling and to work-based learning in three main ways (Borbely-Pecze & Hutchinson, 2014): engagement, increasing citizens' understanding of work-based learning, the routes into it and the rewards of participation; achievement, helping participants (learners, employers and learning providers) in work-based learning to remain engaged and consider how best to enhance their skills and employability; and transition, assisting the effective utilisation of the skills developed within work-based learning by supporting individuals in transitions from work-based learning programmes to sustainable employment. LLG can also help with the validation and recognition of skills and qualifications.

National skills strategies provide a nexus for sustainability and policy relevance of guidance provision. Guidance has traditionally been a component of the support provided in education, but not a stable component of lifelong learning. The current emergence of national skills strategies (may have other denominations) and flexible pathways for the development of adults' skills/learning are transforming guidance into a technical requirement of training and activation policies. This movement is also encouraged at EU level and there is a clear indication that this may consolidate permanent interventions and budgetary items in PES and vocational education and training (VET). This tendency is also providing a rationale for coordination of services and cooperation between stakeholders, especially at regional and local level (Cedefop CareersNet research, 2019).

The relationship between LLG and lifelong learning practices (and strategies and policies where they exist) could be represented referring to four dimensions.

The relationship between the two strategies in some instances is **fragile, temporary or minimal**. Indeed, in some instances either or both lifelong learning and LLG may not be governed by explicit strategies, in that provision may evolve over time. This situation may arise because lifelong learning and LLG strategies and policies are either in the early stages of development or they are fragile in that they exert minimal influence on the way lifelong learning and LLG interact in practice. In the UK (England) provides an illustration where there is little interaction in practice.

The relationship may be considered **partial** where one strategy (lifelong learning or LLG) is in place, but practice is inhibited by the lack of influence in practice of the weaker component. For instance, insufficient lifelong learning or LLG provision constrains the usefulness of the other service. Guidance provision in, for example, Greece is partly constrained in this way as there is a lack of guidance provision.

The relationship may also be largely independent or **separate**. This occurs where both LLG and lifelong learning policies and/or strategies are in place, but they operate within their own domains with little interaction. For instance, in Malta, there are systems and structures for LLG in terms of strategies, but it is considered that '*There needs to be more coordination between services. It needs to be all-age and seamless. This would strengthen the transition of students, which is important for them and the economy'* (Expert interview 20). This can be considered the result of a no integration with lifelong learning. Personal, social and career development courses are taught in primary and secondary education, with complementary career guidance provided by qualified personnel, but not over the life-course. An interviewee suggested that '*In other countries having a LLG strategy it works, as all stakeholders are involved and know their remit. It is acknowledged as important in Malta, but it is unknown who is responsible*' (Expert interview 20).

Finally, the relationship can be defined as **overarching and coherent** when there is a policy framework and/or practice which links lifelong learning and LLG. This occurs where lifelong learning and LLG policies/strategies are integrated and refer to each other, as well as borne out in practice. The practice in Finland perhaps coming closest to this ideal, but Estonia, Austria, Ireland and Scotland are all seen to have coherent LLG and lifelong learning strategies. For instance, the Norwegian skills policy identifies LLG as one of the solutions to challenges in a changing Norwegian society (Expert interview 10). Changes in policy and funding mechanisms, technological developments and the changing needs of recipients of services all impact on how LLG is delivered. Within this context, the delivery of LLG has in some contexts shifted away from services which were centrally managed, homogenous and uncoordinated which did not differentiate according to user needs nor respond sufficiently to contextual changes (Cedefop, 2008). The shifts outlined above are already underway to some extent, but further action is required. Such action means that LLG programmes and policies need to be crosscutting as well as being implemented in each of the relevant fields, including general education (schools); vocational education and training; higher education and training; adult learning; work (for working people, older workers and unemployed); social inclusion (e.g. early school leaving and dropout, long-term unemployed or disabled); and transnational mobility in education and employment.

Careers are becoming increasingly multidirectional as individuals change jobs more frequently and learn new skills, upskill and reskilled. Brown, Bimrose, Barnes and Hughes

(2012) addressed these twin concerns of how LLG can engage more with career adaptability and upskilling. Brown and Bimrose (2018) then extended these ideas with a focus on learning and identity development at work. They identified four key dimensions relating to learning and developing career adaptability. First, they emphasise the importance of learning through challenging work; not only does this push the employee to master practical, cognitive and communicative demands linked with specific work roles, it endows them with confidence and control over their work processes. Second, they stress the importance of updating a substantive knowledge base and honing the ability to grasp new areas of knowledge, both general and within one's field. Third, they illuminate the fact that 'social capital, developed through participation in work-related networks, [leads] individuals to sustain their adaptability' and that informal learning through personal networks is invaluable in the context of career development (Brown, et al., 2012, p. 759). And finally, they discuss how the most successful navigators of career change are self-directed and self-reflexive.

To sum up, workers of today must take advantage of learning opportunities, have a willingness to engage in asking questions, gain feedback, try new ways of operating and, most importantly, be self-directed in their own learning. Those workers who possess transferable skills have significant advantages in changing careers over those who define themselves almost exclusively by their occupational and/or organisational attachments (see also Bimrose & Brown, 2010). Brown and colleagues (2012) advocate a shift away from traditional and static concepts of employability, to more of a focus on career adaptability, with the goal of supporting individuals to become more resilient and able to manage both risk and uncertainty in fast changing and unpredictable education, training, and employment contexts. (Brown, et al., 2012, p. 760). Career practitioners need to promote not only formal qualifications (for example, further education and training), but must also emphasise different forms of learning-while-working that contribute to the acquisition of career adaptability competencies (learning in networks, learning on-the-job and learning through occupational changes and challenges). Finally, Brown and colleagues (2012) urge organisations to record and disseminate stories of career adaptability.

Some countries did try to bring together all relevant partners in the fields of education, training, employment, youth and social inclusion, including relevant ministries, agencies and experts, and social partners to examine some of these issues in the past. In some cases, these led to proposals for explicit LLG and lifelong learning strategies and policies. However, in many countries LLG forums have been disbanded or been absorbed by the agendas of other policy fields and LLG and lifelong learning strategies often remained aspirational rather than being used to inform practice. At the very least, some of these issues could be revisited. Full integration between policies and/or strategies remains largely aspirational, possibly because of the vested interests of the different stakeholder groups.

3.6. Coordination and cooperation

Key feature	Dimensions			
Coordination and cooperation	**Insular**	**Bilateral**	**Multi-lateral**	**Open**
	Minimal communication amongst stakeholders.	Typified by stakeholder groups convened for different purposes, with a specific brief relating to a particular sector (perhaps with policy/funding support).	Interventions undertaken that may be successful/influential in the short-term, but not sustainable because of the basis of the funding.	Sustainable mechanisms with links amongst services and professionals, employers, regional organisations, etc.
Example			ELGPN	Professional associations (IAEVG), national associations (e.g. Finland, Latvia (PES), Norway, Netherlands)

Coordination and cooperation focuses on the mechanisms that support communication, service delivery and knowledge sharing between the various stakeholders in a LLG system, at different levels of administration and across local, regional and national dimensions. It also refers to how services are delivered through systems of cooperation with the aim of creating seamless service delivery for citizens. It should also be noted that co-ordination takes place not only between sectors, but also within sectors and that levels of co-ordination can relate to funding (Expert workshop 2). Difficulties in developing and/or implementing effective mechanisms to support sustainable and coherent coordination/cooperation emerged from the evidence as a common theme. One problem was an overall lack of shared understanding of the primary purpose of services, how they should operate and their desirable outcomes. A major barrier to this relates to the lack of clarity and agreement regarding quality: '*Quality is a very vexed question – who defines it*?' (Expert interview 1). An interviewee highlighted research by various organisations, like the World Bank, OECD and others, which had all emphasised the crucial nature of inter-sectoral cooperation. Yet this remains problematic, perhaps because of the vested interests of the different stakeholder groups (Expert interview 21). For example, PES are often not resourced and/or able to offer the extra support that unemployed people often need, but social partners are able to take on this role (Expert interview 27). In '*Iceland the establishment of lifelong learning centres for adults and continuing education is based on co-operation between employers, authorities and services providers*' (Expert interview 19). It was argued that the implementation of a LLG system at both national and local levels would benefit from European level support in how to achieve this in practice (Expert workshop 1).

Despite difficulties, national coordination remains an important goal, alongside the growing importance of the local dimension. The most successful experiences demonstrate that growing autonomy is more successful with strong national level steering and support. Services and initiatives can be coordinated locally, but work better if standards, monitoring, technical support and quality control are provided/defined at central level. In some cases, local and regional strategies have been implemented by coordinating

essentially public services and, in others, by using a mix of public and contracted private provision. In both cases there is a pressure to have standards of service provision, monitoring and outcomes, as well as to have a framework which harmonises information, caseloads, referrals, methods and digital tools (Cedefop CareersNet research, 2019).

This raises the question as to what level should cooperation and coordination occur to secure maximum impact. At EU and national level, examples of cooperation and cooperation exist, particularly in countries with a culture of working together. Ministries are seen to work well together in some EU member states, but traditionally where there was a hierarchy of ministries, this resulted in little cooperation and communication. The need exists for strong cooperation and coordination, to secure impact for services. Specifically:

National: All stakeholder agencies and relevant ministries need to be linked to enable best possible cooperation, including education, employment, training, welfare. However, it was recognised that political landscapes can be very different, and one issue is that ministries can be organised very differently in different countries, plus national and local needs may be different. Also, countries vary in their degree of centralisation. An attempt is ongoing to formalise cooperation and collaboration amongst stakeholder groups, with the overall aim to promote cooperation, exchange & mutual learning between the group's member organisations and to receive specialist feedback on employment initiatives (European Network of the PES, May 2014, ongoing). This has enjoyed a measure of success, with 'Benchlearning' regarded as a particularly positive innovation (Council of the European Union, 2017a).

At a national level, social partners are regarded as keen to work and cooperate with national governments to support services already in place (Expert interviews 3, 14, 27). Effective and multi-directional communication needs strengthening as it has a pivotal role in securing maximum impact of LLG services and facilitating leadership and cooperation. Suggestions included an annual policy conference and fora to bring together stakeholders and users. This indicates that LLG policies do not have a sufficient statutory role to connect to other national strategies (Expert workshop 1). National symposia, where policy makers and practitioners meet, to document examples of practice, have enjoyed a measure of success, though a strong view was expressed that they have now ceased to be effective, because they do not recognise the diversity of clients and social disadvantage, internationally (Expert interview 1).

At a regional and local level, municipalities and local PES offices are increasingly important in coordinating guidance stakeholders. Due to the increased relevance of networked strategies for adult upskilling and early school leavers these organisations tend to play a local coordination role. Their existing administrative capacity, stable financial and physical resources and established networks make them obvious options for the local and regional management of funds, staff and participants/beneficiaries' processes. They play, in many member states, key roles in outreach strategies and coordination between guidance and other services, such as validation of skills, flexible training offer and enterprise-based career learning activities. Increasingly they also play a role in hosting and promoting community-oriented spaces for career development (Cedefop CareersNet research, 2019). An example of good practice relates to the local offices of the Latvian PES (known as SEA). SEA have responsibility for coordinating the efforts of local stakeholders to provide learning and employment solutions to adults. These offices support one of the most comprehensive services provided in the EU to adults, including outreach, career guidance, work experience and flexible training leading to qualifications.

European Union: Sustained EU policy debate on LLG is considered a key reference for national work on guidance. These debates are highly valued, since they provide insights into indicators emphasised at EU level that might help monitor the outcomes and impact of guidance provision at the national level.

International: At the international level, professional associations play an important role representing LLG internationally. For example, the International Association of Educational and Vocational Guidance (IAEVG) complemented the ILO communique on access to guidance systems, taking a holistic approach. The communiques from IAEVG annual conferences address specific themes for further development, such as support for immigrants, using the argument that the cost of LLG is insignificant compared with the costs to societies of radicalisation that can occur as a result of alienation of individuals from societies in which they are located. In 2004, the International Centre for Career Development and Public Policy (ICCDPP) was established to promote policy sharing and learning internationally through making international knowledge and expertise available to policy makers, researchers and career development professionals.

A key question is: Who has the mandate and responsibility for LLG practice and policy development? In most countries, the conductor is either PES or the education sector. At a national level, some countries value a strong steer from the EU especially when there is justification for public investments in guidance (e.g. Germany) (Expert workshop 1). Experts who attended Expert workshop 1 also emphasised that the outcomes of previous EU funded networks could be further enhanced to avoid 'reinventing the wheel'. There should be structured co-operation to have exchange of adaptation of the previous outcomes and how they could be adjusted to new contexts (Expert interviews 8, 9).

Four dimensions, or types of coordination and cooperation, were identified from the evidence: **insular**; **bilateral**; **multi-lateral**; and **open**.

An **insular** dimension is typified by contexts where there is minimal communication amongst stakeholders with no coordination at a national level in education. In these instances, the actors in education are coordinated by each provider. The obvious problem being that there is no understanding of what others are doing. So, a system of guidance can be in place for those in schools, but there is limited support for adults and no overall system (Expert interviews 3, 26). Examples were noted where career guidance is divided between the education sector and PES. The lack of cooperation between the key ministries of education and employment can make the development of a coherent LLG system difficult. Additionally, deregulation of LLG and a commitment to minimise regulation in the labour market can undermine any motivation for cooperation (Expert interview 22). Others noted that in those countries where there was no budget at national level for coordination, activities become insular. Whilst guidelines are considered a useful substitute, they are insufficient (Expert interviews 17, 18).

A **bilateral** dimension is typified where stakeholder groups have been convened for different purposes, each with a specific brief, perhaps relating to the same sector (like mandatory education), with policy and/or funding support. In Austria, for example, there are two established systems working successfully in cooperation with each other: guidance and counselling provided by education and training institutions, and guidance services provided by the employment administration and other institutions (Expert interview 3). Educational advice and guidance are funded and organised at a regional level (which includes 9 provinces and 118 districts). Employment guidance is organised

by a range of public and private providers. For adults, guidance is available through the AMS (the Austrian PES) and free independent guidance centres. AMS is considered an important stakeholder in educational counselling and career guidance for adults providing services through the BIZ career guidance centres. These centres provide guidance, events on labour market trends and workshops on professional self-exploration and job applications.

Within the **multi-lateral** dimension interventions are undertaken that may be successful and/or influential in the short-term, but not sustainable because of the basis of funding, which is usually project-based. Provision and services are agreed upon amongst a number of stakeholders in a LLG system. Cooperation between stakeholders and coordination of services were highlighted within a number of international contexts, including Australia, South Korea and Hong Kong (Expert interviews 4, 11, 12, 22). Within the EU, Euroguidance was active in this respect in some countries with training support available for the whole guidance community (Expert interviews 11, 12). Multi-lateral examples include the following three: (a) Professional associations have a key role in delivering guidance (Expert interviews 20, 26) by supporting professional development and training, collating and sharing LMI, sharing practice, maintaining qualifications, guidelines, ethics and standards, participating in fora, and engaging/supporting government. In Sweden, membership mainly comprises counsellors working in school (80%) with the rest from higher education, PES, independent companies offering guidance and private sector, so provides an example that representatives from different sectors can be brought together. (b) The Network for Innovation in Career Guidance and Counselling in Europe (NICE) was cited as an example of the profession attempting to be self-regulating, with short-term funding support (Expert interview 1). This is a European network for the academic training of people who practice career guidance and counselling (career practitioners). Currently as a foundation, it comprises representatives of nearly 50 founders (11 high education institutions, 5 organisations (which promote academic training and the professionalisation of career guidance and counselling in Europe), 31 individuals) from 27 European countries. (c) The third example was the VALA network of Nordic and Baltic higher education institutions that train career guidance and counselling professionals in the Nordic and Baltic countries. The network's purpose is to develop the curriculum and educational provisions for career and guidance counselling students, preparing them for work in diverse settings and with clients of all ages (Expert interview 17).

The **open** dimension refers to coordinated and cooperation mechanisms (at national and regional levels) that contribute to flexible and networked provision across the life-course. For example, in Norway, the Ministry for Education and Research has given Skills Norway an assignment to lead the development of career services in cooperation with the Norwegian Directorate for Education and Training (Expert interview 10). There is also a new emphasis in this country for cross-sectoral guidance policy development with employers potentially engaged in the design of mechanisms for cooperation (Expert interview 10). Second, in Finland, ELY Centres (Centres for Economic Development, Transport and the Environment) act as the coordinators of the regional LLG groups (Expert interviews 11, 12). The development, design and implementation of guidance services is co-ordinated by 15 regional authorities, which all have established regional LLG fora. These fora are responsible for quality assurance of LLG provision and ensuring work of is coordinated by the National Lifelong Guidance Working group. This group has the mandate from both the Ministry of Education and Culture and the Ministry of Employment and the Economy illustrating coordination between ministries (Cedefop CareersNet research, 2019). Thirdly, the Netherlands is considered 'ahead of the game' in terms of coordination and cooperation as services are sustainable, offer a range of

employability support, funding is in place, and career guidance is free for some groups (Expert interview 27). Agencies working with the unemployed in the Netherlands have a clear mandate to support people find employment and engage in activities that support skills development. Private companies also have a mandate to work with people on their aspirations and activate them. These three examples illustrate how stakeholders and services can be coordinated across different contexts.

Examples of the open approach involving the PES were also noted in the evidence. The coordinating role of PES was made easier where public/private partnerships exist. The Flanders system is given as an example as there is positive support from the private sector. It was stated that there is a '*willingness to help create a solid system where all vacancies are transferred to the PES and the IT systems are inter-connected. As a result, the network is far more than the sum of the parts. We are all able to look at all CV's and the labour market is more transparent. […] Successful cooperation across different stakeholder groups supported by lifelong guidance is a real strength of the Flemish system*' (Expert interview 4). In Malta, examples of collaboration were noted between the PES and the professional associations, especially for training which is available to all working in guidance (Expert interview 20). In Denmark, the eGuidance portal is the main gateway for adults needing LLG support. There is a policy commitment for this to continue for the next four years, since every third year, the government meets with PES and employer representatives to discuss how best to support low educated individuals to access the labour market and how those in work can be supported to remain in work for longer (Expert interview 5).

In summary, the most important factor in promoting coordination and cooperation is the willingness amongst key people to work together. In any one country, there can be several parallel networks, which already have experience of cooperation and collaboration. These need to continue to work together in future (Expert interview 6). A single sector (e.g. PES) does not have sufficient mandate or expertise to cover guidance services in all contexts, with a suggestion for an overarching system led by a ministry with guidance from the EU level. It is evident that structures for cooperation need to be established first in accordance to national conditions. However, evidence suggests that the creation of a new entity for coordination and cooperation is not necessarily always the best solution as this may introduce yet another new actor into a fragmented field. However, different approaches and views should be valued.

3.7. Delivery of guidance

Key feature	Dimensions			
Delivery of guidance	**Minimal**	**Fragmented**	**Integrated and coordinated**	**Holistic**
	Services are targeted at particular groups or at particular transition points; limited services are available.	A range of services and stakeholders are available, but these are not coordinated; provision is inconsistent and patchy.	Free and open access to services where clients can access services from a range of providers who are working in partnership.	A coherent system where multi-channel services intersect across the range of institutions delivering guidance-related support; based on a holistic approach.
Example			Czechia, Germany, Latvia, Poland, Romania, Sweden	Belgium (Flanders), France, Denmark, Germany, Netherlands, Portugal, Slovenia, UK(Scotland)

There have been a number of reviews on LLG across the EU that have examined LLG systems and defined delivery models (e.g. Borbély-Pecze, & Watts, 2011; Cedefop, 2005, 2008, 2011; Haug, et al., 2019; Hooley, 2014; Hooley, Neary, Morris, & Mackay, 2015; Lewis, & Tolgensbakk, 2019; OECD, 2004a, 2004b; Watts, 2014a, 2014b; Watts, & Fretwell, 2004; Watts, & Sultana, 2004; Zelloth, 2009). These models are often driven by national ideologies and philosophies, which shape how services are organised, managed and delivered. For instance, one social partner who works with employers to support employees with their career development over their working life reported that they offered tailored support, but in some countries, this is governed by current delivery mechanisms, funding and legal frameworks on entitlements (Expert interview 27).

Whilst a range of delivery models are presented in the literature, it is apparent that national guidance systems are constantly changing, and delivery models are shifting too. These shifts are in response to the development of ICT strategies and the operationalisation of ICT in delivery mechanism (see later discussions in sections 3.9 and 3.10). The operationalisation of ICT in service delivery means the services can be delivered online for those who are able to access it and have the digital literacy to help themselves; a self-help model. National governments have argued that this can free up resources to target those who need more (intensive) support. The use of technology to profile and target services is used by a number of PES across the EU (Barnes, Wright, Irving, & Deganis, 2015; Desiere, Langenbucher, & Struyven, 2019). The operationalisation of ICT in careers delivery is enabling the development of digital services not only in terms of platform, but also enabling guidance to be delivered using asynchronous and synchronous communication tools, such as email, chat rooms, and video conferencing (see section 3.10 for further discussion).

A review of the evidence has shown that across the EU the delivery of guidance services is still fragmented, in many countries, with services only established for specific cohorts or targeted groups. For instance, a delivery model can be coordinated and coherent for those in education, and more fragmented for those who are employed as in, for example,

Malta and Denmark (Expert interview 20; Cort, Thomsen, & Mariager-Anderson, 2015; Euroguidance Denmark, 2014). Similarly, in Austria, all offers from the Austrian PES (AMS) and the social partners are constantly being adapted to the changing framework conditions (Expert interview 3). The AMS is mainly responsible for targeting specific groups and independent guidance centres were set up to target low qualified and low skilled people who would not normally go to guidance centres in educational institutions. Interestingly, it was noted that countries can shift from having established guidance systems to something new in response to new funding or policy arrangements. In England and the Netherlands, the marketisation of services has resulted in reduced provision and altered how services are funded and delivered (Hughes, et al., 2015). One interviewee suggested that marketisation as a delivery model means that careers provision is unstable and vulnerable to governmental shifts (Expert interview 21). Current analysis proposes four dimensions to describe delivery models, including **minimal**, **fragmented**, **integrated and coherent**, and **holistic**.

Delivery models where services are targeted at specific groups or at specific transition points are described as **minimal**. This describes a context in which available services are limited. Whilst this is no longer a common model, it can be seen in contexts where there was a lack of support, limited funding and little recognition in the value of LLG. More common is a **fragmented** delivery model where a range of services and stakeholders are available to individuals, but these are not coordinated as in, for example. Within this context provision is often inconsistent and patchy with some individuals receiving different services depending on their location and circumstances. This can be associated in contexts where services are provided through funded and targeted projects.

A preferred delivery model identified by interviewees is one that is **integrated and coordinated**. This describes a context in which services are free and open from a range of providers (such as in CZ, DE, PL, RO, SE), but not always accessible across the life-course. Collaborative working with the involvement of relevant stakeholder groups, national fora and professional bodies is a central proponent of this model. Shared and established quality standards, frameworks and approaches are agreed at a national level through collaborative and coordinated working so there is some coordination (such as in IE, LT, LV, MT, PT). The foundation of an integrated and coordinated delivery model can be seen to be in contexts were LLG and public policy are linked.

The final model identified, **holistic**, builds upon this integrated and coordinated delivery model and can be argued to be a progression from an integrated and coordinated model, particularly as technology is optimised in the delivery of services (e.g. BE(Flanders), DE, DK, UK(Scotland), NL, PT, SI). Significantly, the holistic delivery model describes a coherent system where services are open and intersect across the range of institutions delivering guidance-related support, such as education and training institutions, public and private employment services, and specialist providers. Services are characterised by high levels of cooperation and coordination, which provides a seamless transition within and between services and support for individual service users. This model is characterised by a system where the interconnection of social and economic needs of the service user is addressed. Services available to all are often multi-channelled or blended comprising face-to-face and online provision, such as in France and Denmark. One social partner suggested that to deliver a holistic means that it should take account of the individual and their circumstances providing a personalised service that is supported by multi-channel delivery mechanisms (Expert interview 27).

Whilst the last two delivery models may be preferred and seen as ideal models, the case study from Finland (presented in Expert workshop 2) highlighted that integrated and coherent services need good public funding to insure basic services are available to all. It was noted that ESF and other European initiatives offered some support for services, whereas in other countries there were no clear patterns of funding support for LLG. A range of funding models were identified during the study with various combinations of European (through projects), national, regional and local funding models (Expert interviews 5, 10, 11, 12, 17, 18, 21) with some suggesting that at a national level funding was sometimes not forthcoming (Expert interview 22). Services were noted to be free of charge in some countries for young people, unemployed people (including the long-term unemployed), targeted groups and those identified as at risk of unemployment. Across the EU, guidance services for those in education, post-compulsory, higher education or vocational education and training (VET) are mostly freely available. Whilst for those out of the education ecosystem, funding and services becomes fragmented and differentiated, so individuals may have to pay to access LLG (Expert interviews 3, 5, 20, 23, 26, 27). It is noted to be difficult to do cross country comparisons in terms of funding of services as it is not always transparent (Expert interview 28).

New models of funding were suggested by some as it was considered important to create sustainable services. For instance, combinations with state funding, employer contributions and individual paying in accordance to their means were suggested (Expert interview 8). Co-funding is considered an ideal option by some, but there appear to be administrative challenges and barriers: '*They do not like cross-funding with partners as it is difficult to identify who is accountable for the services. So, it is extremely difficult to have a financial arrangement on national level which support cross-sectoral services'* (Expert interview 9). It was suggested that one option is to agree on a cross-sectoral programme of actions between ministries with specific responsibilities for different actions, such as the One-Stop Centres in Finland and Cité des Métiers in France (Expert interviews 8, 10). However, it is evident that funding for LLG continues to represent a major challenge for the delivery of services.

In summary, the fragmentation of the sector, across and within countries, is a major structural deterrent to any coherent policy recommendation. Drawing together evidence from the review, many countries have LLG services which are publicly funded and consequently vulnerable to political changes and the vagaries of funding mechanisms. Publicly funded services are, for the most part, freely available to individuals at specific transition points (such as from compulsory to post-compulsory education, and education to work, unemployment to employment), rather than across the life-course.

From the evidence, it could be argued that essential features of a LLG model could be based on a holistic system where: LLG delivery is throughout the life-course starting with career guidance being embedded within school curricula; individualised and differentiated approaches are adopted to tailor support to individual needs; technology is integrated into all aspects of the LLG system; and collaborative and/or coordinated LLG delivery is through a range of partners ensuring services are personalised and relevant to the individual. The aim should be to provide a seamless service delivery across an individual's life-course, which takes account of individual social, psychological, emotional and economic development (e.g. EE, FI). However, as evidenced funding to developing and maintain these services are crucial. Where funds are limited a delivery model could be one that takes advantage of technology to enable self-access and self-help for those that can thereby freeing up resources to provide assistance to those that need it. Therefore, this suggest that a differentiated delivery is needed that focused on the

specific needs of the individuals and a collaborative delivery based on specialist services for a more holistic approach.

3.8. Labour market information

Key feature	Dimensions			
Labour market information (LMI)	**Inaccessible**	**Minimal**	**Established, coordinated, integrated**	**Mediated and supported**
	LMI data collected by different stakeholder groups, but not generally accessible.	LMI research is undertaken and data are publicly available but can be inconsistent and unreliable.	Systematic processes in place to collect and disseminate LMI, which are publicly available; LMI systems are coordinated, support policy formation and contribute to service and education planning.	Systematic and coordinated processes in place for collection and dissemination of official and impartial data that are updated in real-time and mediated by professionals.
Example			UK (England and Scotland), Germany	Netherlands, Sweden

LMI defines a range of data on the labour market that can be qualitative (i.e. career pathways, vacancy information, job descriptions, etc.) or quantitative (i.e. employment statistics, occupational forecasts, skills gaps, etc.). Many countries collect, conduct and disseminate LMI for a range of purposes. There is a trend for the establishment of national online single points of access to LMI (Moreno da Fonseca, & Chatzichristou, 2019). A system that achieves this successfully is coordinated, supports policy formation, contributes to service and education planning and/or supports those providing career guidance and counselling (ILO, 2015). LMI that supports understanding of labour demand and supply can include administrative data, economic data, surveys of population, tracking or tracer studies, employee and employer surveys, sectoral studies, qualitative assessments, quantitative forecasts and foresight work. This information is collected and produced so that a range of stakeholders (at a national, regional and/or local level) can review the labour market and assess what may impact on the current situation in order to make an informed assessment of the future. These data can be used to support education and employment planning and policy, and inform careers guidance and counselling, therefore, feeding into systems and services that support individuals in their education, training and employment decisions. Providing LMI is viewed as important to helping those providing LLG services understand the rapidly changing labour market, jobs demands and labour market opportunities (World Economic Forum Global Agenda Council on Employment, 2014). The Commission's Green Deal (2019a) also highlights the need for LMI on green jobs and green skills to support the EU's transition to a climate neutral zone in 2050. LMI will be sought on the range of new jobs and skills needed as industries change and new economic sectors develop. LMI is, therefore, considered a key feature of a LLG system.

Studies have evidenced how the collection and dissemination of LMI from a range of institutions is inconsistent and, in some instances, unreliable (Andersen, Feiler, & Schulz,

2015; Cedefop, 2016b; Hawley-Woodall, et al., 2015; Mangozho, 2004; OECD, 2016; World Economic Forum Global Agenda Council on Employment, 2014). This is a consequence of countries varying in their investment and approach to collecting and producing LMI and intelligence (in terms of legislation and coordination), the importance placed on the information and data, and how (and whether) it is disseminated and used by labour market actors and key stakeholders (such as policy makers, employers, employment services, education and training providers, career guidance and counselling services) (Hawley-Woodall, et al., 2015). Internationally, LMI are collected and analysed by a range of public and private institutions at a local, regional, national and international level. These systems vary in how well developed they are, but the PES and PrES providers in 89 countries agreed, as part of the ILO Employment Service Convention in 1948 to collect, analyse and share information on the labour market (see ILO, 1948).

Drawing upon recent studies on LMI, Table 3.4 provides an overview of the current status of LMI across EU member states where evidence has been found. The table categorises countries by how well established and developed their system of LMI data collection is; those countries with a regulatory framework or legislation in place which mandates how data are collected and/or shared with key stakeholders and labour market actors; and those countries where LMI are used to inform the LLG and system. Where data are used in LLG systems, this information is utilised by career guidance practitioners, the PES and PrES and those in the education sector, as well as being used to inform LLG services (e.g. the Cedefop OVATE portal, EU level; the LMI for All project, UK). As the provision of these data becomes more comprehensive, and extensive, the need to support the mediation of their meaning for consumers becomes increasingly important.

Table 3.4 Labour market information and lifelong guidance systems in the EU

System of labour market data collection	
Established and well-developed	AT, BE, CY, DE, DK, IE, NL, RO, SE, UK
Systems emerging or evolving	BG, CZ, EE, ES, FI, FR, Greece, HU, IT, LV, LT, MT, PO, PT, SK, SI
Limited systems	LU
Regulatory framework or legislations in place to collect and/or use data	
BE, BG, DE, DK, EE, ES, FI, FR, HU, IE, LU, MT, PO, RO, SI, SK	
LMI and intelligence used as part of lifelong guidance and learning system	
AT, BE, HR, CY, CZ, DE, EE, FI, FR, UK, HR, HU, IE, IT, LT, LU, NL, PO, PT, RO, SE, SI, SK	

Sources: Expert interviews; Expert workshops; Andersen et al., 2015; Cedefop, 2016a; Cedefop (Skills Panorama), 2017; Hawley-Woodall et al., 2015; Řihová, 2016; Woltermann, 2004.

It is evident that the collection and availability of LMI across EU member states is wide-ranging. Technology is recognised to be increasingly playing a key role in the collection, analysis and delivery of data to support labour market forecasts, skills anticipation and job matching (Barnes, 2018; Orlik, Casasbuenas, & Helkkula, 2018). The potential of LMI in current and future LLG systems is clearly evidenced in the number of innovations that are taking advantage of new technical developments that enable access to and processing of data. This was evident from the presentations which demonstrated how data were being used in new tools to support service delivery in Expert workshops 1 and 2, namely Cedefop's Skills-OVATE, the House of Skills pilot in the Netherlands and the Swedish PES ecosystem (all detailed in section 4). Research is also underway to

understand how technology can be used to help mediate LMI in a cost-effective way (Belot, Kircher, & Muller, 2019). Evidence to date suggests that LMI that is mediated is considered useful by individuals (Bimrose, Barnes, Hughes, & Orton, 2004) and has greater impact in supporting individuals achieve their career goals (Milot-Lapointe, Savard, & Paquette, 2018), then when it is not mediated.

A key finding from the study has been that the collection, dissemination and use of LMI within a LLG system is very varied both between countries and within countries at a sectoral and/or geographical level. This feature has, therefore, been defined by four dimensions including: **inaccessible**; **minimal**; **established, coordinated and integrated**; and finally, **mediated and supported**. It should be noted that differences in the use of LMI is linked to policy and legislation, cooperation and coordination between stakeholders, technical infrastructures and funding.

In contexts described as **inaccessible**, little or no LMI research is undertaken and where if it is undertaken, it is often in silos. Data are collected and used for specific purposes and are often not accessible. There are very few instances of this in practice across the EU. Similarly, there are contexts, described as **minimal**, where some LMI research is undertaken and data are publicly available. Data within these contexts are often inconsistent and unreliable. For some EU member states this is still happening in practice in some contexts, particularly where there are weak systems and structures in place to support the collection of data at a national level.

Two dimensions apply where systematic processes are in place to collect, conduct and disseminate LMI, plus where data are made available through publications and websites. The first describes an LMI system that is **established, coordinated and integrated** where data support policy formation and contribute to service and education planning. In some countries, such as in the UK and Germany, there are mechanisms in place to support the collection of data at a national level; these can be considered established systems. In Germany, data are integrated into employment services to support their customer profiling systems (Barnes et al., 2015).

The second context, **mediated and supported**, also describes a situation where LMI activities are coordinated and data are made widely available to a range of audiences, but data are updated and often in real-time. The development of real-time data is, however, dependent on national digital cultures. Real-time data supports understanding of the current and potential future labour markets, whereas statistical information is often outdated and forecasts are based on assumptions made at a particular time. In addition, data are from impartial and official sources and processes are in place to support the mediation of data by professionals (Expert workshop 2). Whilst it is becoming increasingly possible to achieve this in practice due to advances in technology and better access, no examples were identified where LMI was both real-time and mediated. However, section 4.2 highlights some of the innovations that are happening in this arena.

Overall, there is much evidence that LMI is critical for supporting those delivering LLG services and educating recipients of guidance about the labour market, and current and future employment prospects. Embedding LMI in a LLG system, however, requires investment in the development of comprehensive LMI databases and in technological infrastructures at a national level to support the collection, maintenance and dissemination of LMI. One interview suggested that: '*From government perspective it would be relevant to provide some seed funding to bring together career professionals and developers to see if they can find ways to enhance the service provision'* (Expert interview 7). This is explored further in the next two sections on ICT.

3.9. ICT strategy

Key feature	Dimensions			
ICT strategy	**Publishing information**	**Developing the use**	**Maximising the use**	**Systematising the use**
	Providing relevant and updated career information.	Widening access to guidance and information through more developed online services.	Providing quality services to individuals within a digital service environment.	Creating a conceptual framework for developing online services.
Example			Estonia, UK	Denmark, Finland, Sweden (PES),

ICT strategy reflects an agreement between relevant parties to enable a systematic use of digital technologies in LLG to ensure that services remain relevant to users' needs. Consistent agreement exists across various policy documents (e.g., Cedefop, 2011, 2018; Eurobarometer, 2014; European Council, 2004, 2008) confirming that the role of ICT in the guidance service sector is both important and becoming increasingly essential. There is evidence of significant progress in integrating ICT into LLG systems (Kettunen, Vuorinen, & Ruusuvirta, 2016), but there is still potential for further improvement. This aligns with the EU's digital strategy to use digital technology to transform work for people and ensure that technology works for all people (European Commission, 2020).

With the continuous proliferation of new technologies, an emphasis on integrating those strategies that will maximise the impact of effective and efficient LLG delivery is becoming increasingly important. Whilst it is known that employment and LLG services across member states have begun to integrate technological developments into the delivery of their services, the exact extent and precise impact of this on LLG systems remains unknown. It is argued that incorporating new technological developments into existing services can lead to more efficient, effective and transparent ways of working (Berthet & Bourgeois, 2012; Bimrose, Kettunen, & Goddard, 2015; Cedefop, 2018; Hooley, Hutchinson, & Watts 2010; Kettunen, & Sampson, 2019). However, caution is required to ensure that services and service delivery remain relevant to users' needs (Torres, Pina & Acerete, 2006), function effectively and maintain quality. Bimrose and colleagues (2015) emphasised that the successful integration of ICT into guidance practice depends on three key factors: policy support at both the macro and micro levels, workforce development to ensure that guidance practitioners feel confident and competent in this aspect of their work, and an ICT system design that fits the specific purpose. The Commission's European Education and Training Expert Panel[5] suggests that the use of technology should be included in the design of guidance services to be integrated into future education systems. This is to ensure optimal use and integration of digitalised learning. As a matter of urgency, career services consequently need to

[5] A panel of experts from across the EU has been formed to assist the Commission in the preparation of the new Strategic framework for cooperation in education and training. The panel is responsible for developing a set of 'issue papers' in order to feed the discussion at both EU and national level. The panel will address societal challenges which are directly linked to, or have an impact on education and training such as demographic challenges, inclusion and citizenship, technological change and the future of work, digitalisation of society, environmental challenges, investment, reforms and governance.

mainstream the use of modern technology, in parallel with expanding the understanding of technology and labour market information in study programmes, for the purpose of workforce development.

Four dimensions emerged from the evidence in terms of ICT strategy: **publishing information**; **developing the use**; **maximising the use**; and **systematising the use**.

Underpinning the focus on using ICT **to publish information** is the goals of making career related information widely accessible through websites and on developing the consistency of and quality of career information by improving information exchange and flow. Here the focus is not on offering end users interaction and user tailored interventions, but rather delivering information to both practitioners and their end users.

The **strategy to develop the use** of ICT from widening the access of information to increasing the access to greater numbers of end users through a range of different online services. The successful integration of existing and emerging technologies into career services is dependent not only on the skills and technical facilities available, but also on the practitioners' willingness to accept these changes that the new technology may bring to service delivery (Expert interviews 3, 30). For example, an interviewee stated: '*We need to improve on how we provide online counselling. There is still a lot of resistance among practitioners*' (Expert interview 15). The adaptation of both practitioners' and managers' attitudes to a new approach to this logic of service delivery is sluggish, perhaps compounded by the lack of appropriate training on ICT (and also LMI) integration, which is still not common (Cedefop CareersNet Research, 2019). This emphasises the need to update both pre-service and in-service training, but examples in practice were noted by an interviewee: *'In the Nordic context the international summer school on ICT in guidance and counselling has been a success story since 2016'* (Expert interview 19). While popular with users, chat services and peer exchange forums, evidence suggests that these are still not common across the EU. This would suggest that many public services are hesitant about promoting these initiatives due to fears of excessive exposure to both practitioners and users. The most successful cases for the development of ICT use have relied on carefully designed strategies to reform and update services (Cedefop CareersNet Research, 2019).

The **strategy focusing on maximising the use of ICT** includes nationwide online guidance services using multiple methods of communication to satisfy the varying needs of individuals. The 'eVejledning' (eGuidance) in Denmark, and the former 'Learn Direct' in England and Wales were identified as examples of nationwide online guidance services in addition to being separate guidance tools. Online tools are considered successful if people can find them and find the content and features useful for them. An interviewee said: *'Geographical and financial barriers also need to be taken into account. This is an access issue and – also-– how we inform the clients that these services exist*' (Expert interview 9). This implies that there needs to be an implementation plan and increased coordination among collaborating partners in career service delivery as well as online support for collaboration and sharing among the practitioners. Some interviewees identified challenges in developing national level systems variously due to a lack of guidance, strategy, coordination, poor infrastructures and limited resources.

The **strategy of systematising the use of ICT** focuses on creating a conceptual framework for developing and integrating online services. Here, there is an emphasis on the development of more integrated and user-centred LLG systems and ICT integration that would transcend separate sector-based or provider-centred provisions. As part of

their Danish strategy for lifelong learning, the Danish Ministry of education established in 2011 a National Digital Counselling Centre 'eVejledning' (eGuidance), hosted by the Ministry's National Agency for IT and Learning. A national high-level inter-ministerial working group in Finland was identified as an example of a contribution to the integration of guidance into national e-Governance initiatives. In Sweden, the PES is developing an ecosystem for career services. The goal is to widen access to LMI for different actors and provide opportunities for the development and creation of new career services using this open data. A standardised format for presenting the information makes it possible to utilise the same data in different services. The platform also generates evidence for the future development of the services by collecting and analysing user patterns from the platform's information flows and usages. The platform services range from pure information services to individualised online guidance services and support for career development. Expert interview 11 pointed out that with the help of technology, policy makers can collect relevant data to illustrate different features of guidance as evidence for policy making. This would require 'my data' approach in which the individuals manage data themselves and can examine their progress and options for different career paths. If there is a proper infrastructure the same data can be accessed and jointly used by individuals and practitioners. Finland is developing a national register of validated learning outcomes for all individuals and has plans to connect validated real-time LMI using an open source approach. For instance, an interviewee commented: '*This provides an opportunity to generate a learning loop with access to information which is behind individual choices. We can create a system which adapts to individual needs but also generates evidence for service providers and policy makers. The more details we can have in this learning loop, the faster we can have impact on strategy development but also for targeting guidance interventions. We can collect information on most effective guidance interventions, what data are used by individuals in their decision making'* (Expert interview 11).

It is also important that the experiences of using online tools should be spread outside the online service providers, for example: '*Through more structured cooperation, these internal development processes should have a spin off effect for other service providers as well*' (Expert interview 10). If ICT and artificial intelligence (AI) are to be used effectively in guidance, the guidance community should be engaged in how it is developed and used. A learning community could address the relevant problems to be solved, aligned with the willingness to use technology most effectively. Additionally, an emphasis should be placed on securing funding for the development. As noted by an interviewee: '*It would be relevant to provide some seed funding to bring together career professionals and developers to see if they can find ways to enhance the service provision. A rationale just on saving money is insufficient* (Expert interview 7).

In summary, there is a need to exploit the potential of technological developments and integrate their use more systemically into all aspects of service delivery. New resources are required for investment in the technical infrastructure and workforce development. This is essential to realise the potential of ICT in this domain, in accordance with the policy priorities identified in the European eGovernment Action Plan 2016-2020 (Council of the European Union, 2016b). Systems of e-Governance are necessary for member states and the EU to provide better access and coherence of the services to all citizens as well as to facilitate digital interaction between administrations and citizens/businesses for high-quality public services. Countries need to be able to respond to the growing demand from business and citizens to have access to high quality, interoperable and re-usable data to provide new services. It is, therefore, necessary to further enhance the synergies among different guidance actors and stakeholders at national, regional and local levels

and include the use of ICT in the guidance service sector in national eGovernance strategies.

3.10. ICT operationalisation

Key feature	Dimensions			
ICT operationalisation	**Informative**	**Communicative**	**Collaborative**	**Transformative**
	ICT tools are used for delivering information.	Communication tools are used as a medium for one-to-one communication in career guidance.	Collaborative spaces are used as a way to facilitate interactive communication and information sharing.	Impetus for transformation in career guidance delivery.
Example			Finland	Belgium, Netherlands

Technology has become an increasingly common element for guidance provision. In this context, technology refers to the products, infrastructure and electronic content that enhance policy and systems development for LLG and the delivery of LLG 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 technology in a career development context (ELGPN, 2015). Digital technologies can potentially also promote social inclusion by creating better access to quality education, offer new opportunities for skills development, enhance or improve access to free and low-cost information, knowledge and data (OECD, 2018).

Across the EU, guidance is being delivered both face-to-face and by telephone, with technology playing a greater role in service delivery (Bimrose, Barnes, & Atwell, 2010; Bimrose, et al., 2014; Hooley, et al., 2010; Kettunen, et al., 2016). The use of social media in LLG provides new opportunities for collaborative career-exploration spaces that integrate self-directed materials involving interactive communication with peers and practitioners that support individual counselling, group counselling and the use of career resources (Hooley, et al., 2010; Kettunen, 2017). Others have recognised the role of social media in career exploration and the development of career identity (Bridgstock, 2019; Brown, Healy, Lexis, & Julien, 2019). Technological development and changes in delivery mechanisms are both changing how individuals address their needs, and, further, they impact how services are delivered. For many practitioners, this means new working methods and a different relationship with their clients.

In parallel, there is a trend for blended service delivery and the establishment of national online single points of access to LMI. ICT based services need to account for different levels of digital competence to be successful. High quality digital services are well embedded in professional career development support and offer adaptive, scalable support. ICT integration in guidance is generally more successful when it is carefully planned, paced and respects existing structures and services. Digital services are successful inasmuch as they respond to users' needs, so local targeting and adequate assessment strategies are needed. An integrated national strategy for the development of digital services to citizens is a great advantage (Moreno da Fonseca, & Chatzichristou, 2019).

From the evidence, four dimensions of ICT in LLG have been identified: **informative, communicative, collaborative** and **transformative**.

In the **informative** dimension, ICT functions '*mainly as a tool for delivering information*' (Expert interviews 11, 12, 19). The delivery of careers information about education, occupations and learning is stated as the most common function of ICT in the provision of self-help to individuals and practitioner-assisted guidance services. Many websites and additional online resources from national, provincial, local, and institutional providers were identified. Countries report that they have developed apps that make the same content and career information more accessible: '*We have created an app. It is free and provides simple games to stimulate exploration on jobs, job markets, gender types* (Expert interview 23). Increasingly, there is an emergence of online self-directed assessment tools that identify skills, preferences and attitudes, some with the functionality to store results in a personal portfolio (Cedefop CareersNet research, 2019).

Many public services have associated matching engines (small AI behind) with websites that provide career information and self-assessment exercises, linking personal profiles with vacancies and training offers. While pushing the boundaries of information provision, the emphasis remains on information, the effectiveness of these mechanisms seems to be linked to both the existence of professional support to users of the service and the cooperation of potential employers in the production of career information (Cedefop CareersNet research, 2019). An interviewee noted that '*Although quality assessments do exist, evidence of the reliability and validity of career assessments administered online is inconsistent*' (Expert interview 30). Furthermore, it is clear that all the related career guidance tools are context specific and provide localised economic and social information. While national statistics can provide the basis for understanding labour market trends, employers' cooperation is fundamental for understanding local occupational realities and their possible futures (Cedefop CareersNet research, 2019). In the **communicative** dimension, ICT functions predominantly as a mechanism for one-to-one communication. This online communication can be asynchronous (where the receipt of a message involves a delay) or synchronous (where people communicate simultaneously in real time). Technology is viewed as omnipresent; *'Support and coaching are being provided online via the telephone and videoconferencing'* (Expert interview 27). Communication is perceived as one of the key functions of ICT for helping individuals' access support, gain wider access to placements or increase opportunity awareness. However, research undertaken by one social partner suggests that face-to-face support is preferred for those aged 45 plus years and supports their success (statistically significant) (Expert interview 27). The evidence suggests that online services do not stand alone, but are inscribed in a logic of multi-channelling, allowing users to use other online tools (e.g. chat and email) and channels (e.g. telephone, face-to-face, SMS) to access information, advice and counselling support (Cedefop CareersNet research, 2019).

Where ICT functions as a **collaborative** space (the third dimension), it provides the guidance practitioner with a way to facilitate interactive communication and information sharing and is used to build communities of learning. In Finland, open access to nationwide collaborative online groups led by a guidance practitioner is available for people of all ages who want to improve their job search skills: *'The focus of these groups is on discussions, sharing experiences and exploring new perspectives'* (Expert interview 30). Different channels, methods and models that integrate self-directed materials with interactive communication are used. Expert interview 2 pointed out that games also offer many possibilities for collaboration and learning. The use of different kind of digital meetings; webinars, digital workshops and collective open chats are identified by an expert interviewee, for instance: *'We provide digital workshops with different topics*

depending on the target group […] When preparing these digital meetings, we think of the didactic of the sessions' (Expert interview 5). Furthermore, the use of social media was emphasised: *'We use LinkedIn in order to have an offer for people who want to have higher education, we have also special Facebook page for adult education where we are making updates on relevant things´* (Expert interview 5).

Finally, ICT functions as an **impetus for transformation** of the relationship between the use and provider. The integration of modern technologies in guidance services has created as noted by one interviewee: '*A shift in the guidance locus from being supplier-driven and bound by time and space to a user-driven and happening everywhere and all the time*' (Expert interview 30). Others noted that person-to-person communication has changed, for instance: '*We as a person communicate now a lot more with technology – and now it is increasingly the technology that communicates to us*' (Expert interview 2). When offering co-careering, which involves 'the shared expertise and meaningful co-construction of career issues among community members using social media' (Kettunen, 2017, p. 41), this could in itself be considered a context for LLG. Social partners offer digital training boot camps to support new ways of looking for work online and online networking (i.e. using LinkedIn) (Expert interview 27). Recent evidence of what is happening in practice suggests that new career learning spaces are changing the way services are being delivered with notable examples in the Netherlands and Belgium (Cedefop CareersNet research, 2019) (see section 4.2).

The list of transformative technologies is long, with some of these technologies (notably AI) offering the potential to be particularly far-reaching. While experts noted the potential of AI for guidance, they were unable to identify any promising examples yet. For instance, one interviewee stated that: '*AI is increasingly being used to predict and match people to jobs, but it is not yet being used to better target support for people which would be useful*' (Expert interview 27). Whereas others had doubts about the use of AI, for example, one commented: '*AI is possible for information, not for complex career decisions where there are emotions and family connections involved. The complexity limits the use of AI – technology is not sufficiently sensitive – a person is better in more demanding questions*' (Expert interview 9).

Expert interview 4 considered that the major new ICT area related to data-driven digital developments. For example, it might be possible to develop algorithms which could offer more profound support by showing that if you make that choice these are the range of possibilities of where you will be in six years. One should be aware of this when making a decision. Similarly, you could get automatic notifications that after a number of years in a particular job, to signal that it was time to act to ensure that your skill set is sufficiently developed to enable you to get another job, if necessary. A transformational shift from digital matching to a digital ecosystem of actors who work together in looking for solutions to jointly identified challenges is detectable from the evidence. For example, compared to the traditional approach in PES, the JobTech Development in Sweden has a different approach. Instead of individuals and companies as the main client group of the services, the target group consists of service developers and different guidance service providers (Expert workshop 2).

While data mining and AI hold great promise, they are still limited by the quality of the data available and the ability to employ experimental AIs, beyond simple matching algorithms in an open social environment. In this regard, it is also necessary to be constantly vigilant to the increasing number of warnings in the research literature about algorithms underpinning AI being vulnerable to gender bias, because of the gender imbalance in the technology workforce. This has particular significance for the use of AIs

in tools used for labour market mediation. Nevertheless, this seems to be an area that will produce significant results in the medium term but requires significant national background effort and investment. Due to its more limited scope, AI-supported gaming and career-oriented edutainment appear to hold stronger short-term potential, but they are also still in an experimental stage (Cedefop CareersNet research 2019).

In summary, there is a need for creative and innovative thinking on how technology can help to deliver coordinated, flexible and personalised LLG provision. However, the provisions of such services for all citizens in an effective and efficient manner necessitates policy coherence, partnerships, careers and LMI sharing, service professionalisation and integration. Any system of LLG must support the development of skills and confidence needed to engage in the internet to widen job search. There is also an ongoing need to exploit the potential of technological developments and integrate their use into all aspects of service delivery, for example, increasing the personalisation of information and flexibility of delivery methods and development of AI and machine-learning in the field.

3.11. Professionalisation

Key feature	**Dimensions**			
Professionalisation	**Resistance**	**Aspirational**	**Partial**	**Official**
	With some sectors of the guidance community resisting pressures to upgrade status through, for example, qualifications.	Little effective action because there is no formal policy support. No enforcement mechanism exists.	Trying hard to set and implement standards, but no legislation. Often qualification level determined by employers.	Some form of legislative requirement has been established, specifying minimum levels of training and CPD.
Example			Latvia, Poland, Portugal	Iceland, Ireland, Finland,

A profession is defined as 'a disciplined group of individuals who adhere to ethical standards and who hold themselves out as, and are accepted by the public as possessing special knowledge and skills in a widely recognised body of learning derived from research, education and training at a high level, and who are prepared to apply this knowledge and exercise these skills in the interest of others' (Professions Australia, n.d.). This is closely associated with the concept of professionalism, used: 'to describe enhancement of the quality of service' (Hoyle, 2001, p. 146), together with the quality of practice and the public status of the job (Sockett, 1996, p. 23). Since LLG practitioners typically regard themselves as professionals, then there follow important responsibilities and implications for their practice.

Professionals operate within a professional culture (Evans, 2008) in which personal and professional development are regarded as essential. CPD is: 'the process whereby people's professionality and/or professionalism may be considered to be enhanced' (Evans, 2008, p.15). This includes the integration of robust theory and quality research upon which theory is based, which then informs practice, ensuring that the knowledge underpinning practice is cutting edge, being constantly updated (Mulvey, 2013). Concerns have been expressed about the claim to professionalism in the field of LLG because of the constant updating of knowledge required, which was felt to be lacking:

'*The professionalism process includes also policy learning […] they need to be part of the process and have access to learning to identify the tasks of the field, as many of them have different background outside of the guidance field* (Expert interview 10).

According to Ertelt and Kraatz (2011), organisational models or reforms play a significant role by shaping the setting of guidance activities and the description of job profiles. Crucial is whether LLG is regarded as a specialised service to be operated by a separate organisation or whether it is combined with other roles in an organisation. For example, in the PES, variations exist in the entry requirements, competency profiles, and job profiles, as well as in the degree of the flexibility and autonomy of services across countries. The service models within which counsellors must operate determine generic job profiles for employment counsellors. Moreover, the diversification of the job profiles depends largely on the operational PES structure, priority tasks, and active labour market programmes used in the country. Overall, a significant gap exists in relation to the professionalisation of employment counsellors' functions in the European PES (Sienkiewicz, 2012).

Professionals not only adhere to ethical standards, to which they should be held accountable, but possess 'special knowledge and skills in a widely recognised body of learning derived from research, education and training at a high level, and who are prepared to apply this knowledge and exercise these skills in the interest of others' (Professional Australia, n. d.). These criteria foreground the critical issues of initial training at an appropriate level (usually regarded to be post graduate) and equally important, high quality, ongoing CPD. Indeed, qualifications in LLG ensure that the minimum standards of learning can be achieved. It follows that certification and credentialing become even more crucial in countries that are increasing their market-based service providers in accordance with liberal regimes (Vuorinen, & Kettunen, 2017).

Here, the overlap of professionalism with quality assurance is evident, which in turn highlights the role of professional associations. It has been found that quality assurance of LLG remains patchy and is not homogeneous across the EU. The definition of occupational profiles or standards for the initial training of practitioners seems to be the main mechanism to assure the quality of guidance services. Many countries, nevertheless, do not have requirements at this level. The ones which do may have more than one national standard and there is very little consistency across member states (Cedefop CareersNet research, 2019).

Experts emphasised the need for certain aspects of training to be strengthened, for example, work with employers: '*We need to convince policy makers and employers about the role of lifelong guidance by supporting their objectives. We do not take sufficiently into account the role of employers in the training programmes of the practitioners. There is an absence of employer representation in the training of career practitioners. We need to be able to inform how we can support the role of employers, by helping the individuals to navigate in the labour market'* (Expert interview 9). Another example relates to the need for international exchange as part of training LLG practitioners: '*International exchange and cooperation among guidance professionals contributes to their competence development by offering opportunities to study guidance methods and practices in other countries and opens possibilities for project cooperation between guidance services'* (Expert interview 6).

One study concluded that 'there remains a considerable need to develop the training available for career guidance staff within diverse networks, including development of a cadre of specialised career guidance practitioners in each country who can support such

networks' (Cedefop, 2009, p.11). Pan-European research into academic training of the career and employment practitioners also recognised the need to develop skills and competences in initial training, placing great emphasis on developing professionalism as a fundamental competence, and one which translates readily to lifelong CPD (NICE, 2012). However, tensions continue exist between 'training' practitioners to deliver organisational goals and 'educating' them to develop a strong core of professionalism (Gough, 2017).

Countries with more structured national co-ordination of the guidance services have been able to integrate training and research more systemically by working with professional associations. For instance, Finland is supporting the establishment of regional One-Stop-Guidance Centres with targeted in-service training programme focusing on multi-professional and cross-disciplinary teamwork. Norway describes a dialogue between the stakeholders of a newly established Master's degree to ensure that the programme is in line with recent developments in the field and society. Scotland is committed in widening and diversifying the pool of talent who work in the field via work-based learning pathways, aligned to their goal of increased equality of opportunity for all. Professionalisation is supported with individualised learning programmes and CPD, delivered through the national Skills Academy in partnerships with higher education institutions (Vuorinen, & Kettunen, 2019).

The professionalisation of practice means that guidance practitioners will need to promote a greater awareness of the need for career adaptability. This means that career practitioners will need to promote not only formal qualifications (for example, further education and training), but must also emphasise different forms of learning-while-working that contribute to the acquisition of career adaptability competencies (learning in networks, learning on-the-job and learning through occupational changes and challenges).

In Europe, there are also examples of professional associations performing important roles. In Estonia, for example, there are occupational qualification standards for career specialists (European Qualification Framework (EQF) level 6 and 7). The Association of Estonian Career Counsellors is the organisation responsible for awarding occupational qualifications. Employers are required to provide continuing training based on the competency requirements of the qualification standards. In guidance services quality assurance is based on client feedback, assessment of conformity with established procedures and studies on effects of the service (Cedefop CareersNet research, 2019). In Malta, the professional association focuses on training career guidance professionals to respond to changing labour markets. There is a great deal of research on the labour market, future opportunities and future skills, which is particularly used in schools (Expert interview 20).

From an international perspective, professional associations can play an important role in defining how the sector should be defined, guide qualifications and standards of the profession. The International Association for Educational and Vocational Guidance (IAEVG) represents an umbrella mechanism for sharing innovative practice across countries (at an EU and international level), emphasising the importance of standards for innovatory practice. This is achieved through surveys of such practices of their members (Expert workshop 1). At an international level, professional associations can represent those working in the field of career guidance, such as the Australian CICA, the South Korean Career Consultant Forum (CCF) and the Hong Kong Professional Counselling Association (HKPCA) (Expert interview 1).

Four ways of conceptualising approaches to professionalisation are presented, including: **resistance**; **aspirational**; **partial**; and **official**.

The first is **resistance** where in some contexts the profession is opposed to upgrading the status of the profession through qualification, accredited frameworks, professional development and quality standards. According to Ertelt and Kraatz (2011) legislation is the most powerful instrument to achieve a high level of professionalisation, but there has been considerable resistance in many countries to take this route. For example, in England, there is not even agreement across guidance contexts regarding the minimum qualification standard to practice, with many practitioners not registering with the professional association (the Career Development Institute, CDI).

The second dimension is **aspirational** where raising the status of the profession is desired, but there is no effective action either through policy or a lack of coordination. There is the use of international accreditation frameworks, in some countries that are using the Global Career Development Facilitator framework, through the European Board of Certified Counsellors. Where practitioner competencies are not explicitly included in national guidance policies, a common model of professionalism is the use of national competency frameworks. These can operate on a national level or regionally.

The **partial** dimension reflects those contexts where substantive attempts have been made to set standards for practice, but with no legislation to mandate professionalisation. This can, for example, include: licenses for vocational counsellors in PES (Poland); occupational standards for professionals (Latvia); and standards and professional requirements for diagnostic evaluation and guidance (Portugal). Some suggested 'institutional umbrellas' to support networks of career guidance practitioners (Expert interview 22) are important. In contexts where there is no legislation, it could be argued that it is important for practitioners to have opportunities to share their experiences, and mentor others. This suggests a systemic solution is required particularly in contexts following deregulation of the profession and where practitioners are very much on their own and lack support.

Finally, the **official** dimension typifies contexts where some form of legislative requirement has been established in terms of qualification level and annual professional development activities. This can be seen in Iceland, Finland, Ireland and Quebec (Canada), where specific qualifications are a legal requirement to practice in careers guidance and counselling.

To summarise, while the importance and utility of career guidance and counselling is generally acknowledged by societies around the world, retaining cutting edge practice is a challenge in service delivery environments where practitioners are under pressure to achieve more for less. Professionalism, which is a concept with which most career practitioners identify, demands that certain standards are maintained, including practice that is based on expert knowledge and understanding. It is, however, often a challenge for career practitioners to keep their knowledge updated by integrating new theory, together with findings from cutting edge research upon which theory is based, into their practice. Indeed, it is sometimes a challenge to convince career practitioners and their managers of the relevance of theory to their practice and to the wider debate relating to quality of services and impact.

3.12. Evidence of impact of lifelong guidance

Key feature	Dimensions			
Evidence of impact of lifelong guidance	**Desired**	**Ad hoc feedback**	**Ad hoc research**	**Systematic**
	Acknowledged need, with some support from government, but not yet implemented in a coherent and consistent manner.	Ad hoc feedback collected through a range of mechanisms.	Annual thematic data collection, but no overall strategy.	A range of qualitative and quantitative data systematically collected on outcomes feeding into service delivery and improvements.
Example			Hungary, Ireland, UK(England)	EU PES network, UK(Scotland)

There is evidence on the impact and economic benefits of career guidance (Hooley, & Dodd, 2015; Hughes, & Gration, 2006; Hughes, Bosley, Bowes, & Bysshe, 2002; Perdix, Stauffera, Masdonatib, Massoudia, & Rossiera, 2012). This feature focuses on the work to evidence and measure the impact (or outcomes) of LLG provision. This can be achieved in a variety of ways, including ad hoc, annual or longitudinal tracking surveys, measurement of hard outcomes (i.e. attainment of a qualification, in sustainable employment, etc.), and measurement of soft outcomes.

Evidence can be collected at a national, organisation or individual level. At an individual level, for example, LLG provides long-term outcomes such as resilience and career adaptability, leading to more sustainable employment or further engagement in learning. For the economy, on the other hand, longer-term outcomes of LLG can include productivity gains, reductions in skills gaps and shortages, reduced unemployment and enhanced income levels. In the current climate, it is important to consider the benefits of LLG over the longer-term and more broadly than an outcome achieved in the short-term. These benefits are summed up by Watts (2014a, 2014b) as improving: the interface between education and training systems and the labour market; matching labour market supply and demand; the economic growth of a nation; and social equity. LLG is a key mechanism and process supporting individual transitions into and through the labour market, and across the life-course.

Producing robust evidence of the impact of career guidance and counselling outcomes is fraught with challenges and tensions (Plant, & Haug, 2018). Different stakeholder groups (e.g. clients/customers; managers; policy makers/funders; researchers) are interested in different types of outcome and there are different types of outcomes. These include, firstly, immediate outcomes, like enhanced knowledge and skills including the ability to make effective transitions; attitudinal change including self-confidence and esteem; and motivation including willingness to consider new employment or learning options. Secondly, intermediate outcomes, including enhanced job-search, or other search strategies, and the individual's contingency planning. Thirdly, longer-term outcomes (for the individual), like enhanced participation in new opportunities and retention within learning and labour markets. Fourthly, longer-term outcomes (for the economy), like increased Gross Domestic Product (GDP), productivity gains when individuals are settled

in appropriate employment, reductions in skills gaps and shortages, and enhanced income levels and reductions in benefit payments (Bimrose, Barnes, Hughes, & Orton, 2004).

In seeking to assess and measure the effectiveness of guidance, it is crucial to understand and take account of the complex inter-relationships and variables that exist. These include the ways in which individuals vary in respect of their personal circumstances such as: gender, age, ethnicity and attainment; the contexts in which they operate also vary in relation to their domestic situation, geographical location, mobility and labour market status; the career intervention(s) individuals receive can vary extensively in terms of the intensity and duration of the intervention(s), the nature of their specific needs, the experience and training of the practitioner and the discreteness of provision (for instance, experienced as a specific activity or part of an integrated, on-going learning programme). Additional questions are relevant, including how should change in the client receiving guidance be assessed and which sources of information should be used to assess change resulting from guidance (i.e. the client, the guidance practitioner, a 'significant other' or an independent expert in guidance).

Whilst some benefits of effective LLG are immediate and recognisable (for example, entry to an educational course) others are likely to accrue over an extended time period. It is not unusual for clients to recognise, only with the benefit of hindsight over a period of years, that guidance contributed to their personal development. The extent to which beneficiaries of career intervention(s) are able to distinguish and recognise the value of an effective intervention in enhancing their educational progress is likely to be problematic, since clients may place more value on the learning or employment that may follow from guidance than on the guidance itself. A positive outcome from a guidance intervention might be facilitating a client's acceptance that aspirations are unrealistic. This could be (and often is) regarded negatively, even though retrospectively its value is recognised (Bimrose, et al., 2004).

The absence of standardised monitoring of inputs, processes and outcomes in most member states do not allow for consistent assessment and evaluation of resource usage and results. In the absence of these, there is rarely a solid policy rationale for the sustainability and improvement of services. National accountability of services remains an equally fuzzy matter. Consequently, governments tend to support guidance services based on ideology or personal beliefs of government officials, not providing the basis for stable development. In many countries there is space for monitoring based on short term perceptions of services by clients but rarely on an understanding of the results of the process. Participation of practitioners in the development and implementation of monitoring and evaluation would be an important step (Cedefop CareersNet research, 2019).

Monitoring outcomes need a great deal of attention, with a suggestion that employers are given a strong role in the process since they are increasingly providing career development support. There is a need to embed evaluative feedback into systems of delivery, enabling practitioners and clients/customers to be part of developing higher quality LLG systems. Since it could be argued that critical reflection and action are a key part of the LLG practitioner's role, monitoring the efficacy of delivery should be an integral part of services offered. New thinking, however, may be needed to acknowledge 'good outcomes' from LLG (Expert workshop 1).

Four different dimensions of evidence and impact of LLG are proposed.

The first dimension is **desired**, where there is an acknowledged need for evidence on the impact and outcome of services, maybe with some support from government, but not yet implemented in a coherent or consistent manner. In some countries key bodies are not involved in impact measure of quality assurance mechanisms (Expert interview 3) or impact at national level is simply not understood. There is a need for better coordination as there are many actors involved in providing guidance services (Expert interview 14). In other countries, there is little to no work on impact undertaken (Expert interview 26). Some schools measure outcomes but this depends on the municipality. Expert interview 2 highlighted that: *`There is a need to monitor. What approaches are used are the very common methods - asking feedback or anonym reports of the service. The weakness is that each system of measuring or monitoring belongs only for one organisation. The monitoring outcomes of the institutions are not shared with others, and there is no comparability'. ´*

The second is **ad hoc feedback** (i.e. feedback is collected through a range of mechanisms, may involve surveys, tracking/tracer studies, but not undertaken annually). This is the case in Malta where it was noted that more work needs to be done on evaluating the impact of services (Expert interview 20). For example, the tracer study of 2016 which follows students' transitions is a helpful development, but more work needs to be done like this to evaluate impact. It is difficult to measure impact as each school collects their own feedback on their programmes and there is no coherent system or quality assurance. A Maltese academic, Ronald Sultana is trying to follow his research on quality assurance in schools to find out if there is a way to measure impact. The Ministry feeds into how careers education and guidance programme should be run, but there is a recognition that there needs to be more work on impact and evaluation.

The third dimension refers to evaluating and evidencing outcomes is **ad hoc research**. This describes a context where there are annual thematic data collections, but undertaken with no defined strategy to the aim, analysis or feedback of data into the system. It was suggested by some that a more structured way of using the evidence is to connect client satisfaction surveys, stakeholder consultations, expert panels (e.g. Hungary) and thematic research to inform the work of national advisory bodies, high-level committees, stakeholder platforms and other type of representative structures (e.g., Canada). There were examples of governments that designate or establish agencies or entities to carry out research on guidance to inform the practice and policy development in different contexts (e.g., UK(England), Ireland, Korea). To develop a more systematic approach to evidencing impact, the European Quality Assurance Reference Framework was suggested. This is designed to promote better VET by providing common tools for quality management. It was noted to be a key element in the follow-up of the Copenhagen Declaration and the ongoing work in renewing Europe's education and training systems (Expert interview 16). However, implementation of this Framework in the participating countries remains voluntary (Expert interview 24).

The fourth dimension is **systematic** referring to contexts where tracking and outcome data are routinely undertaken. Importantly, these form part of the wider perspective on the value of guidance and feeds into service delivery. It can be the case that importance is given to the client's voice. PES have argued the case to have a comprehensive and systematic programme of evaluations relating to different aspects of service delivery, like measuring customer satisfaction (European Commission, 2016b) and a cost-benefit analysis of remedial interventions for long-term unemployed people (European Commission, 2016c). In addition to these evaluations, the PES Network undertakes qualitative assessments of PES performance against a set of performance enablers. A mutual learning programme builds on the results of and supports better performance by

focusing on identified strengths and weaknesses. The fourth Annual Report of the European PES Network has been produced (European Commission, 2019), with Benchmarking 'providing a higher level of awareness of institutional capacity' (p. 7), although 'PES are still dominated by difficult-to-place clients' (p. 7).

Also, some countries inform strong connections between the feedback mechanisms and existing guidance policy goals within sectors. A national career development platform allows service providers to co-operate with stakeholders in developing standards, creating analyses of the demands of specific skills and in exchanging information to further enhance the existing services (e.g., Kosovo). The career education objectives are linked with the evaluation of the school performance. The Gatsby benchmarks in England are adapted to inform the service providers how to improve the services locally (Gatsby, 2014). The PRIME data management and reporting system (Canada), e-Guidance (Denmark) and the Adult Guidance Management System (Ireland) are examples of efforts in developing sustainable online data collection for evidence bases. In Scotland, the development of evidence base is linked to a regulated national equity impact assessment. Evaluation and research take a central position in the development and delivery of services offers with a central team supporting this process. This process is co-designed with researchers, service providers and representatives of customer groups. The outcomes of the inspection and review programmes are used in refining the services, but the career professionals are equipped with the most recent knowledge of the field (Vuorinen, & Kettunen, 2019).

In summary, there is much evidence on the challenges inherent in producing robust evidence of the impact of LLG outcomes, so there is a need to develop new methods and approaches to data collection to evidence the value added of LLG. Within a context where services and public spending need to be justified, new measurements of impact and quantifiable outcomes are becoming increasingly important. With coordinated provisions and the personalisation of services, this suggests that there is an urgent need for new ways to think about and evidence the outcomes of LLG provision. Hard measures, such as employment outcomes and attainment of qualifications, do not reflect the diversity of how citizens progress into and through the labour market. So, new soft measures need to be considered with a suggestion that there needs to be a return to ideas around measuring distance travelled (Barnes, & Wright, 2019). The CareersNet database established by Cedefop provides an opportunity for maintaining structured data collection on LLG systems across the member states and for the development of jointly agreed indicators on LLG systems. Evidence from this study indicates that a continuum exists along which different countries can be mapped in terms of the methods used to measure impact and the outcomes of services, from those who acknowledge a need to evaluate impact to those who adopt a range of qualitative and quantitative methods to systematically collect data on outcomes which feeds into service delivery and improvements.

4. LIFELONG GUIDANCE ACTORS AND INNOVATIONS

This section comprises an overview of key actors involved in LLG systems and a catalogue of innovations in LLG. The high-level conceptual mapping in the first part of this report illustrates the complex layers of actors involved in the ecosystem of LLG. The catalogue of innovations from across the EU presented in the latter part of this section are mapped to the features discussed in section 3.

4.1. Key actors involved in lifelong guidance: the ecosystem of lifelong guidance

New and innovative guidance practice and tools are emerging in response to labour market changes and new modes of delivery, the implementation of new technologies, policy and funding changes, coordination of services and access to new labour market information. Evidence suggests that services are more coherent and coordinated than in the past (Cedefop, 2008; Kettunen, & Sampson, 2019). Coherence is used to define a system that intersects across the range of institutions delivering guidance-related support. Within a coherent system, services are delivered through a range of education and training institutions, public and private employment services, and specialist providers and social partners. In an ideal situation, actors would work in cooperation and coordinate services with the aim of providing a seamless service across an individual's life-course. This means that a range of actors involved in the delivery of LLG services and their responsibilities may have expanded and/or changed.

Cooperation and collaboration amongst the many actors and stakeholders involved in LLG is regarded as essential to achieve the EU 2020 goals: '*there is a need to break out of policy silos*' (European Commission, 2013, p. i). Representing these visually in a simplified form is highly complex since the particular actors involved in LLG vary:

- Across countries because of differences in societal, economic and political contexts,
- Amongst LLG contexts (whether delivered as part of compulsory education, higher education, VET, etc.) depending on the age, stage and needs of the recipients (clients and customers) of LLG services (young adults, mid-life career changers, third age adults, migrants, refugees, etc.); and
- The part of the economy in which individual recipients are active (formal, informal, voluntary, domestic, etc.).

It is also clear that some actors are directly involved with the provision of LLG (e.g. PES, PrES, public and private sector organisations) whilst others are involved at a distance (e.g. organisations that influence and/or deliver policy, research organisations, professional associations). Throughout section 3, the range of actors involved in the features of a LLG system have been identified and described. However, two new key actors within the LLG ecosystem have been identified: health and well-being professionals; and data providers (Expert workshop 1, Expert interviews).

First, drawing upon the example of the One-Stop shops in Finland that provide a holistic LLG service for young people, health and well-being professionals were identified as playing a key role in the success of these services. The One-Stop shops were considered a good example of what could be provided for in an all age service. This was further noted by those delivering mental health and well-being services who highlighted the importance of delivering these services to help individuals move forward (Papa, & Maitoza, 2013; Jungmann, & Wesdorp, 2017; van Eersel, Taris, & Boelen, 2019). This multi-disciplinary guidance was argued to be part of a quality LLG system. It was noted

that this would require a shift in thinking, better coordination and that the role of actors would change significantly and require new skill sets.

Furthermore, the role of actors has changed as a result of the use of technology. During expert workshops 1 and 2, there was discussion that career services should mainstream the use of modern technology and expand understanding of ICT and LMI in programmes (as discussed in sections 3.7, 3.9, 3.10). However, this raises questions – such as where IT tools sit in provision, whether they play a passive role (such as manage data) or actively support service delivery (such as profile customers, provide access to information on the labour market). Services are often supplier-driven rather than user-driven so there is a focus on efficiency and how technology can support actors.

In defining the demand, there is also a need for real-time information on current and future skills needs (Cedefop, 2019; Orlik, et al., 2018). As part of these discussions, the importance in modernising the use of LMI in career guidance was noted. Multi-channel services were also highlighted as a way in which the role of actors had changed. It was suggested that these changes require guidance practitioners to develop both their professional and soft skills. It also highlights the inclusion of data providers as actors in a LLG system (some examples were presented in workshops 1 and 2). Some examples of real-time LMI are presented in section 4.2 – (Maisons de l'Emploi, Belgium; eVejledning, online career services, Denmark; Digital ecosystem, Finland; House of Skills, Netherlands; JobTech, Sweden; LMI for All, UK; Skills-OVATE: Skills Online Vacancy Analysis Tool for Europe). The number and range of innovations highlights how technology is becoming embedded with LLG services and how data are driving this shift. Drawing on the innovative examples from the UK and the Netherlands, the centrality of LMI is evident. These examples illustrate what is possible with technical advances and access to big data. At an EU level Cedefop already provides access to a number of European datasets that are visualised and presented alongside qualitative data[6]. At a national level, ministries and statistical agencies would need to be data providers to ensure that data are of high quality. Local governments could also become data providers. Skills-OVATE illustrates how new techniques, such as web scraping, can be deployed to create unique datasets relevant to LLG systems.

Overall, this suggests that as guidance and learning takes place in more diverse settings with ICT becoming more embedded, a single practitioner, professional group or organisation will no longer be able to respond to the increasing need for careers and learning support among more diverse user groups. This implies the need to create multi-professional and cross-sectoral networks. LLG is an example of an area where there is shared policy and administrative responsibility among several ministries at national and regional levels. Key features in a well-functioning service network are collaborative creation of knowledge, inclusive collaboration and emergent development of leadership and management in networks (Nykänen, 2010).

4.2. Mapping the LLG ecosystem in the EU

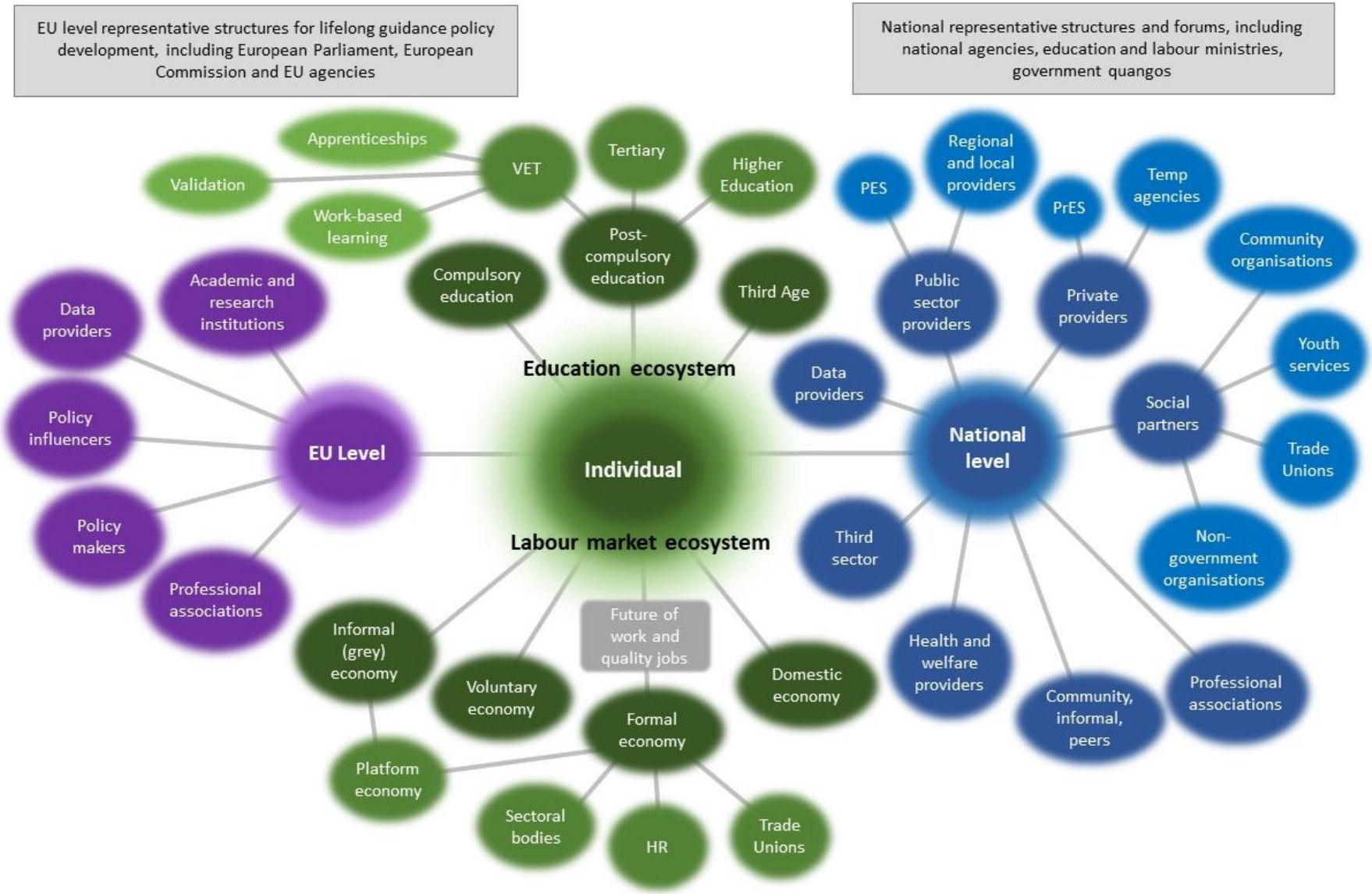
The high-level conceptual mapping, representing these complex layers of actors involved in the ecosystem of LLG (see figure 4.1, below) places the individual (client or customer) at the centre. Immediately above the individual is the educational ecosystem that individuals pass through on the way to the labour market and to which they are

[6] See for example Cedefop's Skills Panorama website https://skillspanorama.cedefop.europa.eu/en

increasingly likely to re-visit at different stages of their lifelong learning journey. Below the individual is positioned the labour market ecosystem, comprising the fragmentation into formal employment and other sub-sections of the economy in which individuals can be active at one stage or another of their lifelong journeys. Increasingly, individuals move from one part of the labour market to another. For example, those who leave the formal labour market (employment market) to be carers (of children, older people of those with disabilities) for a period of time will be active in the domestic economy during this phase of their lives and may also be involved in the voluntary economy, in parallel. Increasingly, they may also be active in the so-called platform or gig economy, before returning to the formal economy, into part-time or full-time employment (Lepanjuuri, Wishart, & Cornick, 2018). Equally, refugees and/or immigrants may be forced into the informal economy for a period upon entry to a host country to survive economically (Newman, Bimrose, Nielsen, & Zacher, 2018). A key issue that emerged from the evidence is the challenge to LLG on the future of work; closely aligned is the quality of work. A substantial body of research evidence now exists relating to the quality of jobs in the labour markets of the future (Eurofound, 2015; Eurofound & ILO, 2019; Warhurst, Mathieu, & Wright, 2017; Wright, Warhurst, Lyonette, & Sarkar, 2018). Although it is not possible to represent this as a single actor, it is perhaps the over-arching issue for the professionalism and ethics of LLG. What could be the role of LLG in influencing the debates around the quality and future of work? This is yet to unfold.

Outside the educational and labour market sub-economies are positioned the European and national ecosystems that deliver LLG services to individuals. In figure 4.1, European systems are seen on one side of the individual and national systems to the other. Evidence collected during the research undertaken for this study from varied sources has emphasised the need to represent these different ecosystems, operating in parallel, sometimes together in harmony, but sometimes in conflict.

Figure 4.1 Lifelong guidance ecosystem and actors



4.3. A catalogue of identified innovations in lifelong guidance practices

The following is a catalogue of recent innovative practices identified in the LLG ecosystem across the EU. The catalogue includes recent innovations that have been developed and documented, so whilst there may be interesting and relevant innovations taking place these are still in their infancy. For example, the Slovenian PES is exploring the development of distance travelled models, which will use new measures of soft outcomes to evidence the impact of those engaged in their active labour market programmes. The catalogue highlights that innovations are more likely to be evident in countries with more developed LLG systems.

The innovations are mapped to the 11 features of a LLG system identified in section 3. For each innovation, there is a description, a list of actors and organisations involved, the target audience and a link to more detailed information. No innovative practices were found on professionalisation.

4.3.1. Lifelong guidance legislation

Legislation in some member states set out citizen's entitlement to careers guidance. Training and career vouchers, personal learning accounts and training credits aim to make guidance support a standard feature of learning and employability measures as well as a citizen entitlement. As such they also push innovation by introducing portfolios and quality standards (procedures, tools, practitioners' competences), to be adopted both by public and externally contracted services. Two recent examples are presented.

Droit à la formation et orientation professionnelle, France
In France, a specific law 'Droit à la formation et orientation professionnelle' (or the right to training and careers guidance) provides a framework enabling all citizens throughout their working lives to access training and guidance to ensure they have a right to choose their professional future. Individual training accounts (CPF, 'compte personnel de formation') give employees access to training in order to gain nationally recognised qualifications and/or diplomas to ensure they can remain in the labour market. The aim is to ensure individuals can maintain their employability and secure future employment. Tools such as the 'professional development assessment' (bilan d'étape professionnel), the 'mid-career interview' (entretien en milieu de carrière) or the 'guidance and training passport' (passeport orientation et formation) are also available to support citizens. Earlier legislation created a National Council for Lifelong Vocational Training (Conseil National de la Formation Professionnelle tout au long de la Vie), a consultation space for the State, economic partners, labour and management and the regional councils. It secures careers seeker training especially for the most under-qualified employees. In addition, the legislation defines the responsibilities of the state and the regions in the national service delivery. In regions Career advice councils (CEP, conseil en évolution professionnelle) offer free-of-charge services to employees and job seekers. Social partners and employers play a greater role in services and organisations have a legal responsibility to provide skills development and employability training.
Actors and organisations National ministries; PES; Private Employment Service (PrES); Regional and local guidance providers (public sector); Private guidance providers; Employers; Social partners; Professional associations; Non-government organisations; Third sector
Target audience(s) Adult learners; Employed adults; Unemployed adults; Older adults; Disadvantaged

groups; Employers
Link https://travail-emploi.gouv.fr/formation-professionnelle/droit-a-la-formation-et-orientation-professionnelle/

Loopbaancheques (Career vouchers), Belgium
Career voucher systems that enable citizens to access career guidance at any point of their working lives is a recent innovation in the delivery of LLG. For instance, in Belgium (Flanders) a voucher system has been in place for several years, and a system is currently being trialled in the Netherlands. In Belgium, career guidance using a career voucher system was implemented by the Flanders PES (VDAB) and is a key feature of a system supporting people to stay employable and have longer careers. The career voucher system works as a financial tool that enables access to career guidance for all people who have a minimum of 1 year's work experience, plus live and work in Flanders. Citizens are entitled to a maximum of two vouchers every 6 years where one voucher equals 4 hours career guidance and a follow-up coaching session. Key features of the system, include: services for employees and the self-employed; it is a demand-driven system; career guidance focuses on the needs of individuals; can be accessed at any point of an individual's career; supports reflection and action; enables the strengthening of career competences; whilst, the personal financial contribution creates some ownership over the process. Career vouchers were identified as an interesting approach to enabling access to services for all regardless of their life stage and employment status. However, this raised some concerns about the precarity of career guidance in a demand driven and outsourced system. It did highlight, however, how the role of PES could be expanded to enable a wider group of individuals to access services and to include those employed. An important part of the career voucher system was a national quality framework for all service providers. If such an all-age guidance service was to be developed and involved a range of services providers, then standards and quality frameworks for all providers is a basic requirement to ensure high quality, consistent provision.
Actors and organisations National ministries; PES/PrES; Regional and local guidance providers (public sector); Private guidance providers; Employers; Education providers; Social partners; Non-government organisations; Third sector
Target audience(s) Adult learners; Employed adults; Unemployed adults; Older adults; Disadvantaged groups
Link https://www.vdab.be/loopbaanbegeleidin

4.3.2. Strategic leadership

The following examples of strategic leadership illustrate how services can be coordinated through a national body. It is also an example for evidencing impact.

Skills Development Scotland, Scotland
Scottish Government policy in relation to education and skills explicitly seeks to co-ordinate the roles of a variety of different institutions towards the same goals. Skills Development Scotland (SDS) is Scotland's national skills body. Within SDS, evaluation and research takes a central position in the development and delivery of services. Individual customer evaluation is conducted through focus groups and consultations The findings are used to prioritise for continuous improvement in

service offer and practice. The Annual Participation Measures informs the Scottish Government's National Performance Indicator, 'to increase the proportion of young people in learning, training and work'. This information helps services target young people so they can access the support, learning and training they need as they move towards employment. The data is shared between key partners. The SDS pays attention on the updates of labour market information to inform the development of their resources, such as workshop materials and online digital content, so that customers benefit from up-to-date labour market analysis. SDS's Evaluation and Research team engage in a number of research projects and SDS have collaborative research programmes with national universities.

SDS provide all age career services throughout individual life paths from school into further learning opportunities and employment. The career services are shaped by the national strategies on guidance, youth employment strategies and overall national skills policy. SDS co-operates with a wide range of state and voluntary sector agencies involved in supporting young people. They promote the involvement of employers in education through national development programmes and regional employer groups. They support employability skills development for unemployed and employed adults. The quality of service is enhanced through work-based learning qualifications and a programme of CPD for their staff, delivered through the SDS Skills Academy. SDS pays attention to the development of skills intelligence to understand the current and future demand of skills across the country and provides this data for employers, career service providers and individuals. They maintain up-to-date information on the full range of routes and pathways that can be taken into careers, including options for work-based learning. This information informs the development of their resources, such as workshop materials and online digital content. SDS follows up systematically the implementation of their services and commission research relating to skills and employability. This information helps services target young people so they can access the support, learning and training they need as they move towards employment. The data is also shared between key partners and is used to inform policy and practice.

Actors and organisations
National ministries; PES/PrES; Regional and local guidance providers (public sector); Employers; Education providers; Social partners; Professional associations; Third sector; Non-government organisations; Data providers; Other (local and regional authorities)

Target audience(s)
National authorities; Policy makers, managers and practitioners; School pupils; VET students; Higher Education students; Adult learners; Employed adults; Unemployed adults; Older adults; Disadvantaged groups

Link https://www.skillsdevelopmentscotland.co.uk/

Kompetanse Norge, Norway

Kompetanse Norge (Skills Norway) coordinates career guidance practice and policy development through the National unit for lifelong guidance. Their mandate comes from the Norwegian Ministry of Education and Research. Their objective is to improve the quality of the services and widen access for all age groups. The key areas of work include co-operation and coordination between the providers and stakeholders, evaluation of the services, competence development of the practitioners and the quality assurance of the services. The unit supports co-operation among service providers in regions through a national lifelong guidance forum. They are also engaged

in the development of national online career services.
Actors and organisations National ministries; PES/PrES; Regional and local guidance providers (public sector); Employers; Education providers; Social partners; Professional associations; Non-government organisations; Third sector; Data providers
Target audience(s) School pupils; VET students; Higher Education students; Adult learners; Employed adults; Unemployed adults; Older adults; Disadvantaged groups; Employers
Link https://www.kompetansenorge.no/English/About-Skills-Norway/

4.3.3. Coordination and cooperation

The following examples introduce models for coordination and cooperation of guidance practise and policy development both at national and regional levels.

National and regional cross-sectoral guidance forums, Finland
Coordination and collaboration of LLG practice and policy development at national level is managed through a National Lifelong Guidance Working Group. This national group is designated and co-chaired by both the Finnish Ministry of Education and Culture and the Finnish Ministry of Economic affairs and Employment. The first working period was 2010-11 and the group launched a national strategy for LLG for both sectors covering the years 2012-2016. In 2015, a new group was designated to revise the strategy, follow up the implementation and to act as the steering group for national level development programmes for guidance. The current mandate of the working group covers the years 2015-2020. In 2013, the regional Centres for Economic Development, Transport and the Environment (ELY-centres) were given the task of coordinating the LLG provision and development work in their own region by means of regional lifelong guidance working groups with representatives of both the service providers and key stakeholders. This new coordination model for guidance services has been implemented in accordance with the above mentioned strategic goals for lifelong guidance. The groups co-ordinate the regional in-service training provision for guidance providers. The leaders of the regional working groups meet annually and organise joint webinars to share information and good practices. The 15 regional working groups report their activities to the National LLG Working Group.
Actors and organisations Ministry of Education and Culture, Ministry of Economic Affairs and Employment, Ministry of social and health, National Agency of Education, national employer organization, sectoral councils, key trade unions, national association of municipalities, youth organisations, student organisations, voluntary sector, practitioner association, training units of practitioners, research centres, Euroguidance centre
Target audience(s) School pupils; VET students; Higher Education students; Adult learners; Employed adults; Unemployed adults; Older adults; Disadvantaged groups; Employers
Link https://peda.net/hankkeet/elotori

National Centre for Guidance in Education, Ireland
The National Centre for Guidance in Education is an agency of the Department of Education and Skills, with responsibility to support and develop guidance practice in all areas of education and to inform the policy of the Department in the field of guidance. The Centre supports the guidance provision in the education sector as part of lifelong

learning. It develops guidance materials, provides guidelines, supports innovations, organises continuing professional development for career practitioners and carries out national surveys on guidance practice and needs. The centre works with key stakeholders to ensure the promotion of quality guidance. The Centre hosts the National Forum on Guidance which provides an informal communication and cooperation facility for those involved in the LLG practice and policy development. The NCGE hosts Euroguidance Ireland.
Actors and organisations Department of Education and Skills, NCGE Management Committee, Social partners, Training units of career practitioners, National association of career practitioners
Target audience(s) School pupils; VET students; Higher Education students; Adult learners; Employed adults; Unemployed adults; Older adults; Disadvantaged groups; Employers
Link http://ncge.ie

4.3.4. Scope of provision in different guidance contexts

The following examples highlight how new spaces for career learning and support are emerging at local and regional level with a logic of community open access. They are providing access to information about occupations, economic activities and learning for adults and young people. Spaces for young people are focused on career information, prevention of disengagement from education, supporting career choices, and providing personal careers support (Cedefop CareersNet research, 2019). Adult spaces are focused on helping people back to work by providing information on reskilling and upskilling (Cedefop CareersNet research, 2019). Through cross-sectoral collaboration, career learning and development is being promoted to those working and the unemployed. They are innovative as they deliver holistic services in a cross-sectoral environment. Research suggests that personal career development is becoming the key organising element of flexible learning pathways for adults (Cedefop CareersNet research, 2019). This represents a potential shift from vertical organisation of learning around administrative division by policy field to cross service and cross level management of individual cases.

Project Upskilling, Italy
In promoting adult guidance and integration of career guidance in lifelong learning, Italy has promoted co-operation with PES and local training providers in reengaging the unemployed to the labour market. The Project Upskilling through PES is a regionally managed programme for the labour market reengagement of unemployed and low skilled people. It includes profiling of potential participants (i.e. creation of a portfolio), subscription to a personalised service agreement, and career guidance activities ranging from career information to personalised support. The programme leads to training opportunities towards a qualification or enrolment in activation interventions, internships and validation of skills. Individual portfolios are integrated in institutional databases and updated whenever necessary, to support participants' progress. The approach is individual-centred and specific actions are determined on a case-by-case basis in accordance with the needs of the participants (Cedefop CareersNet, 2019).
Actors and organisations PES/PrES; Regional and local guidance providers (public sector); Education providers
Target audience(s)

Adult learners; Employed adults; Unemployed adults; Older adults; Disadvantaged groups; Employers
Link http://www.agenzialavoro.emr.it/

LeerWerkLoketten, Netherlands
The Dutch LeerWerkLoketten (Learning and Working Desks) is an example of new spaces for career learning and support that are emerging at local and regional level with a logic of open access to the community. These 'Learning and Working Desks' are regional offices are based on local partnerships supported by a network of educational institutions, businesses, municipalities, knowledge centres and the Employee Insurance Agency (UWV). They are open to all citizens looking to get free advice on learning and working opportunities and employers with labour-related questions. They screen clients, provide guidance activities, validation services, support activities, education and training.
Actors and organisations National ministries; PES/PrES; Regional and local guidance providers (public sector); Private guidance providers; Employers; Social partners; Professional associations; Community, informal, peers; Health and welfare providers; Non-government organisations; Third sector; Data providers
Target audience(s) School pupils; VET students; Higher Education students; Adult learners; Employed adults; Unemployed adults; Older adults; Disadvantaged groups; Employers
Link https://www.lerenenwerken.nl/

The Cité des Métiers, Belgium, France, Italy, Portugal, Spain, Switzerland
A Cité des Métiers is an example of a new space for information, counselling and guidance on professions and professional life, managed in partnership by different stakeholder organisations. It complies with principles such as anonymity. It is free of charge and is open access to all clients. The Cité des Métiers is in particular characterized by a multi-stakeholder approach that allows experience sharing and the development of new innovative solutions; a sharing and pooling of practices for the profession of counselling; a networking and the animation of the public and private stakeholders on the territory; and an approach based on experimentation. The first Cité was opened in France 1993, and today they can be found in seven European countries (Belgium, France, Italy, Portugal, Spain, Switzerland). Within the common framework, each individual Cité can develop its own activities based on the needs of its target audience.
Actors and organisations PES/PrES; Regional and local guidance providers (public sector); Private guidance providers; Employers; Social partners; Education providers; Health and welfare providers; Non-government organisations; Third sector, Community, peers
Target audience(s) School pupils; VET students; Higher Education students; Adult learners; Employed adults; Unemployed adults; Older adults; Disadvantaged groups; Employers
Link http://www.reseaucitesdesmetiers.com

'Ohjaamo' One-Stop Guidance Centres, Finland
ESF funding was utilised so that 70 centres could operate to deliver the Youth

Guarantee to the under 30s, which are known as Ohjaamo (in Finnish). It is hoped to extend these centres for those over 30. A survey was undertaken to identify the success factors of this type of practice, which were identified as: face-to-face service available; easy access; and services all in one place. Outreach workers identify individuals and refer them into the centres. The challenges of information overload online means that access to practitioner support is still highly valued. The Finnish One-Stop Guidance Centres are a good example of horizontal policy integration, in which a single point of access facilitates information and referral to the right service, showing how more effective collaboration can lead ultimately to fuller use of higher-quality resources and services. The centres provide information, advice and guidance to young people in relation to any relevant service available for them. The operating model is based on local contracts and depends on strong partnerships between multiple actors, as well as new operating practices and skills in multi-sector management. Co-locating different public services under one roof, involving users and stakeholders in designing services and creating new forms of 'public-private-people partnership', the One-Stop Guidance Centre model has a strong focus on collaboration and horizontal ties between individuals and agencies (Kettunen, & Felt, 2019).
Actors and organisations National ministries; PES/PrES; Regional and local guidance providers (public sector); Private guidance providers; Employers; Education providers; Social partners; Health and welfare providers; Non-government organisations; Third sector
Target audience(s) School pupils; VET students; Higher Education students; Adult learners; Disadvantaged groups
Link https://ohjaamot.fi

Maisons de l'Emploi, Belgium
The 'Maisons de l'Emploi' are local structures based in PES that work in partnership with towns and communities. They can offer jobseekers personalised support in collaboration with local actors, such as: agences locales pour l'emploi (ALE), agences de développement local (ADL), non-governmental associations working in training and professional integration, adult education, and Missions regionals pour l'emploi (MIRE). Workshops and information sessions are organised in collaboration with partners. Jobseekers can also have personal meetings with a guidance practitioner. They are considered successful as there are strong collaborations between local partners who respect the skills and role of each other. A range of existing actors at the local and regional level are used to support their work, in particular those of the PES, the Directorate for the Animation of Research, Education and Statistics (DARES), and data from Institut National de la Statistique et des Études Économiques (INSEE).
Actors and organisations PES/PrES; Regional and local guidance providers (public sector); Education providers; Social partners; Non-government organisations; Community, informal, peers; Third sector; Data providers
Target audience(s) School pupils; VET students; Higher Education students; Adult learners; Employed adults; Unemployed adults; Older adults; Disadvantaged groups; Employers
Link https://travail-emploi.gouv.fr/ministere/acteurs/partenaires/article/maisons-de-l-emploi

Kvindeligt Arbejderforbund (peer guidance), Denmark
Peer guidance has become an important feature of the workplace guidance organised by trade unions. Peer guidance is delivered in the workplace by social partners (workplace peers) with the aim of improving access to learning and further educational and vocational guidance to encourage lifelong learning and skills development. These included: individual guidance for trade union members on education and training options; targeted information to members on educational and training issues; and group guidance activities. Kvindeligt Arbejderforbund (KAD) has also developed initiatives in peer guidance, and Adult Educational Centres (VUC) offer professional guidance from VUC counsellors and from the PES, where the guidance worker is a professionally trained guidance expert rather than a peer (Plant, & Turner, 2005). (Note: In the UK, union learning representatives have played a significant part, but they require ongoing training and support in their peer guidance role).
Actors and organisations National ministries; PES/PrES; Regional and local guidance providers (public sector); Private guidance providers; Employers; Education providers; Social partners; Professional associations; Community, informal, peers; Health and welfare providers; Non-government organisations; Third sector; Data providers
Target audience(s) School pupils; VET students; Higher Education students; Adult learners; Employed adults; Unemployed adults; Older adults; Disadvantaged groups; Employers
Link

4.3.5. Lifelong guidance and lifelong learning strategies and policies

These examples illustrate how LLG and lifelong learning strategies can work together on service delivery.

Validation of prior learning and skills assessments, Germany and the Netherlands
The PES in Germany and the Netherlands are using skills assessment to validate prior learning as part of their LLG systems. These tools are also being adapted for use with migrants and upskilling pathways are being identified for low skilled adults. Skills assessment tools are considered helpful to the guidance process, but the guidance provided by PES tends to focus upon employability, rather than having a more holistic orientation. For example, after skills assessment, support may be given to help write a CV, how to develop your strengths etc. (such support being contracted from external providers). Similarly, if a problem is identified with literacy, for example, individuals are directed to courses or training. There are, therefore, a range of diverse small-scale tools available after skills assessment. Similar validation of prior learning is also undertaken in Austria, Switzerland, Sweden and France.
Actors and organisations National ministries; PES/PrES; Regional and local guidance providers (public sector); Education providers
Target audience(s) Adult learners; Employed adults; Unemployed adults; Older adults; Disadvantaged groups
Link

Integration of career guidance in validation of prior learning in VET, Finland
Within validation of formal and non-formal learning, adults are entitled to a personalised learning plan. The plan charts and recognises the skills previously acquired and outlines what kind of competences the adult needs and how they will be acquired in different learning environments. Personalisation refers to customer-oriented planning and implementation of guidance, advisory and support measures for a student engaged in preparatory training for a competence-based qualification and a candidate attaining a competence-based qualification. In competence-based qualifications, proficiency is shown at work regardless of how the skills have been obtained – through work experience, education or other activity. All vocational upper secondary qualifications, further vocational qualifications and specialist vocational qualifications can be done as competence-based qualification. The education provider's task is to attend to personalisation and provide the required expert guidance to the candidate as a continuum in different phases of the validation process. The education provider must cooperate with the organiser of competence-based qualifications, working life representatives and, if necessary, other experts in the field.
Actors and organisations National ministries; National Agency for Education; Regional and local guidance providers (public sector); Education providers
Target audience(s) Adult learners; Employed adults; Unemployed adults; Older adults; Disadvantaged groups
Link http://www.e-julkaisu.fi/oph/nayttotutkintojarjestelma_20_vuotta/

4.3.6. Delivery of guidance

Innovations in the delivery of holistic services are presented in section 3.7, above, it is important to also note the growth in outreach services. These are considered to represent an important challenge for passive, 'open door' guidance services. Some countries are increasing outreach services to engage and support inactive and marginalised people, as well as refugees and third country migrants. The challenges of this work require guidance practitioners to work in multidisciplinary teams. Holistic service delivery is a key part of outreach services as it comprises psychological, health, housing and other issues, which may not normally be part of standard career support.

The Mid-life MOT – UK(England)
The Mid-Life MOT in the UK (England) is one example of how mid-career reviews are being piloted. It is part of the UK government's strategy to encourage individuals to actively plan for their retirement by focusing on key areas of work, well-being and finances. Mid-career reviews are being piloted in some countries as a way to support those working and not-working to review their careers and to improve understanding of the changing labour market and new and changing opportunities (see for example Belgium, France, UK(England) and the Netherlands). The reviews can include discussions on employment, training, financial planning and health issues, particularly focused on people out of work, facing redundancy, or wanting to adapt to a new way of working. Pilots have been run in the UK (Watts, et al., 2015), and France (Soidet, Blanchard, & Olry-Louis, 2018). National examples from France (where mid-career

reviews by your employer are now enshrined in law through Bilan de compétences), career checks in the Netherlands (Sanders, Post, Nijman, Detaille, & Buijs, 2019) and Belgium highlighted the value of these reviews.

Some countries have introduced these reviews as national policies, whilst others are piloting the approach. So far, mid-life career reviews have been supported by companies, professional associations, social partners, and NGOs. Evidence suggests that individuals in mid-career were offered three types of guidance support in their transitions (Cedefop 2014, 2016a): support for identity development; support for skill development; and support to understand the context, pathways and structures within which careers develop (Brown, & Bimrose, 2018). Watts and colleagues (2015) found evidence to support the value of these reviews, such as: supports reorientation or reframing of career ideas; identifies pathways to progression; and develops individual's confidence and awareness of labour market options. It was also found that mid-career reviews, where employers organise an assessment of workers in the workplace at a mid-point in their working life, are important in ensuring that workers' skills continue to match the job demands, or whether a change in tasks or career is required (Watts, et al., 2015).

In the UK, the Mid-Life MOT toolkit is freely available. It has three core themes:

1. Training and Skills – covers questions to get people thinking about their job, how it might change and what they may need to do stay in work longer.
2. Health: Health and Wellbeing – covers questions about how people remain fit and healthy, and what support employers need to provide.
3. Money: Financial planning for retirement – covers questions about life after work and keeping pensions and savings on track.

The overall aim of the review is to support older workers and identify what employers can do to retain an experienced employee.

Actors and organisations
National ministries; PES/PrES; Regional and local guidance providers (public sector); Private guidance providers; Employers; Education providers; Social partners; Professional associations; Community, informal, peers; Health and welfare providers; Non-government organisations; Third sector; Data providers

Target audience(s)
Adult learners; Employed adults; Unemployed adults; Older adults; Disadvantaged groups; Employers

Link https://www.bitc.org.uk/toolkit/the-mid-life-mot-getting-started-supporting-employees-to-plan-for-their-future/

4.3.7. Labour market information

There are notable trends in innovations using LMI, in response to advances in technology and more accessible data. The following examples illustrate how labour market data is made available to support careers work and is becoming integral into service delivery.

House of Skills, Netherlands

The House of Skills is seen as an innovative initiative implemented in the Amsterdam region, developing new instruments to match people to work in another sector based on their skills. The aim is to develop a careers programme for low skilled people to develop their employability, self-awareness and opportunity awareness. The instrument is a form of online matching using big data and AI to break down vacancies

into tasks and specific task profiles by working with companies. Individuals complete a skills assessment, which focuses on values, interests and soft skills, and the system delivers possible occupations that match the task profiles. The focus on skills is considered important as it mitigates the changing labour market and is a fluid concept as some occupations become obsolete. This was a key learning point from the project. It was concluded that matching people with jobs can be executed more adequately and efficiently when assessed on this micro-level of tasks and skills.

Actors and organisations
PES/PrES; Regional and local guidance providers (public sector); Employers; Education providers; Data providers

Target audience(s)
Unemployed adults; Older adults; Disadvantaged groups

Link https://houseofskillsregioamsterdam.nl/

Skills-OVATE: Skills Online Vacancy Analysis Tool for Europe

Cedefop have recently launched Skills-OVATE. This online vacancy analysis tool is an innovation in the field for careers and LLG and represents a way technology and big data can be used to support and enhance guidance services, as well as enable access to current LMI. Skills-OVATE offers detailed information on jobs and employer skill demands as requested in 32 million online job vacancies from the Czechia, Germany, Spain, France, Italy, Ireland and the United Kingdom. The tool provides LMI on occupations, skills, the structure of vacancies, intensity of skills and skills demands.

Actors and organisations
Employers; Education providers; Social partners; Non-government organisations; Data providers

Target audience(s)
Employers; Guidance providers; PES/PrES

Link http://www.cedefop.europa.eu/en/data-visualisations/skills-online-vacancies

LMI for All, UK

LMI for All is a database of UK labour market data. It connects and standardises existing sources of high quality, reliable labour market information. These data are made freely available via an Application Programming Interface (API) for use in websites and applications. LMI for All was developed to enable access in one place to a wide range of information relevant to careers decision-making for careers services. It was developed in the response to advances in technology and the Government's strategy to enable access to a range of datasets. It was also recognised that across the UK, there was a plethora of websites with partial, dated and poor LMI. The Government wanted to ensure that those accessing careers guidance services were receiving up-to-date, high quality and reliable LMI.

It was commissioned by the UK Commission for Employment and Skills (2012-2017) and has had more recent funding from the Department for Education. It is a government supported initiative. Data are linked together by occupation classified at the unit group 4-digit level of the 2010 Standard Occupational Classification (SOC). An index of around 28,000 job titles mapped to SOC enables the end-user to search for and access data of interest. The database includes data on: employment (historical, current, projected and replacement demand); pay and earnings; hours; unemployment rates; number and type of vacancies; higher education destinations; occupational

descriptions; plus occupational skills, knowledge, abilities and interests.
Actors and organisations National ministries; PES/PrES; Regional and local guidance providers (public sector); Private guidance providers; Employers; Education providers; Social partners; Professional associations; Non-government organisations; Third sector; Data providers
Target audience(s) School pupils; VET students; Higher Education students; Adult learners; Employed adults; Unemployed adults; Older adults; Disadvantaged groups; Employers
Link http://www.lmiforall.org.uk/ **Examples in practice** icould http://icould.com; BBC bitesize careers https://www.bbc.com/bitesize/careers; Float's Career Pathways https://www.career-pathways.co.uk/; RCU Ltd Labour market intelligence dashboard https://datahub.rcultd.co.uk/blocks/labour-market-information

4.3.8. ICT strategy and function

Whilst interviewees discussed virtual reality and games-based digital tools and their potential role in guidance services, there were few examples publicly available with many in the early stages of development or being piloted (Expert interviews 2, 5, 15). For instance, a digital assessment centre based on digital games was highlighted (Expert interview 2), as well as portfolios for adults (Expert interview 5).

The following example illustrated how ICT is being used to develop new ecosystems to support LLG service delivery.

JobTech, Sweden
The Swedish PES have piloted an ecosystem for career services. This open platform aims to generate common added value from the current fragmented information on skills needs and open job vacancies. The goal is to widen access to LMI from different actors and provide opportunities for the development and creation of new career services using this open data. For individuals this new approach provides an opportunity to meaningfully collect, analyse and categorise data from various sources. The platform acts as an enabler for partnership, co-operation and innovative use of the jointly generated knowledge on future skills needs. This access to information from different sources supports the individual career development process and generates greater added value than the same amount of information from parallel different sources. A standardised format in presenting the information makes it possible to utilise the same data in different services. The career professionals will have access to a joint platform and to quality assured career information and other service providers. The platform also generates evidence for the further development of the services when user patterns from the platform's information flows and usages are collected and analysed. This implies that the user anonymity and confidentiality are guaranteed in the analysis. The platform services range from pure information services to individualised online career services and support for career development. An open access to current and accurate LMI is a basis for all these activities (Expert workshop 2). The system aims to offer individuals a safe way to store and share personal career related data for relevant partners. For example, an individual would be able to send their CV to recruitment companies or employers. In generating a CV, individuals can draw their personal data from different sources to one folder to be sent to employers

alongside a job application. Using machine learning algorithms, the tool can scan the CV and match this with the most relevant skills which are needed in a job. This is a real time match with applicants and open jobs. The same information will also help those who write job ads. For applicants the system provides new information in addition to previously used personality tests as it scans the CV and job application and identifies the key skills of the applicant. The same tool can also identify which skills are missing in relation to the job ad. Thus, this tool can be used in guidance processes in designing individual competence development plans for adults. The machine learning algorithms explores at the same time jobs, competences and traits which are connected to the job ads and CVs.

Actors and organisations
National ministries; PES/PrES; Regional and local guidance providers (public sector); Private guidance providers; Employers; Education providers; Social partners; Non-government organisations; Data providers

Target audience(s)
Adult learners; Employed adults; Unemployed adults; Older adults; Disadvantaged groups; Employers

Link https://jobtechdev.se

Digital ecosystem, Finland

A digital ecosystem is being developed by the PES and Ministry of Education in Finland. This will link information together on employers and potential employees, thereby creating a system that should be able to link services for employers and employees, as well as supporting the unemployed in upskilling. They are also developing a unified guidance system (strands were previously separate). There is an online system where clients can also seek help from PES practitioners and career practitioners. The hope is to be able to use AI to generate suggestions as to what an individual should do next. The system is also developing a matching component, as there is a need to match labour market needs to upskilling and reskilling competencies. The system is being piloted, which may take three years. It is currently unknown what the next step will be.

Actors and organisations
National ministries; PES/PrES; Regional and local guidance providers (public sector); Private guidance providers; Employers; Education providers; Social partners; Non-government organisations; Third sector; Data providers

Target audience(s)
Adult learners; Employed adults; Unemployed adults; Older adults; Disadvantaged groups; Employers

Link early stages of development

eVejledning, online career services, Denmark

As part of their Danish strategy for lifelong learning, the Danish Ministry of education established in 2011 a National Digital Counselling Centre 'eVejledning' (eGuidance), hosted by the Ministry's National Agency for IT and Learning. The aim is to support the completion of youth education programmes and wider enrolment to tertiary education. In addition, the aim is to provide online services as a mainstream approach and release resources in other guidance services to young people with special needs. The eGuidance service can be reached seven days a week from morning to evening.

In addition to educational and labour market information and self-help resources the

eGuidance offers: Personal and individual career guidance and counselling via telephone, chat and email; collective career guidance and counselling via webinars and live-chat, and personal and collective career guidance and counselling via Facebook. The design of the services and the tools is based on career learning and the career professionals providing the online services have a targeted in-house training. eGuidance in Denmark has also developed a tailored communication model (the 4C model) in order to effectively facilitate and interact with their clients through a variety of virtual communication channels. The 4C model has been developed specifically to fit to virtual interactions and is based on well-known theories such as Egan, Rogers and Lindh. The 4C model involves four phases: contact-contract-communication-conclusion. Each phase entails a specific way of engaging with the client and has different objectives. The long-term goal in integrating ICT in career guidance and counselling is to enhance services and transform the career guidance and counselling services by combining and integrating different digital tools and functions. Based on the feedback on the services in general, the Ministry has expanded services and self-help tools for adults in order to create an overall integrated career provision for all age groups in the country.
Actors and organisations National ministries; Regional and local guidance providers (public sector); Non-government organisations
Target audience(s) School pupils; VET students; Higher Education students; Adult learners; Employed adults; Unemployed adults; Older adults; Disadvantaged groups
Link https://www.ug.dk/evejledning

Mijn loopbaan (Personal learning accounts and portfolios), Belgium
Technology is playing a significant role in how LLG services are being delivered and supported. For instance, 'Mijn loopbaan' - 'My Career', provided by the Flemish PES (VDAB) is an online system which allows users to make a fully personalised online portfolio. This portfolio allows them to keep track of their competences and qualifications, create their CV and upload it to an online platform used by employers. These portfolios are instrumental to successful cross service collaboration and case management. The system is connected to the job vacancy database and uses sophisticated matching techniques (e.g. based on competences). 'Mijn loopbaan' can also be used to search for multiple types of education and training opportunities. It provides also services for job-seekers who do not speak Dutch language or need help in recognition of foreign qualifications.
Actors and organisations PES/PrES; Regional and local guidance providers (public sector); Employers; Education providers
Target audience(s) Adult learners; Employed adults; Unemployed adults
Link https://www.vdab.be/mijnloopbaan

4.3.9. Evidence of impact of lifelong guidance

My Journey: Distance Travelled Tool, Ireland
My Journey is a validated tool that measures soft skills relevant to employment, education and training, and personal development. It was developed as part of the

Social Inclusion and Community Activation Programme (SICAP) by the Government of Ireland (Department of Rural and Community Development) and Pobal. Pobal, on behalf of Government, supports around 25 programmes that aim to help people find employment, progress into education, develop personally and connect with their local communities. It works with a wide range of people, including the long-term unemployed and the disadvantaged. The soft skills measurement tool, My Journey, is a distance travel model that measures five soft skill areas: literacy and numeracy confidence; confidence, goal setting and self-efficacy; communication skills; connection with others; and general work readiness. Those engaged in labour market programmes and caseworkers work together to identify goals specific to the individual, plan next steps and track progress to achieving these goals over time using the My Journey tool. The first part of the tool helps users assess their strengths in order to identify, with their caseworker, what areas they would like to work on using SICAP programmes or by getting a referral to other local support and providers. The overall aim is to support skills development as well as help improve services by identifying gaps in local support and training provision. My Journey was piloted and evaluated before its launch in early 2020. It has been noted that it has the potential to highlight good practice, support the sharing of learning, and demonstrate programme impact.
Actors and organisations National ministries; PES/PrES; Regional and local guidance providers (public sector); Private guidance providers; Education providers; Social partners; Professional associations; Community, informal, peers; Health and welfare providers; Non-government organisations; Third sector
Target audience(s) National authorities; Policy makers, managers and practitioners; Adult learners; Employed adults; Unemployed adults; Older adults; Disadvantaged groups
Link https://www.pobal.ie/programmes/social-inclusion-and-community-activation-programme-sicap-2018-2022/distance-travelled-tool/

4.4. Innovations in lifelong guidance: Trends and approaches

LLG provision and systems in the EU member states have different traditions and are at very different stages of development. One county's well-established LLG services or delivery modes might be a long-term strategic goal or an innovative practice for another country. When countries are initiating LLG systems or policies, early innovative practices typically relate to the support mechanisms for individuals in getting access to relevant information, making career choices, upskilling and in transition learning. Perceived innovation within contexts can focus on increasing the efficiency of the educational system, lowering the number of young people not in education or employment or supporting the long-term unemployed into work. In some countries, career development is connected to a wider development of the society, in reducing social inequity and polarisation of society, in fighting against discrimination, in meeting the demographic challenges, transforming the economy and in getting prepared for the future of work (Vuorinen, & Kettunen, 2019).

Several types of innovations were identified during the expert workshop discussions, including; digital innovations, job matching tools, portfolios, new types of urban centres

or spaces, as well as free and independent ways for stakeholders to interact. It was recognised that the transformation of services and the implementation of innovative tools and practice, requires different service providers to be brought together. This can be argued to impact and change the roles of other stakeholders, including teachers, practitioners, enterprises, trades unions and local administration and management. In some countries, the catalyst for innovations is noted to be the government in response to changing work patterns and predictions about the future of work.

By reviewing the innovations presented in section 4.3, key trends and approaches in the LLG ecosystem can be identified.

First, in terms of the **delivery of guidance**, the coordination of services is a key trend. The lifelong learning and guidance paradigms highlight the importance of integrating different services into a coordinated structure to support the normative and non-normative transitions, voluntary or otherwise, that citizens face throughout their lifespan. It can be argued that service users must be empowered to develop their career adaptability when faced with an ever-changing world. Additionally, service providers must be very attentive to the diversity of career challenges across the lifespan, when factors like age, gender, health and position in the workforce are taken into consideration.

The challenges to enhancing service delivery and tools for citizens are around supporting the development of personal agency through solution focused counselling. Importantly, it is about citizens acquiring CMS as a continuum within a lifelong and life-wide perspective, as well as developing career adaptability to support readiness, resilience and the resources to cope with transitions and the changing world of work. These are underpinned by the need for citizens' learning and development to achieve these objectives. This underscores the importance of the inter-relationship between systems of lifelong learning and LLG. In order to improve the effectiveness of both systems, guidance needs to help citizens choose and access suitable further learning opportunities. Hence, career guidance needs to continue to evolve to support transitions between learning and work in ways which also support lifelong learning.

Second, technological developments and the internet are broadening opportunities for individuals, changing behaviours in favour of those with digital skills and competences. The **operationalisation of technology** is driving changes in the LLG ecosystem whether it is enabling access to information, providing a means by which to communicate or changing the way services are delivered. For example, individuals are becoming increasingly proactive in their job search, with social media now commonly used as individuals explore and acquire information about education, training and work opportunities. Inherent in this development are challenges for those designing and delivering LLG services. For instance, the digital divide means that there are implications for those who do not have the skills or technology to access or an understanding on how to present themselves on this kind of platform.

ICT is becoming well **integrated into the delivery** of services to support all stakeholders. The uses of ICT range from management information systems that track and monitor service users, to widening access to those who may not otherwise be able to take advantage of services, to support collaborative career learning and co-careering (career development in a many-to-many online environment). The ubiquitous nature of ICT also creates challenges in terms of the need to develop new practices and perspectives creating a paradigm shift in how career guidance can be delivered. For instance, the emergence of social media provides an impetus for paradigm change and

reform, expanding from career guidance to co-careering, where shared expertise and meaningful co-construction of career related knowledge takes place online among community members. This new communal approach challenges career guidance providers to reflect on and develop their culture, both at work and across organisations and networks. Significantly, there is a need to exploit the potential of technological developments and integrate their use into all aspects of service delivery, for example, increasing the personalisation of information and flexibility of delivery methods.

There is a need for creative and innovative thinking on how technology can help deliver coordinated, flexible and personalised LLG provision. However, delivering such services for all citizens in an effective and efficient manner necessitates policy coherence, partnerships, careers and LMI sharing, service professionalisation and integration. Systems of e-Governance are necessary to provide better access and coherence of services to citizens. Support to achieve these goals should be a priority. Digital services are successful inasmuch as they respond to users' needs, so local targeting and adequate assessment strategies are suggested. An integrated national strategy for the development of digital services to citizens would be a great advantage (Moreno da Fonseca & Chatzichristou, 2019). Enhancing the synergies among different guidance actors and stakeholders at national, regional and local levels should be prioritised to ensure a common vision, leadership, support and strategic path for implementation of ICT in guidance services. The use of ICT in guidance services needs to be integrated in national eGovernance strategies.

The **provision of LMI** as part of LLG systems is well established and is used in a variety of ways to support services. LMI can be seen to be critical for supporting those delivering LLG services and educating recipients of guidance about the labour market, and current and future employment prospects. Effective delivery of LMI is supported by professional career services, trained to mediate LMI objectively and ethically. Big and open data, together with developments in data processing and AI will provide greater opportunities to provide information that will help individuals make more informed career and learning decisions. However, there is a need to ensure that data are of high quality and from impartial sources. Co-operation between the key stakeholders (ministries, services providers, technicians, data analysts) are needed to develop national mechanisms in collecting, maintaining and disseminating reliable LMI. However, investment in the development of comprehensive LMI databases and technological infrastructure is required, and is evident at a national and EU level. Findings from Cedefop research (2016b) regarding the successful integration and use of LMI in guidance is useful as it informs thinking about how this may be achieved, some points include: acknowledgement that intervention by qualified guidance practitioners is a necessary criteria for LMI delivery; LMI production, selection and usage are more effective when client-driven; and stakeholder cooperation and networking in gathering and critically using relevant LMI are essential.

It is suggested that innovations in guidance should be connected to innovations in generating flexible learning opportunities. It is considered necessary to examine whether AI development could support the work of practitioners. However, the importance of maintaining human interaction in service delivery is stressed to not only mediate information, but to also support those who are not digitally literate. The idea of crowdsourcing has also been highlighted to better understand the labour market and skills needs as part of an LMI system. However, it should be recognised that there is a need to transform the role of practitioners in the wider use of technology and LMI. Thus, promoting the idea of co-careering (using social media to share expertise and meaningful co-construction of career issues take place among community members) as a new

practice. A major concern is that there is a risk of being too innovative and exclude those who have low digital literacy, are low skilled, low qualified or living in remote areas with limited access to services.

It is further suggested that it is necessary to create innovations which help individuals track their own progress. This suggests that technology has a role to play and new tools and measures are needed for progress to be mapped and recorded. Therefore, there is a new role for vocational support to help individuals be self-sufficient and a need for innovative approaches to assessment and measurement. Finally, there was much discussion in the workshop on services that address the well-being, in terms of emotional and psychological needs, of individuals as well as support their career development as part of a LLG system. Overall, it was agreed that innovation in practice has resulted in the widening role of practitioners and a transformation of career guidance. However, it is important to note that the role of other actors in a system of LLG needs to transform as well, including employers and trade unions. The integration of national LLG strategies and legislation is needed to support innovative practice and the development of new tools.

Within the framework of the European Union, many innovations in guidance have emerged through EU funded projects e.g. under different strands of Erasmus+ programme. A common use of EU funds has been in the development of guidance services with specific target groups. National level guidance related projects were found to be funded by the European Social Fund. However, experts noted that on European level there could be more consistent information on existing projects to prevent 'reinventing of wheels' and to bring together such projects to share learning and good practice.

5. CONCLUSIONS AND RECOMMENDATIONS

The section sets out the conclusions of this study drawing together and analysing evidence with a focus on some of the 11 features of a lifelong guidance system. This is proceeded by a list of recommendations for EU action.

5.1. Features of lifelong guidance: Conclusions

At the EU level, LLG is a shared policy responsibility across the education, training, youth, employment and social affairs policy fields. At national level, a significant number of member states were found to have **LLG embedded in education or employment legislation** with a number setting out citizen's entitlement to guidance within services. Only a few member states were found to have specific LLG legislation. Another approach was identified to steer and monitor the implementation of services through standards or certification of professionals with some member states having legally defined qualifications of career practitioners. Whilst it is recognised that member states have legislation on practitioner qualifications, there is a need to follow up on how this is implemented as it can be within rather than across contexts.

At national and regional levels strong **strategic leadership** in LLG policy development with stakeholder involvement was found to help overcome policy fragmentation. It was also found to reduce duplication of efforts and promote the efficiency of investments in LLG services and products. Citizen entitlements to LLG and user needs were found to be used as policy levers in order to facilitate continuity of services across contexts over the life-span. As there are differences in how member states construct LLG policies and services, there is a suggestion for continued EU support in positioning LLG in wider EU policy developments.

At the national level, it was evident that where LLG policies did not have statutory underpinning, it was generally more difficult for them to be connected to other national strategies. At EU, national, regional, local and sectoral level more needs to be done to improve dialogue and communication involving key stakeholders in public administration, social partners and civil society. Where this was not in place it was found to limit the impact of LLG, including its capacity to support learning and the effectiveness of policy. It was found that effective mechanisms that foster **cooperation and coordination**, both at EU and national levels, are not always as strong as they could be. Evidence suggests that there is potential to develop processes that foster national mutual learning and networking systems, as exemplified in the PES network.

In many member states, the **delivery of guidance services** was often found to be fragmented, with services only established for specific cohorts or targeted groups. The fragmentation of the sector is seen as a major structural deterrent to any coherent policy recommendation. It is important to note that examples were found where countries have holistic and seamless delivery models where there is strong collaboration and coordination between the different guidance service providers. E-guidance is helping some member states transform the delivery of their services and creating more seamless delivery.

In countries where LLG services are publicly funded, they are consequently vulnerable to political changes and the vagaries of funding mechanisms. Emerging models of delivery with mixed **funding mechanisms** (using, for example, vouchers or personal credits), involving combinations of, for example, social enterprises, the third sector, the private sector, sometimes with individuals also making a financial contribution were found.

The **scope of provision** in different guidance contexts was found to vary according to where LLG provision and services are situated in a national context. However, there was significant agreement on the desirability of linking lifelong guidance and lifelong learning and of providing continuity between different contexts for guidance delivery. Cross-sectoral guidance initiatives that epitomise new ecosystems in LLG services involve innovative approaches by LLG practitioners, as well as facilitate shared responsibility, co-production of services and sharing of outputs across different guidance contexts.

There is significant evidence that illuminates innovative practice relating to the empowerment of citizens to develop their career adaptability and CMS. These are seen as key to enabling citizens to manage an ever-changing labour market, but they are not widely implemented in practice and seldom acknowledged in frameworks, programmes and learning outcomes.

Increasingly, **labour market information** are being embedded in guidance systems across different national contexts, using innovative technologies, to support those advising and guiding citizens within LLG ecosystems to navigate the labour market more effectively; understand occupational change and skills dynamics; and find jobs and training opportunities more easily. However, there was noted to be a lack of professional support to understand and use this information, as well as inadequacy of information across many contexts.

Evidence found that guidance delivery models are changing in response to the development of **ICT strategies and the operationalisation of ICT** in service delivery. Whilst lots of innovative practice using ICT was found in member states with more developed guidance systems, there was little evidence of member states providing long-term investment in technical infrastructures and workforce development. Evidence suggests that open, integrated and multi-dimensional strategies, together with the supporting infrastructure necessary for the development and implementation of coherent and comprehensive digital guidance services for all citizens across the life-course is needed.

Across the EU professional associations were found to have important roles in raising and maintaining the **professionalisation** of the LLG workforce. It was found that member states with more structured national co-ordination of the guidance services have been able to integrate training and research more systemically by working with professional associations. For instance, this has included focusing on multi-professional and cross-disciplinary teamwork, creating dialogue between stakeholders and establishing work-based learning pathways for practitioners. However, there is a general lack of commitment to shared guidelines on qualification levels, robust and mandatory CPD to support theory, skills and knowledge development and/or impartial mechanisms to hold professionals to account.

Evidence suggests that there is a need to improve the **monitoring of the inputs and outcomes of LLG** at EU level, with involvement of representatives from education, employment, youth, social partners, the research community and ministries. The lack of such measures can perpetuate vulnerabilities of the system as there may be less commitment to LLG services. Associated with this finding, guidance on implementing new measures of impact for guidance services (such as measures of soft outcomes and distance travelled models) and activities across different contexts to support the delivery of LLG and promote innovations similarly need to be strengthened, but there is evidence of new models and measures being developed.

5.2. Recommendations

1. With a view to improving the profile and status of LLG, the Commission should explore with member states how to give a fresh policy impetus to LLG within

education, training, youth and employment policies. It is important that this has an emphasis on professionalism and quality.

2. The Commission should promote coordination and cooperation at national, regional, local and sectoral level in the provision of LLG by setting up effective arrangements for communication, exchange and consultation among all relevant stakeholders at EU level.

3. The Commission, in consultation and cooperation with member states, should explore whether LLG initiatives that cut across contexts could help establish coherent LLG systems available to all citizens throughout their lifespan leading to a better delivery of LLG.

4. To maximise improvements to the delivery of high quality LLG, the Commission, in consultation and cooperation with member states, should develop procedures to produce synergies between and harness and maximise mutual learning from LLG networks, fora and EU funded projects. The aim would be to improve the quality of LLG services, exploit the potential of ICT for use in e-guidance services, integrate LMI, explore new funding mechanisms, plus embed professionalism and professionalisation. Learning should be promoted at national, regional, local and sectoral level.

5. The Commission should explore with member states opportunities to empower citizens to develop learning outcomes linked to career adaptability and CMS that enable them to navigate an ever-changing labour market.

6. Open access and user-friendly statistical data is needed at a national level in order to increase the utility and granularity of data to serve the regional and local level. These data also need to include LMI to support the EU's Green Deal, such as information on green skills and green jobs. It is worth considering that any directive or resolution issued on the matter of career relevant LMI data needs to take practitioner CPD into consideration, as they require support in the interpretation and application of such data in practice.

7. Long-term professional integration and citizen empowerment in the use of digital technologies is often not a priority, and greater investment in technical infrastructures and workforce development is often needed at national level in order to support more effective use of ICT in LLG. The Commission should, in consultation and cooperation with member states, support the investment and development of e-guidance services. This consultations could be enhanced with learning from member states who are systemising the use of ICT and have developed e-guidance services.

8. To improve the monitoring of outcomes and impact of LLG (such as the adoption of new measures of soft outcomes and distance travelled) and to encourage the adoption of minimum monitoring standards to support dialogue, the Commission should ensure effective exchange, consultation and communication arrangements amongst relevant stakeholders are established at the EU level and promote similar approaches at national, regional and sectoral levels.

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ANNEX 1 APPROACH TO THE STUDY

For this study, a mixed methods approach was adopted using primary qualitative research methods and secondary desk research, complemented and extended by consultations with experts and key stakeholders. The study comprised four interrelated tasks, including:

- Task 1 – Information gathering, analysis and synthesis to develop a high-level, informative overview of impact and visibility of lifelong guidance policy and activities in the EU, focusing on systems and structures.
- Task 2 – Information collection and synthesis of information on recent advancements in lifelong guidance practices.
- Task 3 – Gathering stakeholder feedback on the future of lifelong guidance.
- Task 4 – Development of conclusions and policy recommendations.

This study was given ethical approval by the Humanities and Social Sciences Research Ethics Sub-Committee of the University of Warwick.

Task 1: Information gathering, analysis and synthesis

The first task was a review of policy, academic and grey literature on the systems and structures of lifelong guidance policy and activities in the EU. In line with the brief, the aim of the comprehensive review was to explore the impact and visibility of lifelong guidance at a local, regional, national and EU level drawing on international evidence where appropriate and relevant. The aim of the review was to provide a baseline understanding of systems, actors and recent activities in the area of lifelong guidance.

The review covered the most relevant published and grey scientific and policy literature over the last 10 years, as well as older reviews of the evidence such as those produced by the ELGPN, Cedefop, Euroguidance, ICDPP and European Commission. Geographically, the review covered the EU member states and a range of other countries worldwide, including for example Australia, New Zealand, South Africa and the USA. The review was undertaken using an established methodology that provided a framework within which to conduct a comprehensive review. A wide range of databases and evidence sources via the University of Warwick and University of Jyväskylä were accessed, alongside the team's own research base.

Task 2: Information collection and synthesis of information on recent advancements in lifelong guidance

The second task similarly comprised a review with a focus on the collection and synthesis of information on recent advancements in lifelong guidance practices in the EU. Whilst information for Task 2 was sought during Task 1 through extending the search strategy, this task focused more on collecting information from grey and practitioner literature (as new advancements are less likely to be documented in academic literature). Evidence was sought from a range of relevant websites, representative groups and forums active in the area of lifelong guidance, and NGOs in the field of lifelong guidance. International examples were also sought and included where relevant. Key to this search was less systematic ways of finding information, such as 'snow-balling' reference search and personal recommendations from experts. Tasks 1 and 2 were extended and complemented with key stakeholder and expert interviews as detailed in Task 3.

Task 3: Gathering stakeholder feedback

The purpose of Task 3 was to focus on gathering stakeholder feedback on the future of lifelong guidance building on the information and knowledge of advancements and innovations identified in Task 2. The aim was to gather information and feedback on:

- The future of lifelong guidance, including identification of the elements of effective and relevant lifelong guidance;
- Gaps and areas for further development, co-operation and co-ordination in lifelong guidance (that could form the basis for subsequent EU action).

Thirty semi-structured interviews were undertaken with experts from across the EU and internationally in the field of lifelong guidance. Categories of stakeholders were identified from a cross section of contexts with a range of expertise and experience (see Table A2.1, below). This categorisation of experts guided the sample and those asked to participate in the study. The sample was drawn from the existing networks and contacts.

The interview guide informed by the literature was developed in consultation with the project steering group. It comprised questions under 10 themes:

1. Identification of typical organisation of national lifelong guidance systems;
2. Lifelong guidance policies, legislation and strategies;
3. Systems and structures of lifelong guidance;
4. Coordination and cooperation in lifelong guidance;
5. Delivery and funding mechanisms;
6. Approaches and methodologies developed to respond to changes in the labour market or to reach specific target groups;
7. The use of technology in lifelong guidance services;
8. Interesting and innovative activities/practices;
9. Impact of lifelong guidance policy and activities; and
10. Information gaps to develop a complete understanding of lifelong guidance.

All interviewees were provided with a participant information leaflet with information on the project and asked to sign a consent form prior to the interview. Interviews were variously undertaken by telephone, videoconference and face-to-face, and lasted between 45-75 minutes. Interviews were undertaken in English, Finnish and German. Where permission was granted, interviews were recorded. All data were anonymised when an extended summary of the interview was produced for analysis. Each interviewee was given a unique identifier, such as 'Expert interview 10' and 'Expert interview 16'.

In addition to expert interviews, two expert workshops were organised as part of Task 3. A synopsis of these workshops is provided in Annex 3. Where evidence from the workshops have been included 'Expert workshop 1' or 'Expert workshop 2' is referenced.

All data were inductively analysed, which resulted in an analytical framework. Using this framework key features and dimensions of a LLG system were identified.

Task 4: Development of conclusions and policy recommendations.

The purpose of Task 4 was the development of conclusions and policy recommendations for the study. Information and evidence gathered during Tasks 1-3 was analysed and synthesised.

ANNEX 2 SYNOPSIS OF THE STAKEHOLDER EXPERT INTERVIEWS

Interviewees represented 14 EU member states. Four EU level representatives were also interviewed, plus a guidance project lead representing seven EU member states (France, Germany, Italy, Lithuania, Romania, Spain, and Switzerland). Interviews were undertaken with international experts from Australia, Iceland, Switzerland and the USA, as they were identified as having innovative systems of training guidance practitioners to ensure coordinated service delivering and practices using technology. Table A2.1, below, provides a breakdown of the interviewees by category.

Table A2.1: Interviews completed by category

Group	Category	Number of interviews completed
A	EU and national level stakeholders - Policy makers (i.e. DGs, Cedefop, ILO, OECD)	3
B	EU and national level stakeholders - Professional associations (i.e. IAEVG, CDI)	2
C	EU and national level stakeholders - Public employment services	5
D	EU and national level stakeholders - Education and training providers	2
E	Experts from lifelong guidance communities & networks at EU & national level - Academics and researchers	3
F	Experts from lifelong guidance communities & networks at EU & national level - Participants in relevant networks (CareersNet, Euroguidance, etc.)	5
G	HR and career guidance experts from the employment/recruitment sector, private employment services	2
H	Experts and practitioners on use of technology in careers guidance	3
I	Social Partners	3
J	Contributors to ongoing EU projects on guidance	2
Total		**30**

ANNEX 3 SYNOPSIS OF EXPERT WORKSHOPS

Two expert workshops were organised as part of the study. The aim of the first workshop was to extend the information gathered from the literature review and interviews, stimulate discussion and debates on lifelong guidance policy and practice. Whilst the aim of the second was to gather feedback on draft findings and conclusions. A background paper was provided to participants prior to the workshop to ensure a shared understanding of the study, its scope and aims and the concepts used.

Across the two workshops, 42 experts (including the project steering group) contributed from across the EU representing a range of organisations including: public and private employment service, national ministries, professional associations and bodies, employer organisations, supra-national organisations, social partners and the education sector, as well as careers practitioners and researchers (see Table A3.1 below for a breakdown). These experts represented 14 EU member states, whilst several represented EU level organisations.

Table A3.1: Experts participating in the workshops by category

Group	Category	Number of experts
A	EU and national level stakeholders - Policy makers (i.e. DGs, Cedefop, ILO, OECD)	13
B	EU and national level stakeholders - Professional associations (i.e. IAEVG, CDI)	2
C	EU and national level stakeholders - Public employment services	6
D	EU and national level stakeholders - Education and training providers	2
E	Experts from lifelong guidance communities & networks at EU & national level - Academics and researchers	6
F	Experts from lifelong guidance communities & networks at EU & national level - Participants in relevant networks (CareersNet, Euroguidance, etc.)	3
G	HR and career guidance experts from the employment/recruitment sector, private employment services	1
H	Experts and practitioners on use of technology in careers guidance	2
I	Social Partners	2
J	Contributors to ongoing EU projects on guidance	5
Total		**42**

Expert workshop 1, 15 May 2019 – Brussels, Belgium

The first expert workshop was organised around three central themes of lifelong guidance: activities and actors involved in lifelong guidance; strategic leadership and cooperation of actors at the national and EU level; and key features for effective and relevant lifelong guidance services. Each thematic session included short presentations from experts to stimulate the small group discussions which followed the presentations.

Presentations were made by:

- Tomas Sprlak, Association for Career Guidance and Career Development (ZKPRK), Slovenia – 'Roles, actors and practices in lifelong guidance in new EU member states'
- Jiri Branka, Cedefop – 'Real time LMI and vacancy analysis for careers'
- Teija Felt, Finnish Ministry of Employment and the Economy, Finland – ''Strategic leadership and cooperation at the national and EU level – case Finland
- Professor Peter Weber, University of Applied Labour Studies, Germany – 'Lifelong guidance policy and practice in Germany: Some trends, challenges and opportunities'
- Jouke Post, Saxion University of Applied Sciences, Netherlands and David Meulemans, VDAB, Belgium – 'Career vouchers and career-checks: viable instruments for a future-proof workforce? Lessons learned and future challenges from Belgium and the Netherlands'

For the small group discussions, the group was split into three smaller groups with a member of the project team leading the discussion and one taking notes. A member of each small group reported back to the wider group with one or two key points from their discussion. A fourth theme on the future of lifelong guidance services was posed as a question in which participants were able to contribute to throughout the day on post-it notes.

Thematic session 1, *Activities and actors involved in lifelong guidance*, discussions were explored through two guiding questions: how and in what ways have the roles of actors changed in lifelong guidance and what new and innovative guidance practice and tools are emerging? A range of actors were identified as operating in the field of guidance, but health and well-being professionals, and data providers were considered two new key actors in the field. There was much discussion on the importance of EU level support and guidance and the role it plays at the national level in developing and maintaining systems as well as promoting innovative activity and practice. The discussion focused on the changing role of national and EU actors. Several types of innovations were identified in the discussions, digital innovations, job matching tools, portfolios, new types of urban centres or spaces, as well as free and independent ways for stakeholders to interact. It was recognised that the transformation of services and the implementation of innovative tools and practice, requires different service providers to be brought together. This was argued to impact and change the roles of other stakeholders, including teachers, practitioners, enterprises and local administration and management. In some countries, the catalyst for innovations was noted to be the government and trade unions.

Thematic session 2, *Strategic leadership and cooperation at the national and EU level*, was explored through two guiding questions: how to facilitate strategic leadership and cooperation of lifelong guidance activities and systems and at what level should this cooperation occur to secure maximum impact? The main discussion on strategic leadership focused on specific areas that needed strengthening, including recognising the importance of lifelong guidance in policy, cross-sectoral approaches, monitoring outcomes, multi-directional communication and strategic leadership.

Thematic session 3, *Key features for effective and relevant lifelong guidance services*, discussions were explored through the two questions: what are the key features and resources required to provide effective lifelong guidance and can these be shared across the EU?; and how should these features evolve to meet user needs? A range of features and resources required to provide an effective lifelong guidance system was debated, including joint agendas and goal settings, multi-layer systems aimed at supporting individuals throughout the life-course, labour market information, and agreement on common features connected to national guidance strategies and quality standards. The main discussion on how systems needed to evolve was not only focussed on changing practice to provide a more holistic, multi-disciplinary approach, but a recognition that

wider systems and stakeholders needed to evolve. It was suggested that there needed to be greater emphasis on life and career pathways to increase awareness of opportunities and the value of soft skills in transitions. The final discussion was on greater exploration of services modes which engage the users and stakeholders in co-constructing the career issues, co-careering.

Expert workshop 2, 1 October 2019 – Brussels, Belgium

The second workshop was focused on the features of a LLG system (see section 3.1) with a focus on five key features in the morning session with complementary presentations and six in the afternoon. Presentations were made by:

- Erno Hyvönen, Finnish Ministry of Education and Culture, Finland – 'Reform of VET and how it supports lifelong learning'
- David Brunius, Swedish Public Employment Service, Sweden – 'The Swedish PES Ecosystem'
- Eamonn Davern, AEIDL, Belgium – 'Supporting long term unemployed'
- Jennifer McKenzie, NGCE, Ireland – 'Developing standards in guidance in Ireland'

The key questions for the project were: How should lifelong guidance evolve and what cooperation should be supported at European level? Discussions were wide-ranging but included the following:

- Opportunities to influence before new Commission is implemented.
- Links to the Pillar of Social Rights – the right to lifelong learning and the right to active support for transitions in the labour market.
- Exploring the possibility of individual learning accounts model.
- Importance of wider eco-system of guidance and the range of actors.
- Out-placement organisations can offer former employees at least eight hours of support, although individuals sometimes come back for further support.
- Finland upskilling pathways involve three steps: skills assessment (then modules and/or qualifications); learning offer; validation and recognition of learning. New system means recruitment of guidance counsellors and teachers' jobs will involve more guidance. Learners take whole qualifications in the main. Trained career teachers are supporting other teachers. Learners could also use one stop centres or contact higher education directly. System has good support from employers. VET providers have a role in economic development through regional economic council etc. (VET provider and council both run by local municipality).
- Swedish PES ecosystem: Job Tech development involves open data and open source and a digital infrastructure (should overcome current digital service silos). Creating an ecosystem of actors with PES as main actor – to support an effective labour market. Developers get access to different databases: job title and skills taxonomy; jobtech jobs open recruitment data (95% of job ads c.f. 35% on previous PES model); jobtech career data (individuals can share); jobtech search engine; jobtech store. There are also machine learning projects, with job scanner using machine learning algorithms.
- High level mapping tool: feedback was given on key features, which have now been incorporated in model in the final report. The point was made that the model should not be viewed as outlining an explanatory structure. Rather it should be regarded more as a vehicle for discussion.

Ideas from other contributions have been incorporated directly in the final report.

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