

**This is an electronic reprint of the original article.
This reprint *may differ* from the original in pagination and typographic detail.**

Author(s): Vuorinen, Raimo; Watts, Tony; Borbély-Pecze, Tibor Bors; Hooley, Tristram; McCarthy, John; Halmiala, Marjo; Ruusuvirta, Outi

Title: European lifelong guidance policies : progress report 2013-14 : a report on the work of the European Lifelong Guidance Policy Network 2013-14

Year: 2014

Version:

Please cite the original version:

Vuorinen, R., Watts, T., Borbély-Pecze, T. B., Hooley, T., McCarthy, J., Halmiala, M., & Ruusuvirta, O. (2014). European lifelong guidance policies : progress report 2013-14 : a report on the work of the European Lifelong Guidance Policy Network 2013-14. University of Jyväskylä. <http://www.elgpn.eu/publications/browse-by-language/english/elgpn-progress-report-2013-2014/>

All material supplied via JYX is protected by copyright and other intellectual property rights, and duplication or sale of all or part of any of the repository collections is not permitted, except that material may be duplicated by you for your research use or educational purposes in electronic or print form. You must obtain permission for any other use. Electronic or print copies may not be offered, whether for sale or otherwise to anyone who is not an authorised user.

A REPORT ON THE WORK OF THE EUROPEAN LIFELONG GUIDANCE POLICY NETWORK 2013–14



European Lifelong Guidance Policies: Progress Report 2013–14

A report on the work of the European
Lifelong Guidance Policy Network 2013–14



This is an independent report prepared by the European Lifelong Guidance Policy Network (ELGPN), a Member State network in receipt of EU financial support under the Lifelong Learning Programme. The views expressed are those of ELGPN and do not necessarily reflect the official position of the European Commission or any person acting on behalf of the Commission.

© The European Lifelong Guidance Policy Network (ELGPN)

Co-ordinator 2013–14:
University of Jyväskylä, Finland
Finnish Institute for Educational Research (FIER)
<http://elgpn.eu>
elgpn@ju.fi

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

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

ISBN 978-951-39-5831-2 (printed version)
ISBN 978-951-39-5832-9 (pdf)

Printed by Saarijärven Offset Oy
Saarijärvi, Finland 2014

Contents

Executive summary	5
Acknowledgements	9
1. Structure, processes and activities of the ELGPN 2013–14	11
2. Policy implementation	15
2.1 Country implementation activities.....	15
2.2 Policy Review Cluster 1: All Resource Kit priorities.....	19
2.3 Policy Review Cluster 2: Career management skills.....	21
2.4 Policy Review Cluster 3+4: Widening access; co-operation and co-ordination.....	23
2.5 Policy Review Cluster 5: Quality assurance and evidence base.....	24
3. EU Policy Developments	29
3.1 Rationale.....	29
3.2 Education policies.....	30
3.3 European Area for Skills and Qualifications (EASQ).....	0
3.4 Interoperability tools for mobility.....	31
3.5 Schools.....	33
3.6 Initial vocational education and training (IVET).....	33
3.7 Higher education	34
3.8 Adult education and continuing vocational education and training (CVET)	35
3.9 Employment policies (including role of Public Employment Services).....	35
3.10 Social inclusion policies	36
3.11 Youth Guarantee Initiative	37

4. The Evidence Guide	39
5. EU Guidelines	43
6. Evaluation of 2013–14 Work Programme	47
7. Impact evaluation of ELGPN 2008–14	51
8. Future structured European co-operation	57
Annexes	
Annex 1: Composition of national ELGPN delegations 2013–14	61
Annex 2: ELGPN member-countries’ and partner organisations’ contributions to ELGPN activities 2013–14	67
Annex 3: ELGPN meetings 2013–14	69
Annex 4: Lifelong guidance elements of Youth Guarantee Initiative implementation plans	70
Annex 5: Evidence Guide brief summary	73
Annex 6: Notes on policy implementation	75
Annex 7: Perceived added value of ELGPN to member-countries 2008-14	78

Executive summary

The European Lifelong Guidance Policy Network (ELGPN) aims to assist the European Union Member States (and the neighbouring countries eligible for the Lifelong Learning Programme) and the European Commission in developing European co-operation on lifelong guidance in both the education and the employment sectors. Its purpose is to promote co-operation and systems development at member-country level in implementing the priorities identified in the EU Resolutions on Lifelong Guidance (2004; 2008). The Network was established by the Member States; the Commission has supported its activities under the Lifelong Learning Programme 2007-14. As a Member-State-driven network, it also represents an innovative form of the Open Method of Co-ordination within the European Union (EU), which could be applicable in other areas too.

ELGPN was formally established in December 2007. The first six years of ELGPN (2007-12) created active collaboration between relevant governmental and non-governmental bodies across ELGPN member-countries and other relevant networks, as well as with the relevant units of DG EAC and DG EMPL, in

support of the development and implementation of European lifelong guidance systems and policies and of related economic, social and political goals. The present report covers the Network activities during its fourth Work Programme, in 2013-14.

Section 1 outlines the structure, processes and activities of ELGPN. It describes its origins and evolution, the rationale for the 2013-14 Work Programme, and the processes through which the programme was implemented. It notes that while maintaining a cross-cutting approach to lifelong guidance policy development across policy fields, the aim of the programme has been to deepen the previous work on the four ELGPN themes (career management skills; access; quality and evidence; co-operation and co-ordination) and also to deepen the interface with six policy fields (schools; VET; higher education; adult education; employment; social inclusion). In addition, it focused on assisting the policy adaptation and implementation processes of the member-countries at national, regional and local levels, using the ELGPN products (Resource Kit, Glossary, Concept Notes etc.) and providing opportunities during the

Network meetings for discussion and reflection on ongoing and planned national developments.

Section 2 reports on the progress of policy adaptation and implementation processes of the member-countries at national, regional and local levels and how this was supported by four Policy Review Clusters (PRCs). The analysis of the country implementation activities is presented in Section 2.1 in relation to the ELGPN Continuous Improvement Cycle, which was developed in the course of the PRC meetings. The country implementation reports demonstrate impressive progress in most countries, providing a basis for revision and extension of the ELGPN Toolbox, and subsequently for further iterations of the Cycle, supporting development of more effective lifelong guidance provision for citizens in the member-countries.

Sections 2.2-2.5 report the work of each Policy Review Cluster, with more detailed descriptions of national activities, plus key conclusions with implications for further structured European co-operation in lifelong guidance practice and policy development.

Section 2.2 reports the work of Policy Review Cluster 1 on All Resource Kit Priorities. Key conclusions include:

- The need for customisation and adaptation rather than mere translation of the Resource Kit has been important for a number of reasons, as languages, concepts, structures, and the history of guidance differ considerably across Europe.
- All this needs to be taken into account when comparing the impact, across member-countries, of ELGPN and its products such as the Resource Kit.

PRC1 chose also to focus particular attention on teacher training for career guidance and on funding of lifelong guidance services. It pointed to the need for stronger curricular responses to current youth education and youth employment challenges, and for increased professionalisation of school-based career guidance/career education.

Section 2.3 reports the work of Policy Review Cluster 2 on Career Management Skills. Key conclusions include:

- For many countries, 2013-14 has been an important period for progress in developing and implementing CMS-related policies in relevant new legislation or in national strategies.
- In general, policy development and implementation on CMS in the various sectors has progressed well in PRC2 member-countries during 2013-14, despite diverse hurdles.
- Reaching the key persons at steering level, and involving them and other stakeholders at all levels, has proved difficult.
- Co-operation across sectors regarding CMS is at an early stage in most countries.

Section 2.4 reports the work of Policy Review Clusters 3+4 on Widening Access and on Co-operation and Co-ordination. Key conclusions include:

- In all countries with national lifelong guidance fora or other co-operation/co-ordination mechanisms, these fora/mechanisms played a key role in disseminating and utilising the Resource Kit, including identifying gaps and next policy steps.
- Collecting good/interesting practices in adapting the Kit and using it in policy development and implementation needs to be a continuing process.
- Cross-sectoral collaboration across the education and employment sectors remains a challenge in many countries.

Section 2.5 reports the work of Policy Review Cluster 5 on Quality Assurance and Evidence Base. Key conclusions include:

- Countries have reached different stages in quality assurance and evidence-based systems development related to lifelong guidance. A priority

should be to stimulate policy dialogue on the purpose of the ELGPN Quality Assurance and Evidence (QAE) Framework, the regularity of data assimilation, and issues facilitating and/or hindering progress in the implementation of the Framework.

Section 3 reports on EU policy developments related to lifelong guidance. It outlines the components of the Europe 2020 Strategy which are relevant to lifelong guidance, including its headline targets and flagship initiatives. The key policy documents and actions are then outlined in detail, in relation to schools (Section 3.5), VET (Section 3.6), higher education (Section 3.7), adult education (Section 3.8), employment (Section 3.9), social inclusion (Section 3.10) and the Youth Guarantee Initiative (Section 3.11).

Section 4 reports on the development of the ELGPN Evidence Guide, which seeks to synthesise the existing international research base on the impact of lifelong guidance, including its educational outcomes, economic and employment outcomes, and social outcomes. The Guide builds on the work undertaken by ELGPN during 2008-14, including the QAE Framework. It suggests that guidance is most effective when it is conceived as a lifelong system and that policy-makers should continue to develop the evidence base to ensure that policies are based on the best evidence available.

Section 5 reports on the process of developing EU Guidelines for Lifelong Guidance Systems and Policy Development. Since 2004, two Council Resolutions on lifelong guidance have indicated directions for the better integration of lifelong guidance to lifelong learning strategies. However, a need has emerged for a more broad-ranging policy and systems reference tool for career guidance at EU level that covers transversal issues (career guidance issues in common to education, training and employment) and sector-specific issues, and that encompasses a broader range of policy areas than those prioritised in the two Resolutions. Work has started within ELGPN on develop-

ing such a tool: progress to date is reported.

Section 6 reports on the ELGPN evaluation strategy and on the main evaluation results at two levels: organisational process and meeting outcomes evaluation; and mutual learning and impact evaluation. Overall, the ELGPN members appear satisfied with the organisational and co-ordination aspects of the ELGPN and see their participation in the Network and its activities as being very worthwhile.

Section 7 reports on the ELGPN impact evaluation, which was integrated into the ELGPN Continuous Improvement Cycle presented in Section 2. At national level the evaluation focused on the ELGPN influence and success factors for impact on national policies in related policy fields which have an interface with lifelong guidance (e.g. lifelong learning, employment, social inclusion). A second focus was on the communication and co-operation processes between different ministries and other policy-making organisations, and between guidance service providers responsible for implementation of guidance policies. Third, the evaluation examined influences on the establishment of new lifelong guidance practices or on changes of existing practices at service level. More than half of the ELGPN member-countries report that the ELGPN Work Programmes 2008-14 have had *significant* influence on national policies on lifelong guidance, and 15 countries list examples of *some* impact. ELGPN's impact is more evident on improved communication and co-operation processes between different ministries and other policy-making organisations. The establishment of a national lifelong guidance forum or other representative structure in almost all member-countries is a concrete example of the Network's influence. A further important achievement has been improved co-operation between member-countries and the European Commission. ELGPN has demonstrated how guidance can help countries to use European tools and support the achievement of EU-level policy goals.

Section 8 offers a vision for the future, to inform the next ELGPN Work Programme (2015). In particu-

lar, the ELGPN's work in 2015 should concentrate on three main activities:

- Finalising the outcomes of the 2007-14 Work Programmes and linking them more closely to current and future European priorities and initiatives.
- Positioning lifelong guidance in relation to the new European policy agenda.
- Paving the way for new forms of structured European co-operation in relation to lifelong guidance policy and systems development.

To avoid fragmentation and to maintain and strengthen the political momentum of LLG policy development, it is necessary to further enhance synergies among and between the different guidance actors and stakeholders at national, regional and local levels. ELGPN member-countries also stress the importance of continuing structured European co-operation between the EU Member States, the Commission and the European authorities responsible for educational, employment and social policies, such as the Education and Employment Committees and the HoPES Network.

Acknowledgements

This report is the result of the collective efforts of the European Lifelong Guidance Policy Network (ELGPN). It reflects contributions from all of those participating in the Network, and in particular:

- The national delegations which defined their priorities within the ELGPN 2013-14 Work Programme, illuminating these themes from their own perspectives.
- The host countries of the Plenary Meetings and Policy Review Meetings with their examples of national policies and case-studies to support mutual learning.
- The officials of the Italian Government who advanced the work of the ELGPN through their hosting of the EU Presidency Conference.
- The representatives of partner organisations who have participated in the work programme, including Pedro Moreno da Fonseca (Cedefop), Helmut Zelloth (ETF), Flavia Buiarelli (EARLALL), Nina Ahlroos (Euroguidance), Agnes Roman (ETUC), Giorgio Zecca (European Youth Forum), Dr Gerhart Rott (EAIE), Karen Schober (IAEVG), Dr John McCarthy (ICCDPP) and Dr Wolfgang Müller (PES Network).
- The representatives of the lead countries for each Policy Review Cluster (PRC), who have provided leadership for the activity in co-operation with the ELGPN Co-ordinator and have managed the preparation of the relevant sections of this report:
 - PRC1: Michel Lefranc, France.
 - PRC2: Lena Nicolaou, Cyprus.
 - PRC3+4: Dr Peter Härtel, Austria; Catalin Chinararu, Romania.
 - PRC5: Jennifer McKenzie, Ireland.
- The contracted consultants who prepared Briefing Notes and Reflection Notes for the PRC meetings as well as drafting the relevant sections for this report:
 - PRC1: Professor Peter Plant, Denmark.
 - PRC2: Annemarie Oomen, Netherlands.
 - PRC3+4: Professor Fusûn Akkök, Turkey.
 - PRC5: Dr Deirdre Hughes, UK.
- Professor Tony Watts (UK) and Dr Tibor Bors Borbély-Pecze (Hungary) for their work on the

strategic development of the Network.

- Professor Tristram Hooley (UK) for his work on the ELGPN Evidence Guide.
- Dr John McCarthy (Ireland) for his work on the preparation of the EU Guidelines for Policies and Systems for Lifelong Guidance.
- Dr Tibor Bors Borbély-Pecze (Hungary) and Jo Hutchinson (UK) for their work on the ELGPN Concept Notes Nos.4 and 5.
- Annemarie Oomen (Netherlands) and Professor Peter Plant (Denmark) for their work on ELGPN Concept Note No.6.
- Sean Feerick (Ireland) for his work on the ELGPN Internal Working Paper on Teacher Training and Career Guidance.
- André Bossard (France) for his work on the ELGPN Internal Working Paper on Funding of Career Services.
- Professor Richard Sweet (Australia) and Dr Kari Nissinen (Finland) for their work on the ELGPN Internal Working Paper on PISA 2012 and Career Guidance.

Thanks are also due to the representatives of the European Commission (Koen Nomden, Chiara Riondino and Lisbeth Rossmeissl, DG EAC; Susanne Kraatz and Barbora Novotna, DG EMPL) for their support in the implementation of the Work Programme; and to my colleagues in the ELGPN Co-ordination Unit (Tellervo Ahlholm, Marjo Halmiala and Outi Ruusu-virta) for their help and support.

Raimo Vuorinen
ELGPN Co-ordinator



Structure, processes and activities of ELGPN 2013-14¹

1.1 Origins

The European Lifelong Guidance Policy Network (ELGPN) was established in 2007, with the aim of assisting its member-countries (which include not only EU Member States but also candidate countries and European Economic Area countries) and the European Commission in developing European co-operation on lifelong guidance in both the education and the employment sectors.

An inaugural meeting to establish the Network took place on 7-8 May 2007 in Helsinki. Delegations from the Member States were invited to clarify their expectations and intentions regarding the Network. A total of 23 countries attended this meeting, together with representatives from the Commission, FEDORA, the International Association for Educational and Vocational Guidance (IAEVG), the International Centre for Career Development and Public Policy (ICCDPP)

and the European Social Partners. The participating countries agreed to the establishment of a European Lifelong Guidance Policy Network (ELGPN) and to participate in the Network as members or observers, subject to written confirmation. The European and international bodies present expressed their willingness to continue their support for and involvement in the process. Later both the European Centre for the Development of Vocational Training (Cedefop) and the European Training Foundation (ETF) also indicated their willingness to co-operate with the new network. The ELGPN was finally established by a contract between the Network Co-ordinator and the Commission's DG EAC in December 2007.

The role and aims of the Network were endorsed in the second EU Council Resolution passed in 2008. In 2013-14 the ELGPN has consisted of 31 member-countries (AT, BE, BG, CY, CZ, DE, DK, EE, EL, ES, FI, FR, GB, HR, HU, IE, IS, IT, LV, LT, LU, MT, NL, NO, PL, PT, RO, SE, SI, SK, TR), with one additional observer country (CH). These have included two new member-countries (BE, BG). The composition of the national delegations is outlined in Annex 1.

¹ This section has been prepared by Dr Raimo Vuorinen, Co-ordinator of ELGPN.

Through appropriate liaison arrangements, the Network also ensures regular contact with other relevant bodies and networks at European and international levels: with IAEVG, the European Forum for Student Guidance (Fedora) (now merged with the European Association for International Education), Cedefop, ETF, ICCDPP, the Public Employment Services (PES) Network, Euroguidance, the European Trade Union Confederation (ETUC) and the European Youth Forum.

During its four phases (2007-14), the ELGPN has been co-ordinated by a team from Finland. The Finnish Ministry of Education and the Finnish Ministry of Employment and the Economy designated the co-ordination task to the Finnish Institute for Educational Research at the University of Jyväskylä. This unit convenes the Network and supports the implementation of its initiatives. The ELGPN members appoint a Steering Group with representatives from seven countries (appointed in accordance with EU Presidency arrangements) to ensure effective management of the Network and to support the Co-ordinator in defining the priorities and budget allocation within the work programme. ELGPN liaises closely with the European Commission and with Cedefop and ETF. It also utilises the support of a number of contracted consultants.

1.2 Rationale and implementation of the 2013-14 Work Programme

After establishment of the infrastructure and working methodology, the first and second phases (2007-10) of ELGPN involved initial exchanges of knowledge and experiences related to the four priorities of the 2008 Council Resolution: career management skills; access, including accreditation of prior experiential learning (APEL); co-operation and co-ordination mechanisms in guidance policy and systems development; and quality assurance and evidence base for policy and systems development. The ELGPN Plenary Meetings in Zaragoza and Lisbon (2010)

agreed that, while keeping a transversal overview, a stronger sectoral approach should be adopted for the third stage of ELGPN (2011-12). The 2011-12 Work Programme also took into account both the EU2020 and ET2020 priorities and the strategic tools supporting the implementation of these priorities. It focused in particular on developing *Lifelong Guidance Policy Development: A European Resource Kit*.

The aim of the fourth ELGPN Work Programme (2013-14) has been to deepen the previous work on the four themes and to examine how lifelong guidance contributes to EU policy development in at least six areas: schools, VET, higher education, adult education, employment and social inclusion. It also focused on making an impact through adaptation and implementation activities related to the Resource Kit and other ELGPN products (Glossary, Concept Notes etc.) at ELGPN member-country level, shared and supported through ELGPN Policy Review Clusters (PRCs) (see Section 2). The ELGPN meetings during the 2013-14 Work Programme are listed in Annex 3.

1.3 Evaluation strategy

The ELGPN Operation Evaluation Plan was updated in February 2013 in order to develop the effectiveness of the Network and the quality of its work and outputs, and to take into account the changes from the previous Work Programmes. The evaluation has built on the evaluation strategy used in the previous phases (2008-12), making it possible to review the ELGPN's progress in relation to its long-term goals identified in its inaugural meeting in May 2007. Both quantitative and qualitative methods have been used. An additional aim has been to analyse the role of ELGPN in policy development, especially the interaction between EU Member States, and between Member States and the European Commission, in the context of a member-state-led European policy network supported by the European Union. Attention has been paid to the Open Method of Co-ordi-

nation as one of the EU's lead instruments for policy steering purposes (see Section 3).

The ELGPN Plenary Meeting in Athens on 19-20 February 2014 emphasised the need to enhance and evaluate the impact of ELGPN at both EU and national levels. In addition to the ELGPN internal evaluation, a more detailed evaluation of the impact of ELGPN was accordingly conducted in March-May 2014, to inform the design of the ELGPN 2015 Work Programme and the proposals for further structured European co-operation in lifelong guidance practice and policy development (see Section 8).

1.4 Key outcomes 2013-14

The primary aim of the ELGPN 2013-14 Work Programme has been to assist the policy adaptation and implementation process of the member-countries at national, regional and local levels, using the ELGPN Resource Kit and providing opportunities for discussion and reflection on on-going and planned national developments during the Policy Review Cluster meetings. At least 15 translations have been produced of the ELGPN 2011-12 publications, especially the Resource Kit, with the translated publications being printed and/or made available online according to national preferences. All translated versions of ELGPN publications are available on the ELGPN website (<http://elgpn.eu/publications>).

The evidence base for lifelong guidance was further enhanced through the development of the ELGPN Evidence Guide for policy-makers (see Section 4). The Guide builds on earlier work by the Network, including the Quality Assurance and Evidence (QAE) Framework which provides an approach for policy-makers to address quality assurance and evidence-based policy and system development. The Guide synthesises the existing evidence on the impact of lifelong guidance, drawing from Network members and also from non-European countries, and suggests how policy-makers might want to make use of this evidence and contribute to its development.

During 2013-14 the Network also produced Concept Notes, Policy Briefings and Internal Working Papers on relevant EU policy developments from a lifelong guidance perspective, to support national and European consultations on these topics. The Concept Notes examined the relationship of lifelong guidance to the Youth Guarantee Initiative, to early school-leaving, and to different forms of work-based learning. The Internal Working Papers examined the role of career education in teacher training, funding mechanisms for lifelong guidance services, and the PISA 2012 results related to career development.

The Policy Briefings were designed for internal use within ELGPN, examining lifelong guidance as a cross-cutting approach² touching upon general principles applicable to all policy fields, as well as being a specific element of sectoral fields and special horizontal policies (notably, youth and active ageing policies). The Network issued five Policy Briefings during 2013-14, summarised in Section 3. These Policy Briefings have played an important role in linking lifelong guidance in general, and Network developments in particular, to policy-making and policy developments at EU level. The Network has thus acted as a 'supra-national-level discussion ground' for its members.

Summary reports of the Policy Review Clusters, Concept Notes and Briefing Notes have fed the evaluation of the progress on implementation of the 2008 lifelong guidance Resolution priorities in accordance with the Education and Training 2020 Work Programme, and have been used as a basis for planning the ELGPN 2015 Work Programme.

The ELGPN website (www.elgpn.eu) was moved to a new platform and redesigned in autumn 2013. It has acted as an effective communication channel to inform ELGPN collaborators, the wider guidance community and other interested parties about the

² Cross-cutting approaches have also been used by the Europe 2020 Strategy. Sometimes the alternative term 'horizontal policy design' has been used. Both terms emphasise a holistic approach to government, which is being strongly promoted within the EU in relation to human development and social inclusion policies.

Network and its activities. The website was visited 7,862 times by 4,861 unique visitors from 101 countries between 1 January 2013 and 31 December 2013; a large majority of visitors were from ELGPN member-countries. The ELGPN LinkedIn group³ has also acted as an important communication channel to engage and inform the wider professional community about the Network and about the latest developments in lifelong guidance policies within Europe; most of the 700 ELGPN LinkedIn group members are not members of any ELGPN national delegation. In addition, the ELGPN mailing list⁴, launched in January 2013, has acquired 152 subscribers. Content sent out to the ELGPN mailing list includes the ELGPN Newsletters and other relevant notifications.

The 13th ELGPN Plenary Meeting (Vilnius, 12-13 December 2013) agreed to develop EU Guidelines for Lifelong Guidance Policies and Systems Development (covering schools, VET, higher education, adult education, employment, social inclusion, youth, and active ageing), incorporating possible indicators. The work undertaken in 2014 included developing the technical basis for such a framework, and an appropriate ELGPN process using the Open Method of Coordination (OMC) model. After consultation among the Network members and relevant stakeholders in member-countries, the aim is to endorse and disseminate the Guidelines in 2015.

An overall outcome for this fourth phase of ELGPN's work has been improved co-operation in lifelong guidance policy development between the Member States, the European Commission and rel-

evant bodies or networks at national, European and international levels. Success factors have been connected to the strong engagement of the national delegations and their impact on the development of national lifelong guidance forums or other national representative structures. The national forums have raised awareness of the transversal nature of lifelong guidance policies, developing a common understanding of shared terminology and goals for a coherent national lifelong guidance system. The ELGPN national delegations have supported national lifelong guidance strategies and also the translation and adaptation of the ELGPN tools and other publications. The catalytic role of ELGPN has been particularly evident during national seminars which have been arranged in conjunction with ELGPN Plenary Meetings or Policy Review Cluster meetings. The European Commission's support to the Network activities has strengthened the legitimacy of the mutual policy learning and sharing of experiences.

A detailed description of the Policy Review Cluster activities is provided in Section 2, and of ELGPN links with EU policy processes in Section 3. Summaries of the Evidence Guide and of the proposed structure for EU Guidelines for Lifelong Guidance Systems and Policy Development are included in Sections 4 and 5. Evaluations of the 2013-14 Work Programme and of the key outcomes and perceived impact of the Network 2008-14 are covered in Sections 6 and 7. Implications for the future of ELGPN are presented in Section 8.

³ <http://www.linkedin.com/groups/European-Lifelong-Guidance-Policy-Network-2304578>

⁴ <http://lists.jyu.fi/mailman/listinfo/elgpn-info>



Policy implementation⁵

2.1 Country implementation activities

2.1.1 Introduction

A major goal of the ELGPN Work Programme for 2013-14 has been to promote the adaptation, field testing and application of the ELGPN Resource Kit at member-country level. This work has been supported at ELGPN level through Policy Review Clusters (PRCs), which have met six times during the course of the programme. The aim of these meetings has been to assist the policy adaptation and implementation processes at national, regional and local levels by providing opportunities for cross-national discussion, reflection and – where appropriate – collaboration. There were four PRCs:

- PRC1: All themes.
- PRC2: Career Management Skills.
- PRC3+4: Access; Co-ordination/Co-operation.
- PRC5: Quality and Evidence.

This sub-section of the report presents an analysis of the country implementation activities within each country. It will be followed by sub-sections outlining the activities and conclusions of each PRC, and finally by an analysis of progress on national lifelong guidance strategies (including use of ICT).

In the course of the Policy Review Meetings, an ELGPN Continuous Improvement Cycle was developed (see Figure 2.1 below). Much of Stage 1 of this Cycle was completed during the 2011-12 Work Programme, though some elements have been added subsequently and others remain to be added. The main focus of the 2013-14 Work Programme has been Stages 2-6 in relation to the Resource Kit in particular: this is accordingly the basis for the analysis that follows. The Cycle also presents a rationale for

⁵ This section has been prepared by Professor Tony Watts, Consultant to ELGPN, and by Dr Raimo Vuorinen, Co-ordinator of ELGPN, with the support of the ELGPN PRC consultants (Professor Peter Plant, Annemarie Oomen, Professor Füsün Akkök, Dr Deirdre Hughes).

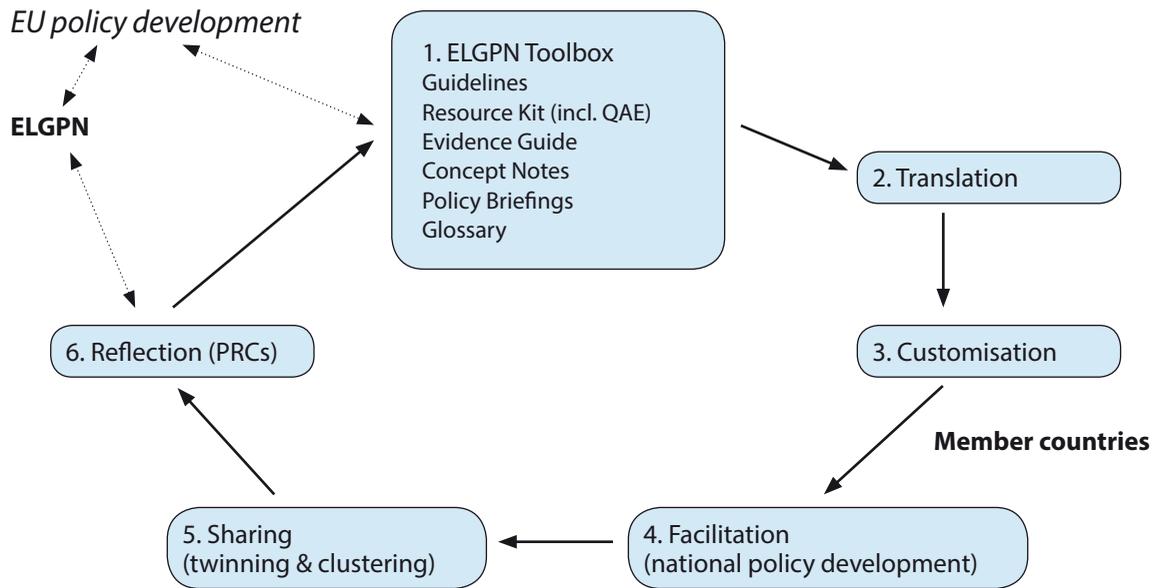


Figure 2.1: ELGPN Continuous Improvement Cycle

the continuation of ELGPN beyond 2014: maintaining the Cycle.

2.1.2 Stage 2: Translation

Most non-English-speaking countries translated all of the Resource Kit; exceptions were a few countries where English is widely understood (DK, MT, NO, RO), and LT which decided to translate only the section and annex on career management skills.

In many cases the translations of the Resource Kit was carried out alongside translations of the ELGPN Glossary and of other ELGPN documents (including the existing Concept Notes). The work on the Glossary was particularly important, providing a basis for the translation of key technical terms in the Resource Kit: the two activities proceeded naturally alongside one another.

In a number of cases, it was difficult to find terms that corresponded directly to the English ones. Lan-

guages represent different conceptual worlds. Some creativity had to be exercised to find phrases that corresponded to the term in question, or cognate concepts which were somewhat different from the English term but made sense within the country concerned. For example:

- ‘Career management skills’ is viewed as an Anglo-Saxon term in origin. The French translation ‘*acquisition de la capacité de s’orienter*’ links it more closely to the notion of ‘self-guidance’. Other languages, too, have struggled to find the nearest equivalent, sometimes preferring brevity to literal precision (e.g. *valkompetens* in Swedish).

The importance of this translation work should not be under-estimated. In some countries it has provided a stimulus to develop, for the first time, a common terminology for the lifelong guidance field, as well as a standard basis for translation of termi-

nology from ELGPN and other European documents related to lifelong guidance.

Several countries with the same language collaborated on the translation process. This was the case in relation to French (BE, CH, FR, LU), German (AT, CH, DE) and Greek (CY, EL).

2.1.3 Stage 3: Customisation

In a number of countries, what started as a translation process rapidly turned into a customisation process, in which the Resource Kit was adapted to meet the needs of the country concerned. This was particularly the case where the translation was viewed as a collaborative process requiring engagement of a range of partners, rather than simply a technical process which could be sub-contracted to a translator.

In some cases the customisation was linked to selectivity, identifying parts of the Resource Kit that were most relevant to national concerns, and adapting or extending them to meet these concerns:

- ES developed a user-friendly evaluation tool on career management skills, based on the Resource Kit. This was subsequently retranslated into English for use by other ELGPN member-countries.

The process of customisation was often itself a very fruitful experience, especially where it involved sustained consultation with relevant stakeholders.

2.1.4 Stage 4: Facilitation

The facilitation stage, focusing on national policy development, is the heart of the application process.

Almost all ELGPN member-countries now have national *guidance forums* or other mechanisms for cross-sectoral co-ordination and co-operation; some also have such mechanisms at regional level. In most of these, the Resource Kit was used as a resource for reviewing and monitoring lifelong guidance policies and provision.

In many cases, the Resource Kit and other ELGPN products were also disseminated and utilised in *other fora*. For example:

- In AT, they were disseminated and discussed in various networks, fora and platforms at national, regional, local, sectoral and project level, e.g. in the national conference for adult education, in education-business platforms and in ministry working groups, as a stimulus to further developments and policy steps.
- In DE, a large national conference with around 130 participants was held to discuss the Resource Kit and its implications.

In some countries (HR, LV, SK), the Resource Kit was used to support *formal general reviews* of the country's lifelong guidance policies and provision; in EE, it was used to support the development of a strategic national Concept Paper for 2014-20. In other countries, it was used to support *more specific reviews*, including:

- In CZ, LT, MT and NO, formation of work groups to review career management skills (CMS) both for young people and for adults. In the case of schools in CZ, this was linked to a wider national review of the core curriculum. In NO, the possibility of developing a national CMS framework is under consideration.
- In DK and RO, reviews of career management competences in primary and secondary schools.
- In PT, development of a plan to improve guidance in schools.
- In NL, the Resource Kit was used to review and produce a national state-of-play report on career guidance. In addition, the QAE framework was used to review the professionalisation of career practitioners in VET.

In several cases these reviews led to concrete *action steps*. These included, in particular, the development of national quality standards based in part or whole

on the ELGPN Quality Assurance and Evidence-base (QAE) Framework (EL, HR, IE, SK); in other countries, the Resource Kit was used to review and enhance existing developments of these kinds (DE). The work on quality in EL has included the development of an occupational profile and a code of ethics for career guidance counsellors, plus a publicly-available register of private guidance agencies containing quality-related information; similar developments have been evident in SK. In NL, the Resource Kit has been used to develop action plans for improving the professional skills of career guidance practitioners. In FI, it has been used by regional lifelong guidance fora in designing their regional quality-assurance frameworks. Other such action steps included:

- In LV, the introduction into the revised Law on Education of three new terms (career, career education, and guidance services) defined in accordance with the ELGPN Glossary.

In addition to these policy-related usages, the Resource Kit has also been used as a resource in *training programmes* for lifelong guidance practitioners (e.g. AT, BE, CZ, DE, DK, NO, PT).

2.1.5 Stage 5: Sharing

Forms of support from other countries have taken three main forms.

The first is *inputs to meetings and conferences*. In several countries, visitors from other countries were invited to speak at national conferences on good or interesting practices from which the host country might learn (e.g. AT, CH, DE, LU, RO, SK, SR, TR).

The second form of support is *twinning* (between two countries). Some of this was generic. Some was theme-specific (in relation to the four ELGPN themes). Some was topic-specific (within or across themes):

- Between CY and EL on a national database.
- Between CZ and RO on the Youth Guarantee.
- Between NO and SE on inspection in guidance.
- Between IE and NL on the professionalisation of practitioners.

In some cases, the sharing between the two countries was largely one-way, with a country with more developed policies and systems helping a country with less developed ones. In other cases, it was a more reciprocal relationship.

The third form of mutual support is *clustering* (between three or more countries). Such clusters were often based on geographical proximity (e.g. Nordic countries) or shared language (e.g. German-speaking countries). Again, some of this was generic:

- A meeting of German-speaking countries (AT, CH, DE, DK, LU, NL) to discuss different approaches to quality assurance in guidance and to review the use of the Resource Kit in general, and the QAE Framework in particular, as an evaluation/monitoring tool.

Some was theme-specific:

- The preparation by the Nordic countries (DK, FI, IS, NO, SE) of a joint Concept Note on career management skills.
- A meeting on career management skills in schools (BE, CZ, IE, PT).
- A meeting on career management skills in relation to the Youth Guarantee and counsellor training (CY, CZ, EL, SK).

The processes of twinning and clustering are strong examples of the EU Open Method of Co-ordination (OMC).

2.1.6 Stage 6: Reflection

The cross-national reflection process took place within the twinning/clustering activities but also

more broadly within the six PRC meetings. The nature of these latter discussions is recorded in the separate PRC reports that follow this section.

2.1.7 Conclusion

The country implementation reports demonstrate impressive progress in most countries in utilising the Resource Kit in relation to the Stages 2-6 of the ELGPN Continuous Improvement Cycle. This provides a basis for revision and extension of the ELGPN Toolbox, and subsequently for further iterations of the Cycle, supporting development of more effective lifelong guidance provision for citizens in the member-countries.

2.2 Policy Review Cluster 1: All Resource Kit priorities

Lead country: FR

Participants: AT, BG, ES, FR, HU, IS, KV, RS, UK

Consultant: Professor Peter Plant

2.2.1 Activities

The need for customisation and adaptation rather than mere translation of the Resource Kit has been important for a number of reasons, as languages, concepts, structures, and the history of guidance differ considerably across Europe. Some countries have a long tradition in institutionalised career guidance, whereas others have had a shorter period of time to develop their guidance offers and organisations, their professional base, the materials and curricula for career education, and research in career guidance, as well as structures for co-operation and co-ordination, and for policy development in this field. All this needs to be taken into account when comparing the impact, across member-countries, of the ELGPN and its products such as the Resource Kit.

The brief for PRC1 differed from that of the other

PRCs, as it covered all four of the ELGPN themes. Accordingly, PRC1 paid particular attention to initiating two cross-PRC meetings: one held in Paris in May 2014, to bring together the PRC lead countries and consultants to discuss synergies and how to share their experiences in the use of the Resource Kit; and a one-day meeting on 'Regional Policies and Career Guidance', again facilitated by FR.

With its broad aim in mind, PRC1 chose also to focus particular attention on two cross-PRC themes:

- Teacher training for career guidance.
- Funding of career guidance services.

These themes have been analysed in two commissioned Internal Working Papers (IWPs), based on inputs from a limited number of countries which volunteered to provide data on these issues.

2.2.2 Teacher training

The work on teacher training was based on examples from AT, HU, and LU. The analysis sought answers to a number of issues:

- the legislative basis for teacher education and guidance;
- the treatment of the topic of career guidance in initial teacher education and/or training;
- the treatment of the topic of career guidance in continuing teacher education and/or training;
- the existence of specific training for career guidance teachers;
- the existence of any evaluation of the career guidance role of teachers;
- the existence of any interesting policy initiatives, pilot projects or institutional practices showing how guidance might be addressed in the initial education and/or training of teachers.

The report's conclusions point to the need for stronger curricular responses to present youth education and youth employment challenges, and for an

increased professionalisation of school-based career guidance/career education:

‘In a lifelong learning context, the links between effective career guidance and measures to prevent early school leaving, support transition into and out of the labour market and strengthening individual responsibility should be examined. This entails a clarity in policy-making in relation to balancing specific competences and specialised knowledge which is necessary in terms of the professionalism of career guidance experts and practitioners and the broader mission of the school to facilitate the processes by which the learner is supported in developing the competences to navigate educational and vocational pathways in a lifelong learning context. This latter role is closely related to the culture of the school as an institution, in which teachers and school leaders have a key role to play.’

2.2.3 Funding

The work on funding was based on national examples from AT, FR and LU. It was completed by information from the Flemish region of BE, and from CH, DK, ES, HU and UK.

The challenges in developing a coherent analytical framework for examining funding mechanisms in lifelong guidance provision relate to:

- the complexity of the systems;
- identifying key informants;
- the lack in most countries of any general overview or monitoring of funding in this field.

In addition, in many countries responsibility for lifelong guidance lies at regional level: data collection therefore becomes more difficult.

Two questionnaires were developed. The first one requested expenditure information, which the ELGPN national representatives found it difficult to

provide. PRC1 members accordingly suggested that further work should focus not on expenditure but on identifying (a) the main providers, (b) the funding sources, and (c) the main target-groups, linked to related information on lifelong guidance policies. The second questionnaire therefore focused on those issues and on the conditions of access to accurate information on lifelong guidance policies and funding.

From the work to date, it has become clear:

- That it will not be possible to compare financial data across countries, because the political and institutional contexts are so different.
- It is nevertheless interesting to know in each country who pays for services addressed to which public.
- It could also be useful inside each country for the different actors to share a common awareness of the partition of financial contributions.
- If a strong political will seeks to support and develop guidance policies, it might be useful to develop a detailed description of such expenditures.
- Communication on activities related to lifelong guidance will be easier if a quantification of the different interventions can be presented, including related expenditure.

With the data collected by the ELGPN national representatives, further work will identify more precisely which potential interests could be met by further work on funding, and under which conditions such work could be pursued.

2.3 Policy Review Cluster 2: Career management skills

Lead country: CY

Participants: BE, BG, CH, CY, CZ, DK, EL, HR, IE, IT, LT, LU, MT, NO, PT, RO, RS, SE, SI, TR

Consultant: Annemarie Oomen

2.3.1 Introduction

PRC2 has focused on the development and implementation of policies related to the development of career management skills (CMS) in the member-countries. These support the paradigm shift in guidance from 'matching' to lifelong guidance, redefining the role of guidance from remedial to preventive, and introducing a long-term perspective focused on individual learning. Almost all ELGPN member-countries have taken part in PRC2, indicating the interest, importance and urgency of this topic.

CMS are defined in the Resource Kit as referring to 'a range of competences which provide structured ways for individuals and groups to gather, analyse, synthesise and organise self, educational and occupational information, as well as the skills to make and implement decisions and transitions'. Seven of the 20 countries in PRC2 (CY, IE, IT, MT, NO, SE, SI) have adopted this definition. But in translating the English term, it proved to be difficult to capture the concept semantically. Several countries accordingly adapted the definition (CZ, LT, RO) or customised it. EL and PT gave it a wider perspective derived from recent career theories, while both HR and LU slightly

customised the definition to stay on track with relevant national documents and strategies. A Nordic CMS Concept Note on CMS is being prepared (see Section 2.1.5 above).

The national CMS definition has been used for investigation, as a point of reference or applied to CMS-related policies in one or more sectoral areas in the PRC2 member-countries, as shown in the table below. Some countries have developed a national CMS framework for both the education and employment sectors (PT), or have such a framework under consideration (DK, HR, NO). MT has developed a national CMS framework for the educational sector; LT has developed separate CMS frameworks for schools and VET and for the HE sector; and CZ is evaluating its existing framework. IE modified and refined the CMS Framework in the Resource Kit to take account of the Irish context and tested the revised version with guidance practitioners from different education and labour market settings, as well as presenting it to the National Forum on Guidance which includes policy-makers. The principles for developing a national CMS framework were discussed in the PRC2 meetings.

In most countries, CMS-related policies are connected to the overall policy framework of the sector (DK, HR, LT, LU, PT, RO, SI). Where CMS-related policies are implemented in more than one sector, most countries have common policy goals (CY, CZ, DK, HR, IT, LT, LU, MT, PT, RO, SE, SI). This does not necessarily, however, imply similar milestones, strategies or tools, or co-operation between the sectors, or common further implementation steps.

	BE	BG	CH	CY	CZ	DK	EL	HR	IE	IT	LT	LU	MT	NO	PT	RO	SE	SI	TR
Schools	x		x	x	x	x	x	x		x	x	x	x	x	x	x			
Vocational education and training (VET)			x	x	x	x	x	x		x	x	x	x		x	x			
Higher education			x	x			x	x		x	x		x	x	x	x			
Adult education			x	x			x	x		x			x				x	x	
Employment	x		x	x			x	x		x		x	x	x	x	x	x	x	
Social inclusion			x	x			x	x		x		x	x						

2.3.2 Development of CMS-related policies

For many countries, 2013-14 has been an important period for progress in developing and implementing CMS-related policies. The period saw relevant new legislation in IT, PT and RO, to add to countries basing their progress on existing legislation (CZ, LT). Other countries achieved progress in this period with developing national strategies (HR), national agreements between government, regions and local entities on lifelong guidance (IT), or new general guidelines for schools that include CMS (MT, SE).

As a result, the table below shows the stage in the cycle of policy-making and implementing CMS-related policies in the PRC2 member-countries at the end of the ELGPN 2013-14 Work Programme. To adopt CMS at the policy level, national ELGPN delegations have introduced the CMS perspective to policy-makers (BG, CY, CZ, LT, NO, PT, TR), have raised interest and promoted CMS amongst policy-makers (EL, HR, IE) or have held discussions with policy-makers on how to implement CMS (BE, MT, RO, SE). Much 'hidden' CMS work goes into picking up opportunities to communicate the CMS perspective and influence related policies. Policy networks play an important role in impacting on political strategies and agenda setting, building consensus between different interests to improve goals and strategies (BE, CH, CZ, EL, HR, IT, LT, MT, PT, RO).

At member-country level this policy-making has sometimes been influenced by changes in govern-

ment (e.g. IT, MT), where existing policies have been revised to meet new educational, vocational and employment priorities. The consequences of the economic crisis have caused major changes in public management in several countries (e.g. CY, EL, IT). Some countries have also adopted 'new public management' policies with a more market-oriented management of public services designed to produce greater cost-efficiency.

These developments have implications for the clarity and consistency of CMS-related policy goals. Most PRC2 member-countries perceive understanding by stakeholders to be 'well' or 'neutral', but indicate difficulties in involving some stakeholders at all levels.

In general, the legislation regarding CMS in the member-countries is not specifically dedicated to CMS, but includes a reference to CMS. Where CMS policies are laid down in relevant laws, agendas and documents, countries rate the awareness of the significance and meaning of the new CMS policies and its goals by policy-makers as 'well' or 'neutral'. Most countries, however, report that it is difficult to keep policy-makers at any steering level interested and informed.

2.3.4 Implementation of CMS-related policies

A mix of top-down and bottom-up implementation approaches for CMS-related policies is common in most countries, but there are exceptions. The imple-

	BE	BG	CH	CY	CZ	DK	EL	HR	IE	IT	LT	LU	MT	NO	PT	RO	SE	SI	TR
Agenda setting (initiation, information assembly)	x	x	x	x			x		x				x	x		(x)		x	
Formation (policy formulation, decision making)								x		x			x		x	x		x	
Implementation						x					x	x	x			(x)	x		
Monitoring implementation											x					(x)			
Evaluation					x											(x)			

mentation of CMS is a government priority in DK, with a top-down approach involving stakeholders. RO is testing diverse implementation approaches to understand the relevance for their context. In LU, CMS implementation is a key topic in ongoing reforms of the secondary school system and the reorganisation of guidance centres, with initiatives from field workers being encouraged and shaped through mixed working groups. NO so far has a 'bottom-up' strategy, initiated by an expert group, based on the need to first clarify, discuss and understand the perspectives at practitioner level, to suggest what is needed to fit into the national context.

Activities to inform and raise interest in the CMS perspective among professionals and end-users have taken place in several countries (BE, CZ, EL, HR, LU, MT, NO). IE has tested the CMS Framework in the Resource Kit with practitioners in a number of settings, to inform possible future revision of the Framework. Some countries have started to prepare and enable professionals to implement CMS with training (internet tools, syllabi). Several examples of early use can be identified (e.g. EL, IE, LU, MT). In MT, CMS will be taught to all state secondary school students as a key unit within the subject Personal, Social and Career Development as from September 2014, while the subject is also to be phased in for the primary sector.

During PRC2 meetings other topics discussed have included several aspects of curriculum development, the Youth Guarantee Initiative, the transition from school to work, and applying CMS in services for adults.

Policy implementation is supported by three elements: content development; professional service delivery; and well-trained staff. For the sectoral areas where CMS-related policies have been implemented, the state of play at the end of this ELGPN Work Programme is very positive for the schools sector in general, and also for the higher education sector concerning well-trained staff. For the other sectors and elements, it is rated 'neutral'.

2.3.5 Key conclusions

PRC2 participants have focused on common understanding of the CMS concept, customisation at national level, presenting it to policy-makers, national fora and stakeholders, engaging practitioners and experts in local testing of the CMS Framework in the Resource Kit, and asking for feedback. National ELGPN delegations have acted as mediators to promote the CMS perspective in the various sectors and at diverse levels.

In general, policy development and implementation on CMS in the various sectors has progressed well in PRC2 member-countries during 2013-14, despite diverse hurdles. Reaching the key persons at steering level, and involving them and other stakeholders at all levels, has proved difficult. Co-operation across sectors regarding CMS is at an early stage in most countries.

2.4 Policy Review Cluster 3+4: Widening access; co-operation and co-ordination

Lead countries: AT, RO

Participants: AT, CY, CZ, DE, EE, HR, IT, LV, PL, RO, SE, SK, TR

Consultant: Professor Füsün Akkök

In all countries with national lifelong guidance fora or other co-operation/co-ordination mechanisms, these fora/mechanisms played a key role in disseminating and utilising the Resource Kit, including identifying gaps and next policy steps. Some countries used the Kit for a full review of their lifelong guidance systems; others used it as a 'source of inspiration', as a 'driving force', or as 'background and inspiration' for action. In some cases, such reviews included specific attention to co-operation and co-ordination strategies. For example:

- In HR, a lifelong guidance forum is being established and the Resource Kit has been used to identify which objectives it believes to be of the highest priority and which agencies/organisations will act as the 'lead body'.
- EE ran a survey in co-operation with FI on how to establish forums at regional as well as national level.

Some countries have been involved in projects using ELGPN outputs alongside countries' own experiences as inputs to develop their systems, with an emphasis on extending access. For example:

- SK has initiated a project on guidance services for adults and used the experiences of other countries in their own national setting.
- In DE, the Kit has fed into an ongoing project on 'Guidance Quality in Education, Career and Employment – Implementation Strategies and Scientific Grounding' and into current plans for a nationwide Educational Guidance Service Telephone and Internet Portal as well as other guidance-related projects and programmes (e.g. within the 'Local Learning Programme').
- In other countries (e.g. SE, SK), the development of new ICT tools is strongly on the policy agenda.
- Single common access points have been established in DE and RO for young people, especially those at risk. In LV, too, expanding services for youth is a priority. AT has developed one-stop shops for both youth and adults.

EC Recommendations and ELGPN support have played a motivating role for developments in a number of member-countries (e.g. CZ, HR) (see also Section 7).

The ELGPN Online Workspace has been an effective tool to stimulating and sharing progress in the different national settings, supporting the discussions within the PRC itself. Since this has been a process of adapting and customising the Resource

Kit to the national settings, learning about the specific methodologies adopted in each country has contributed to the process of peer learning across the countries involved. Countries were encouraged in particular to compare their self-assessments on access and on co-operation and co-ordination (and ways in which they had also used the Kit to promote to other parties the most relevant aspects of lifelong guidance). But the sharing process covered the other themes too. Several countries were particularly interested in sharing experiences on the role of lifelong guidance in relation to the Youth Guarantee (AT, CZ, DE, IT, LV, RO, SE) (see Section 3.11).

Collecting good/interesting practices in adapting the Kit and using it in policy development and implementation needs to be a continuing process. The case for such a process was clearly expressed in the PRC meetings.

How to get involved policy-makers more actively involved in the national forums, and the national forums into a more active role, were issues identified in several countries (e.g. DE, LV, PL). Cross-sectoral collaboration across the education and employment sectors also remains a difficult issue in many countries. Working together on the translation, adaptation and utilisation of the Resource Kit proved a fruitful process in a number of these cases.

2.5 Policy Review Cluster 5: Quality assurance and evidence base

Lead country: IE

Participants: DE, DK, EE, EL, FI, FR, HU, IE, LU, NL, NO, PT, SE, SI, SK, CEDEFOP

Consultant: Dr Deirdre Hughes

2.5.1 Activities

PRC5 shared good/interesting policies and practices in relation to the ELGPN Resource Kit and focused in particular on the application of the Quality Assur-

ance and Evidence (QAE) Framework in 14 member-countries.

Countries have reached different stages in quality assurance and evidence-based systems development related to lifelong guidance. In this context, it was agreed the priority should be to stimulate policy dialogue on:

- the *purpose* of the five quality elements within the QAE Framework;
- the *regularity* (or otherwise) of data assimilation;
- *issues facilitating and/or hindering progress* in the implementation of the QAE Framework and Resource Kit.

The five quality elements – practitioner competence, citizen/user involvement, service provision and improvement, cost-benefits to governments and cost-benefits to individuals – have been applied in a variety of ways. In some cases, the QAE Framework has been used alongside other PRC themes such as ‘career management skills’ to inform and influence specific policy priorities. For example:

- IE has used it to inform its Further Education and Training Strategy.
- LU has focused on the development of ‘Maison de l’Orientation’ with particular attention to quality and career management skills.
- EL has used the framework as an auditing tool to identify gaps in service provision and improvement for discussion with various stakeholders at national, regional and local levels.

In other cases, the QAE Framework has been used to inform the design of new higher education and/or vocational education and training programmes:

- NO has used the framework to feed into the development of a new Master’s programme in Guidance Counselling.
- NL has used the framework (alongside the

NICE Handbook) to create a profile of different types and levels of practitioner competences for those working in VET.

- EL has focused on competency requirements for lifelong guidance tutors, as well as creating a new educational programme for these tutors.
- DE has focused on finding ways of feeding in relevant elements of the Framework into its national initiative on ‘Guidance Quality in Education, Career and Employment – Implementation Strategies and Scientific Grounding’.
- In RS, the five quality elements have been linked to national and regional developments in competency standards and peer educator initiatives.

In contrast, a future perspective has been taken in EE, using the QAE Framework and Resource Kit to help inform future evaluations and to link into a national Concept Paper for 2014-20.

Some further adaptation of the QAE Framework has taken place:

- IE has customised the QAE Framework template and has designed its own prototype designed to capture ‘hard’ and ‘soft’ data from specific sectors. The prototype has been shared with other countries to apply in their own settings.

The QAE Framework was incorporated as a core element within the ELGPN Evidence Guide (see Section 4).

2.5.2 Quality elements template

A new complementary template has been produced, related to each of the five quality elements, to feed into policy dialogues in national, regional and/or local fora. This is designed to encourage both current and future perspectives on quality assurance and evidence-based systems policy development. Examples of evidence gathered on each quality element include:

Quality element 1: Practitioner competence

- SI in its first phase of a national project on developing quality standards for guidance has produced Cross-Sectoral Guidelines for Quality Assurance in Guidance, to be disseminated to all sectors.
- IE provides a continuing professional development (CPD) programme for guidance practitioners led by the National Centre for Guidance in Education (NCGE): in adult guidance this focuses on skill needs and client issues; in schools, on a whole-school guidance approach.
- DE had previously developed a competence profile for guidance practitioners as part of its Open Process of Co-ordination for Quality Development. The Regional Training Centres in Educational Guidance (RQZ) have started to develop a practitioner competence module on quality development. The network of Qualification Centres (which offer a similar course programme) have discussed ELGPN-defined issues as part of their core curriculum.

Quality element 2: Citizen/user involvement

- EE has focused on citizen/user involvement to inform future evaluations at a national and regional level, linking this into their national Concept Paper 2014-20.
- PT held a national conference where the role of guidance to promote school achievement was discussed with parental associations.
- NO has used quality criteria from the Resource Kit to structure a research project focusing on user involvement and participation in guidance processes in lower secondary schools.

Quality element 3: Service provision and improvement

- EE developed three quality manuals that contain ideas and resources on how to ensure the quality of careers education in schools: linking pedagogical principles to lifelong guidance; undertaking quality assessment reviews; and

understanding the management and delivery of careers services.

- SE's National Agency for Education has produced guidelines on how relevant statutes (legal, statutory and non-statutory requirements) can be applied.
- DE has established strong working links between the National Guidance Forum and the University of Heidelberg, to develop complementary frameworks for quality development in career guidance.
- In NL this part of the QAE Framework has been used to identify opportunities and challenges in service provision and improvement strategies.
- PT has prioritised improvements in service provision in schools, drawing upon the QAE Framework to support this work.
- MT's Public Employment Service (PES) is working on two major exercises to increase the quality of service provision, focusing on the level rating of clients following nationally recognised courses and on the development of a competency framework for employment advisers.

Quality element 4: Cost-benefits to governments

Member-countries have shared ideas on current trends associated with identifying cost-benefits to governments, in the form of:

- Destination measures and tracking systems related to early school-leaving, improving learning attainment and other EU 2020 targets.
- Payment by results (PBR), i.e. paying providers for delivering public services based wholly or partly on the results achieved. PBR is intended to improve service quality by offering higher payments for better performance; to improve transparency on expenditure by specifying how much will be paid for different results; and to ease pressure on public spending budgets by staggering payments over longer periods.

- A balanced scorecard approach, e.g. DK reported recent policy developments in applying this approach in schools and local communities.
- Social returns on investment (SROI), e.g. EL provided insights to lessons learned from the UK SROI Network, while NL has undertaken a cost-benefit analysis of general education.

In DE the municipal guidance service in Dresden in co-operation with the Federal Employment Agency undertook a study to systematically map the cost-benefits (including capturing the economic outcomes in monetary terms) of educational guidance through detailed research observations and data-

matching from different sources (guidance service user data and labour market statistics).

Quality element 5: Cost-benefits to individuals

A major challenge for individuals, including policy-makers, is knowing why and how they should invest in guidance services, given the complexity and uncertainty of any guaranteed return(s). 'Quality of life variables' can be used to evaluate states of well-being, income, management of risk and uncertainty, time trade-off, willingness to pay and job satisfaction. It is clear from PRC5's work that this aspect of lifelong guidance policy development is generally underdeveloped in member-countries.



EU policy developments⁶

3.1 Rationale

The European Union has been recovering from a serious economic crisis, linked to a jobs crisis, strongly affected by global factors. 2014 is the year of the mid-term evaluation of the Europe 2020 Strategy. The second area of this evaluation is concentrated on the structure of post-crisis Europe⁷. The implementation of this strategy (2011-14) under the so-called European Semester⁸ process has deep implications for national policy design and EU policy adaptations at national and regional levels, including those related to lifelong guidance. The yearly Country-Specific Recommendations⁹ (CSR) are paving the way for a more coherent political and policy negotiation between

the Commission, Parliament and the Member States. Europe 2020 headline targets have been translated into national targets.¹⁰ From the European and often also from national policy perspectives, lifelong guidance can be viewed as a cross-cutting approach¹¹ touching upon general principles applicable to all policy areas, as well as being a specific element of sectoral policies¹² (schools, VET, higher education, adult learning, employment, social inclusion) and special horizontal policies (youth, active ageing).

The Commission and the Member States are currently working on the implementation of the European strategy for the present decade (Europe 2020). From a lifelong guidance policy perspective, two

⁶ This section has been prepared by Dr Tibor Bors Borbély-Pecze, Consultant to ELGPN.

⁷ http://ec.europa.eu/europe2020/public-consultation/index_en.htm

⁸ http://ec.europa.eu/europe2020/making-it-happen/index_en.htm

⁹ http://ec.europa.eu/europe2020/making-it-happen/country-specific-recommendations/index_en.htm

¹⁰ http://ec.europa.eu/europe2020/pdf/targets_en.pdf

¹¹ A cross-cutting approach also been used in the Europe 2020 Strategy. Sometimes the term 'horizontal policy design' has been used. Both terms emphasise a holistic approach in relation to human development and social inclusion policies.

¹² A holistic and horizontal policy approach does not mean that sectoral policies do not count. It looks for better synergies between different ministerial portfolios and developing policies from a user (citizen) perspective.

very important ‘packages’ were issued in 2012-13: Rethinking Education; and the Employment Package (Towards a Job-Rich Recovery). In addition, a Youth Employment Package was issued, linked to the Youth Guarantee Initiative; and an important public consultation, addressing several lifelong-guidance-related issues, was closed in April 2013 on the European Area of Skills and Qualifications (EASQ)¹³. An important outcome of this public consultation, and of the related Eurobarometer survey¹⁴, was that European citizens are looking for increased access to guidance services. There is also an emerging need for better structured lifelong guidance services and policies in the Member States to foster better transitions in the labour market, to support social cohesion and to address the need for a more flexible education system.

Elements of national lifelong guidance policies appears within the developments and reform of the different policy fields listed within the annually updated National Reform Programmes¹⁵ (NRPs), published every April by the Member States, and can be part of the CSRs in June/July, formally adopted by the Council. Occasionally lifelong guidance also appears in significant European documents, such as the Joint Employment Report (JER) annex of the Annual Growth Survey (AGS). In these documents lifelong guidance (sometimes under different wordings: career guidance, counselling, vocational guidance, information provision for training, labour market intelligence for citizens/job-seekers, etc.) is identified as a relevant policy tool.

The Europe 2020 strategy is designed to create ‘smart, sustainable and inclusive growth’. In relation to lifelong guidance, ‘smart’ focuses attention on the use of technology, ‘sustainability’ on links between

career choices and environmental issues, and ‘inclusive’ on links between lifelong guidance provision and social equity / social justice.

3.2 Education policies

Although education policies are always in plural forms because of different policies relating to different sectors (school, vocational education and training (VET), higher education, adult education), they have also been more closely integrated, together with sport and youth policies, within the single financial mechanism of the new Erasmus+ programme.¹ This brings together the previous Lifelong Learning Programme (LLP) and youth and sport programmes into a single integrated programme. Key focal points of the programme are: skills development, employability, active citizenship (democratic dialogue) and mobility. These key aims are linked with the quality and availability of national and cross-European lifelong guidance systems and services. Seventy per cent of the programme funding is devoted to Key Action 1, addressing European citizens’ needs on skills/competency development, including individual and family-level planning of investments in education and training. Development of countries’/regions’ guidance services can be linked with Key Action 2. Finally, Key Action 3 is linked with lifelong guidance policy and system development by supporting policy reforms and fostering structured dialogue in the fields of education, youth and sport. A significant change compared to the previous LLP is the inclusion of youth policy: this means that the horizontal, cross-policy nature of European youth policy can be better addressed and also linked more closely with lifelong guidance policies.

The European Commission is currently formulating the future direction and form of its actions in this field. Based on the Europe 2020 achievements in its first four years (2010-14) and the adaptation strategy for post-crisis Europe (2015-20), the EASQ, announced in the Rethinking Education strategy,

¹³ http://ec.europa.eu/dgs/education_culture/more_info/consultations/skills_en.htm

¹⁴ http://conference-easq.teamwork.fr/docs/EU_FactSheet_Eurobarometer_EASQ.pdf

¹⁵ http://ec.europa.eu/europe2020/making-it-happen/country-specific-recommendations/index_en.htm

is being developed. The Commission supports the acknowledgement and identification of the prominent role of lifelong guidance within the EASQ, accompanying flexible learning pathways, employability, and flexicurity including a stronger focus on social inclusion. An open public consultation¹⁶ on the EASQ was held between 17 December 2013 and 15 April 2014.

In the results of the open consultation¹⁷ there was a strong agreement on the importance of high-quality and independent guidance services at all levels of education and employment, related to social inclusion/protection, including at early stages in order to reduce early school-leaving and drop-out, and to foster employability and civic competencies. The consultation respondents indicated that the EASQ should support mobility for both learning and work from the EU citizens' perspective. Currently only a few Europeans are aware of the different EU mobility tools (e.g. only 3% are aware of EURES), and 45% have never used lifelong guidance services, largely because of lack of access¹⁸. The EASQ should also pursue coherence, simplification, ease of use, transparency and understanding of the current tools, not least by ensuring that the same terminology is used across the tools. The relationship and synergies between the tools should be clear, and where necessary the governance of each tool should be reviewed, ensuring the representation of stakeholders. The focus should be on individuals as the end-users of the tools. They can be reached by more effective communication, and through availability of information and guidance. The respondents also pointed to the essential role of guidance services in promoting access to relevant information, customisation of such information to individuals' and families' needs, and more effective links between education and employment services.

3.4 Interoperability tools for mobility¹⁹

A number of new or upgraded European tools to support learners' and citizens' mobility have been trying to enhance transparency across all sectors of education and also to link education policies with social integration and employment policies.

EQF/NQF

During the last two years, significant steps have been taken in the development of the European/National Qualification Frameworks (EQF/NQFs) which serve as a key driver to develop transparency for all learners/citizens but also for the demand side, the employers. An evaluation of the EQF²⁰ listed its key elements as being (a) eight European reference levels, (b) a learning outcomes approach, and (c) common principles for quality assurance. Based on the evaluation, the Commission is proposing the following steps:

- To accelerate EQF referencing and developing national qualifications frameworks.
- To strengthen the role and impact of qualifications frameworks based on learning outcomes at national and European levels.
- To enhance transparent and coherent EQF referencing, taking into account the changing nature of qualifications systems.
- To strengthen the link between European quality-assurance and qualification frameworks.
- To improve communication on the EQF, to better reach out to learners, workers and other stakeholders and inform them about the EQF's benefits.
- To make better use of the EQF in policies and tools for mobility and lifelong learning.

¹⁶ http://ec.europa.eu/europe2020/public-consultation/index_en.htm

¹⁷ https://conference-easq.teamwork.fr/docs/Result_of_Public_Consultation.pdf

¹⁸ Eurobarometer for EASQ, June 2014.

¹⁹ Interoperability means that these mobility tools work across education sectors and also link education to employment and social inclusion policies, developing a holistic and lifespan approach. Mobility relates to educational and social as well as geographical mobility.

²⁰ <http://www.ipex.eu/IPEXL-WEB/dossier/document/COM20130897.do#dossier-COM20130897>

- To clarify the EQF's role in relation to international qualifications and for countries and regions outside Europe.
- To develop the EQF to make it better adapted to current developments in online learning and international qualifications.²¹

Europass

A further mobility tool is the Europass portfolio. Since its launch in 2005, more than 27 million Europass CVs had been completed on-line by March 2013. An evaluation in 2013 indicated that Europass tools are seen as cost-efficient and that their use and dissemination have developed considerably since the first evaluation in 2008. It identified the key challenge for the future as being whether a single document 'could facilitate a common understanding of qualifications issued in any education and training sector and stimulate the interoperability of European credit transfer systems, such as ECTS and ECVET, between education and training levels and across countries'.

Validation (APEL)

Validation of formal and informal learning experiences can be a powerful tool to open up education sub-systems (such as VET, higher education, and continuing VET (CVET)), making visible and valuing the full range of knowledge and competences held by an individual, irrespective of where or how these have been acquired.. The first European principles²² on validation were issued in 2004 as a result of the Copenhagen process (2002) within European education policy. New European guidelines for non-formal and informal learning are to be issued, and all EU Member States need to introduce national validation systems by 2018 at the latest. CEDEFOP has been playing a central catalytic role in this process.

ESCO

The launch conference²³ of European Skills, Competencies, Qualifications and Occupations (ESCO) was organised in October 2013 in Brussels. ESCO is designed to support negotiation between the worlds of education and of work by providing a common terminology. The ESCO portal²⁴ is already on-line and will be available in 22 languages.

ET 2020 Thematic Working Groups 2013-14

In the spirit of the Open Method of Co-ordination (OMC), under the ET 2020 strategic framework of European co-operation in education and training, the Commission has established a new generation of Thematic Working Groups (TWGs) that will function between November 2013 and October 2015. These TWGs are addressing the following priority themes: schools; VET; adult learning; modernisation of higher education; transversal skills; and digital and online learning. The TWGs are concentrating on delivering concrete and useable outputs that respond to the policy challenges identified in the ET 2020 strategy. Lifelong guidance is explicitly identified in the mandate of the TWG on VET, but should also be examined as a transversal measure which contributes to the work of all six TWGs.

A mid-term evaluation of progress in relation to the ET 2020 benchmarks (Figure 3.1) was also undertaken in 2014²⁵. The stakeholders' questionnaire covered all key areas of ET 2020. Results will be used to feed the 2015-17 ET 2020 work programme.

²¹ Brussels, 19.12.2013, COM (2013) 897 final.

²² <http://www.cedefop.europa.eu/EN/about-cedefop/projects/validation-of-non-formal-and-informal-learning/european-inventory-principles.aspx>

²³ <http://ec.europa.eu/social/main.jsp?langId=en&catId=88&eventId=930&furtherEvents=yes>

²⁴ <https://ec.europa.eu/esco/home?resetLanguage=true>

²⁵ <http://www.ghkint.com/surveys/et2020/>

Figure 3.1: The five European benchmarks for ET 2020

- **Adult participation in lifelong learning:** By 2020, an average of at least 15% of adults should participate in lifelong learning.
- **Low achievers in basic skills:** By 2020, the share of low-achieving 15-year-olds in reading, mathematics and science should be less than 15%.
- **Tertiary-level attainment:** By 2020, the share of 30-34-year-olds with tertiary educational attainment should be at least 40%.
- **Early leavers from education and training:** By 2020, the share of early leavers from education and training should be less than 10%.
- **Early childhood education:** By 2020, at least 95% of children between 4 years old and the age for starting compulsory primary education should participate in early childhood education.

3.5 Schools

Within primary and secondary education, the issue of early school-leaving (ESL) remain a key driver for all EU school policy developments, following the 2011 Council Recommendation on this topic.²⁶ Decreasing the ESL figures at member-state level as well as at EU level is one of the European key targets (see Figure 3.1 above). Based on the work of the TWG on Early School-Leaving, a number of key policy messages identify the critical conditions for successful policies related to combatting ESL²⁷. Recommendation 11 urges further development of school-based guidance services:

‘Strengthen guidance to ensure young people are aware of the different study options and employment prospects available to them. Ensure counselling systems provide young people with both emotional and practical support.’

²⁶ Proposal for a Council Recommendation on policies to reduce early school-leaving [COM(2011)19], 31 January 2011. http://europa.eu/rapid/press-release_MEMO-11-52_en.htm?locale=en

²⁷ EC (2013) *Reducing Early School Leaving: Key Messages and Policy Support*. November. http://ec.europa.eu/education/policy/strategic-framework/doc/esl-group-report_en.pdf

3.6 Initial vocational education and training (IVET)

The threat posed by youth unemployment for a new ‘lost generation’ across Europe has valorised the dual training approach. Member States with strong dual systems (AT, DE) have low levels of youth unemployment and of NEET rates, though their dual training systems are not the only reason for these figures. Adaptation processes on this type of VET system are under way in several countries (e.g. CZ, HU, SK).

The EC analysis by country has shown that apprenticeships have consistently yielded positive employment outcomes, and not only in countries typically associated with the dual training system. For most of the apprenticeship programmes reviewed, the majority of apprentices secured employment immediately upon completion (e.g. AT, BE, DE, EL, FI, FR, IE, MT, NL, UK): the average proportion is about 60-70%, and in some cases is as high as 90%. In addition, within six months to a year after completing the scheme, the proportion of apprentices who secure employment increases even further and is often over 80%.²⁸

²⁸ EC (2013). *Apprenticeship and Traineeship Schemes in EU27: Key Success Factors: A Guidebook for Policy Planners and Practitioners*. Brussels.

Engagement in apprenticeships, traineeships and work-based learning generates positive outcomes. Furthermore, several policy documents²⁹ have highlighted that the lack of work experiences of young career starters is connected to failures to enter and stay (at a sustainable way) in the labour market at young age.³⁰ Accordingly, apprenticeships and other work-based learning can be viewed as potentially successful ways to combat youth unemployment and provide sustainable social and labour market inclusion.

The European Alliance for Apprenticeship (EAfA) was launched in Leipzig in July 2013.³¹ This initiative brings together business and industrial partners as well as youth organisations, social partners and VET providers, with three strands of action:

- reform of apprenticeship systems;
- promoting the benefits of apprenticeships;
- smart use of funding and resources.

The EAfA launch document urges the customisation and development of national, regional and local partnerships for apprenticeship. It identifies work-based learning as an effective tool to fight against youth unemployment in Europe. It also mentions the role of career guidance as a building block of good-quality offers and as a tool and service before, during and after apprenticeship participation.

Parallel with these developments in the field of apprenticeships, the EU has continued the implementation process of the European Credit System for Vocational Education (ECVET). The adaptation must be made at the member-state level. ECVET and modularisation of VET systems place the learner at the centre of lifelong learning. Lifelong guidance as

a tool should be available later for VET credit transfer reasons, as well as to support learners and their families with impartial information and guidance services before, during and after VET programmes.

3.7 Higher education

A high-level working group has produced a new handbook on modernisation issues related to European higher education.³² Its 16 recommendations address quality challenges in higher education. Recommendation 13 includes a reference to guidance and counselling methods.

Guidance is also linked with the concept of 'knowing your students':

'Equally important is the active involvement of students in the development of counselling, guidance and mentoring systems. These systems lead to well-informed choices by students and better retention rates, especially in the early phase of studies for students from non-traditional backgrounds. Student guidance and counselling should support students on their way to successful graduation, strengthen their identification with the higher education institution and help students in the development of their individual and transversal competences. This is especially important for higher education systems which provide open access to higher education institutions for those students with a secondary school leaving diploma.'

Recommendation 9 links national guidance systems with higher education:

²⁹ Notably OECD (2010). *Reviews of Vocational Education and Training: Learning for Jobs*. Paris: OECD.

³⁰ EC (2012). *Apprenticeship Supply in the Member States of the European Union*. Brussels.

³¹ European Alliance for Apprenticeships Council Declaration. Employment, Social Policy, Health and Consumer Affairs Council meeting, Luxembourg, 15 October 2013.

³² DG EAC High-Level Group on Modernisation of Higher Education, June 2013. http://ec.europa.eu/education/library/reports/modernisation_en.pdf

‘Higher education institutions and national policy makers in partnership with students should establish counselling, guidance, mentoring and tracking systems to support students into higher education, and on their way to graduation and beyond.’

3.8 Adult learning and continuing vocational education and training (CVET)

In 2011 the European Commission set up two TWGs within the strategic framework for European co-operation in education and training (ET2020), to address, respectively, the issues of quality in adult learning and of financing adult learning. The first of these TWGs interpreted quality as being defined by the four key dimensions of equity, efficiency, effectiveness and relevance. It worked on policy suggestions and on the development of a toolbox of draft instruments to support them, and published its final report in December 2013. The draft instruments focus on three priority areas: the accreditation of providers of adult learning, staff quality, and indicators. The TWG explored how the EQAVET model could be developed to support the quality of outcomes of both vocational and non-vocational adult learning, in closer co-ordination with the provision of lifelong guidance and opportunities for validation of prior learning. This may lead to implementation of a reformed and extended European quality-assurance framework by 2016-17.

3.9 Employment policies (including role of Public Employment Services)

High levels of unemployment/underemployment, and in particular the issue of youth unemployment (including the NEET issue), remain the key issue for employment policy, with strong links to social inclusion policies. Most of the internal policy discussions

within the Employment Committee (EMCO) and Heads of Public Employment Services (HoPES) have been devoted to these issues.

The Employment Package highlights the role of multiple transitions during the lifespan:

‘Labour market flexibility requires security in employment transitions. A lifelong career characterised by a number of moves, sometimes upwards but also horizontal or even downwards, is now a reality for many workers, and particularly for young workers. The quality of the transitions will determine the quality of a worker’s career. Security throughout one’s career, including during the transitions between different types of labour market status ... is essential in order to provide individuals with the necessary means to maintain their employability and make transitions work.’

After the July 2013 high-level meeting in Berlin on youth unemployment³³, the Head of the PES Network together with DG Employment prepared two follow-up reports. Both were dedicated to youth employment, including the deployment and further improvement of the national Youth Guarantee Initiatives (YGIs)³⁴ (see Section 3.11). The concluding statements of the German Federal Chancellor highlighted the role of the European Public Employment Services within the YGI. PES in many countries will serve as a single entry-point for young NEETs. The follow-up reports³⁵ also emphasised the further lifelong-guidance-related developments within the EU PES. Lifelong guidance is strongly interconnected the new PES 2020 European strategy, which has three

³³ <http://www.bmas.de/DE/Themen/Soziales-Europa-und-Internationales/Meldungen/2013-07-02-konferenz-arbeitsminister.html>

³⁴ See ELGPN Concept Note No.4 (2013) on this issue: http://ktl.jyu.fi/img/portal/23552/Borbely-Pecze_and_Hutchinson_Youth_Guarantee_concept_note_web2.pdf?cs=1383657435

³⁵ HoPES Assessment Report on PES Capacities to Implement the Youth Guarantee, October 2013; HoPES Catalogues of Measures for Implementation of the Youth Guarantee, November 2013.

main pillars: (a) improving outreach capacities; (b) supporting transitions; and (c) developing partnerships.

All of these activities are linked with the transition agency model, the new role of the European PES, where the PES is viewed as a key player to support the life-cycle transitions (school-to-work; job-to-job) of citizens, serving the ‘making transitions pay’ idea of the Employment Committee.³⁶ For this professional support, PES need to develop career guidance services, building their capacities and renewing the services. The follow-up reports also mention the need for better co-ordination between school-based and PES-based career guidance services, to support the future success of national YGI programmes. After the Berlin meeting, François Hollande, President of France, hosted a high-level meeting³⁷ on the same issue.

An important professional synergy was provided under the European Public Employment Services Dialogue Forum (P2P).³⁸ In June 2014 an analytical paper was issued on the European competence profile for PES and EURES counsellors.

All of these developments can be seen as follow-up development work to the 2005 Directorate-General for Employment, Social Affairs and Equal Opportunities study on career guidance within the European PES.³⁹

The EURES reform will develop better access to apprenticeships and traineeships at international level above the age of 18. With a new client group and the widening national networks of the national EURES Co-ordination Offices, there will be a need

not only for improved guidance services but also for better links between national lifelong guidance policies and system features.

3.10 Social inclusion policies

Social inclusion has a strong interface with employment (e.g. youth employment) and education policies (e.g. ESL). The toolbox of social protection policies mobilises the tools of other policy areas. However, renewing and maintaining the European Social Model remain a burning issue for the coming years. The Europe 2020 Strategy set up European as well as national targets for poverty reduction⁴⁰, linked to the work of the Social Protection Committee (SPC)⁴¹.

The Committee’s dashboard indicators (Social Protection Performance Monitor: SPPM) contain data on active ageing, youth unemployment, child poverty and other areas of interest for active solidarity and inclusion through guidance systems and services.

In December 2012, the European Council (EU Heads of State and Governments) called for a strengthening of the social dimension of the Economic and Monetary Union (EMU). In June 2013, it emphasised the importance of better monitoring the social and labour market situation within the EMU by using appropriate employment and social indicators within the European Semester. In October 2013, the European Commission put forward a policy document (Communication) on strengthening the social dimension of the EMU. It proposes to create a scoreboard to cover key employment and social developments:

³⁶ <http://register.consilium.europa.eu/doc/srv?l=EN&t=PDF&gc=true&c=false&f=ST%2014479%202010%20INIT&r=http%3A%2F%2Fregister.consilium.europa.eu%2Fpd%2Fen%2F10%2Fst14%2Fst14479.en10.pdf>

³⁷ http://www.linkedin.com/groups/French-President-Francois-Hollande-hosted-2304578.S.5806339285732851715?qid=4e846a6e-379f-4b6e-a48d-ab50f1eb5dd5&trk=groups_items_see_more-0-b-ttl

³⁸ <http://ec.europa.eu/social/main.jsp?catId=964>

³⁹ Sultana, R.G. & Watts, A.G. (2005). *Career Guidance in Europe’s Public Employment Services: Trends and Challenges*. DG EMPL

⁴⁰ http://ec.europa.eu/europe2020/europe-2020-in-a-nutshell/targets/index_en.htm

⁴¹ <http://ec.europa.eu/social/main.jsp?catId=758&langId=en>

- the unemployment rate;
- the rate of young people not in education, employment or training (NEET);
- the youth unemployment rate;
- the real gross disposable income of households;
- the 'at risk of poverty' rate;
- the rate of the working-age population;
- inequalities.^{42,43}

Most of these political targets highlight different roles for lifelong guidance policies, systems and services, such as: (a) availability of universal guidance services; (b) opportunities to learn and mobilise career management skills at any age; and (c) tailoring career information (labour market intelligence plus information from the educational sector) to individuals' and families' needs.

3.11 Youth Guarantee Initiative

A major recent policy initiative within the EU has been the Youth Guarantee Initiative (YGI), launched by a Council Recommendation on 22 April 2013. This initiative has had a particularly strong impact in ELGPN member-countries where youth unemployment is higher than 25% at national and/or regional level. When the guarantee was established, 5 million young Europeans were unemployed and 7.5 million were NEET (not in education, employment or training). The initiative addresses young people aged 15-24, though the upper age limit can be extended to 30 by Member States if they so wish.

Some regions receive specially targeted YGI funding through the European Social Fund, and some do not. Lack of eligibility for the Youth Guarantee Fund does not mean that the YGI is not operable in these countries or regions.

The core elements of the YGI are to ensure that all young people under 25 – whether registered with employment services or not – receive a good-quality, concrete offer within 4 months of leaving formal education or becoming unemployed. The offer should be for a job, apprenticeship, traineeship, or continued education, and be adapted to individual needs and situations. This requires:

- Strong co-operation between the different stakeholders. Although in some countries the PES have played a central role (as a one-stop entry point), the initiative requires horizontal policy development, co-operation and cross-policy actions between the education/training and employment authorities as well as the social partners.
- Early intervention. Accordingly, the national YGI implementation plans⁴⁴ may include not only national actions for youth activation and integration but also reforms of the vocational education and training systems, including current regulations on youth training, second-chance schools, the roles of PES, and the supporting role of youth organisations.

ELGPN has produced a special Concept Note on the Youth Guarantee and the role of lifelong guidance.⁴⁵ This was made available for project planning at national and regional levels before national YGI implementation plans had to be submitted to Brussels for evaluation. The Concept Note highlights the key role of lifelong guidance in enabling national YGI programmes to be not just a temporary diversion to keep young people off the streets but a springboard for them to a better future. During summer 2014 a follow-up questionnaire was circulated to the Network member-countries: the results are summarised in Annex 4.

⁴² <http://ec.europa.eu/social/main.jsp?catId=737&langId=en&pubId=7677&type=1&furtherPubs=yes>

⁴³ <http://ec.europa.eu/social/main.jsp?langId=en&catId=89&newsId=1979&furtherNews=yes>

⁴⁴ <http://ec.europa.eu/social/main.jsp?catId=1090&langId=en>

⁴⁵ Borbély-Pecze, T.B. & Hutchinson, J. (2013). *The Youth Guarantee and Lifelong Guidance*. Jyväskylä, Finland: ELGPN.



The Evidence Guide⁴⁶

4.1 Background

An extensive body of research and evidence has informed the development of lifelong guidance. This research has considerable implications for policy-makers. Accordingly, the ELGPN 2013-14 Work Programme included the preparation of an Evidence Guide for policy-makers to inform their understanding of this evidence, particularly on the impact of lifelong guidance. Professor Tristram Hooley of the International Centre for Guidance Studies, University of Derby, UK, was commissioned to undertake a review of the evidence and to work with the Network to produce a publication synthesising it.

4.2 The process

Work was commenced in advance of the ELGPN Policy Review Meeting in Tallinn (June 2013). An initial paper was prepared setting out some key evidence and proposing a structure for the publication.

Following this meeting, a call for evidence was launched, and a first draft was prepared for the ELGPN Plenary Meeting in Vilnius (December 2013). The draft was heavily reliant on published academic literature gathered from an interrogation of academic databases. The meeting provided opportunities for discussion of this draft and for direction to be provided on its development. A key decision at this point was that there should be three versions of the Guide, to acknowledge the different levels of engagement that were likely across the community of policy-makers: a 2-page executive summary, an extended summary, and the full document.

A further call for evidence was issued following the Vilnius meeting, resulting in further evidence emerging from the Network and the creation of a new draft

⁴⁶ This section has been prepared by Professor Tristram Hooley, Head of International Centre for Guidance Studies, University of Derby, UK; Consultant to ELGPN.

for the ELGPN Plenary Meeting in Athens (February 2014). Following feedback from this meeting and from the wider international community through the International Centre for Career Development and Public Policy (ICCDPP) and the International Association for Educational and Vocational Guidance (IAEVG), the publication was then finalised. It was published in print and online in October 2014 under the title *The Evidence Base on Lifelong Guidance: a Guide to Key Findings for Effective Policy and Practice*.

4.3 Key findings

The Guide provides an extensive summary of the evidence base in lifelong guidance. It is aimed primarily at policy-makers in Europe, so European examples are used wherever possible. The collaboration with ICCDPP and IAEVG has however enabled it to include relevant studies conducted in Australia, Canada, the USA and other non-European countries. These are used where European examples cannot be found or to supplement these examples. It is hoped that this will also make the Guide of interest to a broader international audience.

The publication provides a definition of lifelong guidance, showing how the activity interfaces with a range of policies and sectors. It summarises the research that exists in this area and shows the range of beneficiaries of such guidance. It highlights the fact that lifelong guidance impacts on educational outcomes, on economic and employment outcomes, and on social outcomes.

The Guide builds upon earlier and ongoing ELGPN work addressing quality assurance and evidence-based policy and system development. It proposes a series of ten evidence-based principles which can be used to underpin the design of lifelong guidance services and systems.

In addition, the Guide suggests that policy-makers should continue to develop this evidence base to ensure that policies are based on the best evidence

available and that they work as expected. It sets out a Lifelong Guidance Policy Cycle, in which implementation of new policies and services is followed by monitoring and evaluation, which in turn provides greater understanding on which future investment and initiatives can be based.

4.4 Outputs

The core output associated with this work has been the production of the Guide itself, in its three versions. The brief executive summary is included in this Progress Report, as Annex 5. In addition, the research in the Guide has been presented to the following audiences:

- Italian regional policy-makers conference on the Youth Guarantee (Genoa, Italy, November 2013).
- International Association for Educational and Vocational Guidance webinar (online, April 2014).
- Partnership for career guidance conference (Bodø, Norway, August 2014).
- Euroguidance conference (Malta, December 2014).
- National Association of Graduate Careers Advisory Services (Wollongong, Australia, December 2014).

4.5 Next steps

The Evidence Guide has been critical in bringing together the pan-European and cross-sectoral evidence base in lifelong guidance. The next step will be to ensure the effective dissemination of the Guide to European policy-makers as part of a project to support evidence-based policy-making in the field of lifelong guidance.

Beyond the implementation and engagement

phase, there is a need to ensure the continued development of the evidence base in this field. One possibility for ELGPN or successor programmes would be

to investigate the possibility of convening a strategic group of researchers and policy-makers to inform and support European research in this area.



EU Guidelines⁴⁷

5.1 Background and rationale

The European Area of Skills and Qualifications (EASQ) is the most recent development and manifestation of the European space for education, training and employment, the primary aim of which is to support EU mobility for learning and work opportunities. The past 20 years has seen the emergence of common European reference tools for education, training, and employment, both to support mobility policies and to assist in national reforms of these policy areas.

Given the key role that career guidance plays to support learning and work transitions at regional, national and EU levels, it is not a surprise that the construction of such tools for lifelong guidance policies was a recommendation of the joint report Education and Training 2010 of the Council (Education, Youth) and of the European Commission to the

European Council in 2004, and noted in the Council Resolution (2004) on strengthening policies, systems and practices for lifelong guidance in Europe. The Maastricht Communiqué on VET (2004), agreed by ministers from 32 European countries, the European social partners, and the European Commission, prioritised lifelong guidance provision and invited the Member States to:

- use common instruments, references and principles to support guidance throughout life;
- raise stakeholders' awareness of these instruments at national, regional and local levels.

The European Commission's Expert Group on Lifelong Guidance (2002-07) developed a set of Common Aims and Principles for Lifelong Guidance which was noted in the 2004 Council Resolution and endorsed in 2005 by Working Group G of the Objectives for Education programme. CEDEFOP subsequently produced a guide to the use of these instruments.

⁴⁷ This section has been prepared by Dr John McCarthy, Consultant to ELGPN.

A review of the usage of these instruments in Member States was undertaken by ELGPN in 2009. It concluded that some countries had used them for national policy and strategy development, but that they were pitched more at delivery management and practitioner level than at policy and systems development level.

Since 2004, the two EU Council Resolutions on lifelong guidance have indicated directions for the development of lifelong guidance policies and systems and for better integrating lifelong guidance provision in lifelong learning strategies. The 2008 Resolution gave a mandate to ELGPN to strengthen European co-operation on lifelong guidance provision, including ‘to deploy European instruments and tools’ to support active guidance policies and ‘to monitor national and European implementation of activities’.

The ELGPN has subsequently created products to support policy and systems review in the four areas mandated by the 2008 Council Resolution (access, career management skills, co-ordination and co-operation, and quality assurance and evidence base) across six sectors (schools, VET, higher education, adult education, employment, and social inclusion). However, a need has emerged for a more broad-ranging policy and systems reference tool for career guidance at EU level that covers transversal issues (career guidance issues in common to education, training and employment) and sector-specific issues, and that encompasses a broader range of policy areas than those prioritised in the two Council Resolutions.

The development of such a tool is timely in light of: the new priorities of the Education and Training 2020 Strategy; its focus on the formation of the European learner citizen (the citizen model); its concerns about the consequences of inequality of access by EU citizens to quality education systems and outcomes; support for access to and efficient usage of open education resources for learning; the need for increased coherence among and usage of tools for the mobility of learners and workers in the European Area of Skills and Qualifications; mismatches between high-level

skills demand and supply in the EU; and synergies required between education policies and employment, youth and other social policies. EU Guidelines for career guidance policies and systems can contribute to the development of effective national, regional and local services; can assist in reducing disparities in citizen access to quality career guidance provision across Member States, across education and occupational status levels, and across the lifespan; and can improve the quality of the citizen’s learning from such provision. The results of a recent Eurobarometer survey show a low percentage of use of such services by EU citizens, arising mainly from lack of access.⁴⁸

5.2 Development process

The ELGPN Plenary Meeting held in Dublin, Ireland, in February 2013, accordingly agreed to explore the development of an EU common reference tool for lifelong guidance, such as Guidelines. It was decided to produce a rationale for their development, together with a worked example of what a Guideline might look like, and to suggest areas of policies for career guidance where Guidelines might be useful for Member States. The Guideline format proposed consisted of three parts:

- What this Guideline refers to, e.g. careers information.
- Why this Guideline is important.
- What are elements of good policies in relation to this Guideline.

These were presented to the PRC meeting at Tallinn in June 2013. It was decided that, based on the model presented, the outline proposal would be developed into a full proposal. ELGPN members were given

⁴⁸ European Commission (DG EAC) (2014). *Special Eurobarometer 417: European Area of Qualifications and Skills*. Brussels: DG COMM. Retrieved at: http://ec.europa.eu/public_opinion/archives/ebs/ebs_417_en.pdf

the opportunity (to early September 2013) to add comments and suggestions online to the model and outline proposal. In September/October 2013 the outline proposal was developed into a full proposal, taking into account all of the suggestions given at Tallinn and subsequently online.

The full proposal was considered at the ELGPN Plenary Meeting at Vilnius in December 2013, and many additional suggestions were made regarding their presentation and content. Particular concerns were raised about linking existing ELGPN outputs to the proposed Guidelines. Following further modifications suggested at the ELGPN Plenary Meeting at Athens in February 2014, a revised outline was presented at the ELGPN Plenary Meeting in Zagreb in June 2014 (see below).

This revised outline was welcomed by the Zagreb Plenary Meeting, and approval given for its further development. Members made additional proposals on presentation and content. It was agreed that a further revision be carried out and that a revised draft be presented at the Plenary Meeting in Rome in October 2014.

5.3 EU political adoption

It is intended that EU political adoption of the Guidelines be sought in 2015/16. It is not clear at this point what form such an adoption might take.

Revised outline of EU Guidelines for Policies and Systems for Lifelong Guidance, presented at the ELGPN Plenary Meeting, Zagreb, June 2014

Introduction

- Rationale
- Target group
- Benefits
- How the Guidelines can be used
- Explanation of format and focus of the Guidelines

EU policy context

- EASQ
- ET and EU 2020
- Employment and social policies
- Council Resolutions 2004 and 2008

Guidelines Part 1: Principles underpinning lifelong guidance policies and systems

Guidelines Part 2: Transversal components of lifelong guidance policies and systems

Access (including ICT), Career Management Skills, Co-ordination and Co-operation, Quality Assurance, Policy Evaluation/Evidence, Careers Information, Training and Qualifications, Funding

Guidelines Part 3: Sector components of lifelong guidance policies and systems

- A. Education and training sectors: Schools, VET (IVET), Adult Learning (including CVET), Tertiary/Higher Education
- B. Labour market sector: Employed, Unemployed, Older Adults, Youth at Risk, Disadvantaged Groups



Evaluation of 2013-14 Work Programme⁴⁹

6.1 Evaluation strategy

The goal of the ELGPN evaluation during the 2013–14 Work Programme has been to support the quality and effectiveness of the Network by providing feedback about the work carried out and the results produced. The evaluation has built on the evaluation strategy used in the previous phases (2008–12), making it possible to review the ELGPN's progress in relation to its long-term goals identified in the inaugural meeting of ELGPN in May 2007.

The evaluation has adopted a community-based evaluation approach which aims at encouraging active participation in the evaluation process from all involved communities and stakeholders. Both quantitative and qualitative methods have been utilised. A primary objective of the evaluation has been to support the ongoing development of the Network.

According to the Operational Evaluation Plan for the 2013-14 Work Programme, the structure of evaluation activities was to be implemented at two levels: (1) organisational process and meeting outcomes evaluation; and (2) mutual learning and impact evaluation. The former have been assessed in the evaluations carried out after each ELGPN Plenary Meeting and Policy Review Meeting held during 2013-14; while the latter have been the focus of the ELGPN initial and mid-term evaluations, conducted in summer 2013 and spring 2014 respectively. Since the ELGPN 2015 Work Programme will continue work on the themes initiated during the 2013-14 Work Programme, the closing evaluation will take place in 2015.

The initial evaluation sought to establish the aims and expectations which the country teams had for the Work Programme, while the mid-term evaluation assessed the extent to which these expectations had been met. This aim was watered down somewhat by the relatively low response rate to the initial evaluation (58%), but the robust response to the mid-

⁴⁹ This section has been prepared by Ms Marjo Halmiala and Ms Outi Ruusuvirta, ELGPN Co-ordination Unit.

term evaluation (response rate 94%) has allowed an effective evaluation of the progress made during the Work Programme. Only about half of the meeting participants responded to the post-meeting evaluations. However, for most meetings at least one person from each participating country responded to the evaluation, so providing a reasonably representative estimate of participants' views on the success of the processes and outcomes of the meeting.

6.2 Management of the Network and organisation of the meetings

The ELGPN Co-ordination Unit based at the University of Jyväskylä in Finland has been responsible for the day-to-day management of the Network. In both the initial and mid-term evaluation surveys, the ELGPN members indicated that in their view the Network has been co-ordinated efficiently. Respondents were also very content with the general administrative support they received from the Co-ordination Unit, though in the mid-term evaluation the support with financial reporting was evaluated somewhat less positively than in the initial evaluation. The evaluation responses further indicate that in the members' views, the Co-ordination Unit managed reporting and related data-gathering efficiently.

One of the main aims of the ELGPN is to facilitate mutual learning and exchange of good practices between the member-countries. According to the findings of both the initial and mid-term evaluations, the members were in general satisfied with the participation opportunities they had in the 2013-14 Work Programme. In addition, a majority of the respondents felt that the ELGPN functioned well as a network, although the satisfaction was somewhat lower in the mid-term evaluation than at the beginning of the Work Programme. Both evaluations also showed that the respondents valued the contributions from their peers, the ELGPN consultants, and the partner organisations. The working methods used in the meetings received slightly less positive

feedback in the mid-term evaluation than in the initial evaluation: it was noted, for instance, that more time should be allocated to the Policy Review Cluster (PRC) sections of the meetings. The members perceived the main ELGPN communication channels (newsletter, LinkedIn group, and website) as useful and effective.

Overall, the members have been highly satisfied with the preparation and organisation of Network meetings. Evaluation participants rated the meeting facilities highly and felt supported by the local meeting organisers. They also reported that the meetings had been run efficiently and that the working methods adopted had been fit for purpose, although these could be further developed for future meetings. The PRC consultants also received positive feedback for their work. The findings indicate that the respondents felt that the meeting outcomes had supported the Network in implementing the Work Programme. These evaluations have gradually improved during the second half of the Work Programme, providing an encouraging sign of progress.

6.3 Expectations for the 2013–14 ELGPN Work Programme and progress made

The initial evaluation findings indicated that the national delegations' expectations for the 2013-14 ELGPN Work Programme could be divided into two groups: some country teams were most interested in the adaptation and implementation of the ELGPN Resource Kit; while others planned to focus more on general information, knowledge and experience sharing. In general, countries with more developed guidance systems were in the former group, and countries placing greater emphasis on the development of their guidance systems were in the latter. The 2013-14 Work Programme appears to have supported the Network members in meeting these aims, as in the mid-term evaluation the respondents reported they had learned about different practices and chal-

lenges faced by other countries. The development of career management skills, quality assurance, and co-operation and co-ordination mechanisms (especially practices concerning the development of national fora), were mentioned in several responses. The comparison of the initial and mid-term evaluation responses indicates that the members' expectations had not changed since the beginning of the Work Programme but that their aims for the programme had become clearer over the course of the two-year period.

The evaluation findings suggest that the means of sharing information gained in ELGPN within each member-country did not vary significantly. In the initial evaluation, almost all respondents noted that they planned to use their national guidance forum to share knowledge and to distribute the ELGPN Resource Kit. In the mid-term evaluation, several country teams reported that they had also shared information and knowledge gained in ELGPN work in different regional and national meetings, seminars

and workshops. The most common means of involving other national actors in ELGPN work was indeed through the national fora. The various ELGPN publications translated into national languages were also reported to have played a crucial role in information and knowledge sharing and stakeholder involvement. However, several respondents noted that involving other national stakeholders in ELGPN work had been challenging.

6.4 Conclusions

Overall, the ELGPN members appear satisfied with the organisational and co-ordination aspects of the ELGPN and see their participation in the Network and its activities as being worthwhile. A challenge for the future is to develop the Network working methods, especially during the Plenary Meeting sessions, so that they better fulfil members' expectations.



Impact evaluation of ELGPN 2008-14⁵⁰

7.1 Evaluation framework

The ELGPN Plenary Meeting in Athens on 19-20 February 2014 emphasised the need to evaluate and raise the impact of lifelong guidance at both EU and national levels. The meeting suggested that in addition to the ELGPN internal evaluation, a more detailed evaluation of the impact of ELGPN should be conducted in the spring 2014. Its outcomes could then inform the design of the ELGPN 2015 Work Programme and the proposals for further structured European co-operation in lifelong guidance practice and policy development.

A template for the ELGPN Impact Evaluation was designed by the Co-ordination Unit and the draft questionnaire was sent for consultation to the European Commission and the ELGPN Steering Group. The questionnaire was also piloted with

three national ELGPN delegations (EE, NO, PT). The final questionnaire was sent to the Network in March 2014. All 32 country teams and partners (where applicable) responded to the questionnaire by the end of June 2014.

The ELGPN Impact Evaluation was integrated into the ELGPN Continuous Improvement Cycle presented in Section 2. At national level the evaluation focused on the ELGPN influence and success factors for impact on national policies in related policy fields which have an interface with lifelong guidance (e.g. lifelong learning, employment, social inclusion). A second focus was on the communication and co-operation processes between different ministries and other policy-making organisations, and between guidance service providers responsible for implementation of guidance policies. Third, the evaluation examined influences on the establishment of new lifelong guidance practices or on changes of existing practices at service level. The ELGPN member-countries were also requested to provide information on whether they had sought to influence EU-level

⁵⁰ This section has been prepared by Dr Raimo Vuorinen, Co-ordinator of ELGPN, and Ms Outi Ruusuvirta, ELGPN Co-ordination Unit.

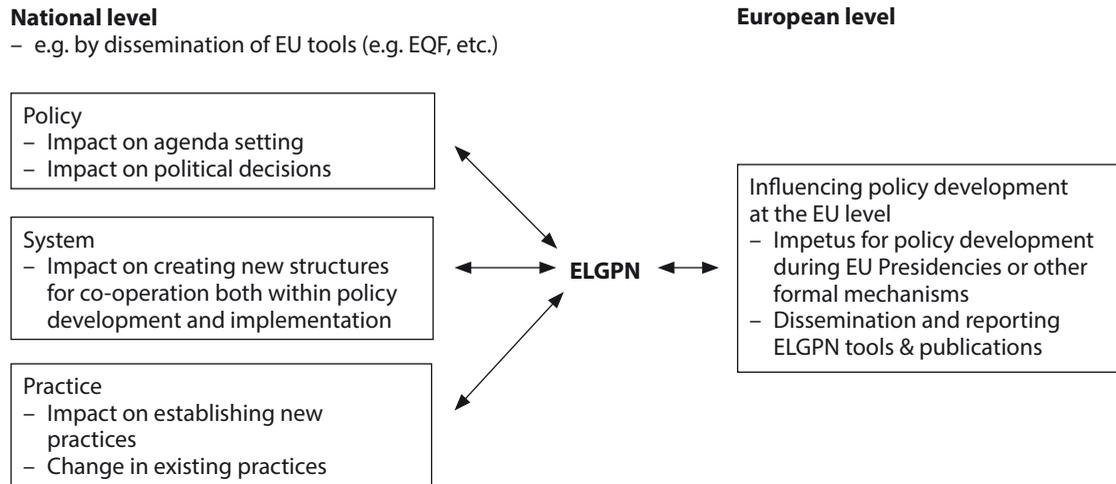


Figure 7.1: ELGPN Impact Evaluation 2008-14

lifelong guidance policy development and on their views on how future challenges in European lifelong guidance policy development could be met through structured European co-operation. The impact evaluation framework is summarised in Figure 7.1 above.

7.2 ELGPN impact 2008-14 at national level

Impact on national policies

More than half of the ELGPN member-countries (AT, CY, CZ, DE, EE, EL, ES, FR, HR, HU, IS, IT, NO, PL, PT, RO, SK) report that the Work Programmes 2008-14 have had *significant* influence on national policies on lifelong guidance, and 15 countries list examples of *some* impact.

The members provided a number of concrete examples where the Network has acted as a catalyst for national policy development, or where ELGPN products have been used in the national context. The role of lifelong guidance in legislation has been revisited in nine member-countries (BG, HR, DK, FR, HU, IS, LV, LT, SI). A national strategy for lifelong guidance has been launched or is in progress in seven countries (AT, EE, FI, IS, LU, NO, UK); and lifelong guidance has been integrated into other sectoral strategies in ten further countries (CY, DE, HR, IE, LT,

LV, PL, PT, RO, SE). In IT and SE, national guidelines for guidance systems and policy development have been prepared. National evaluations of guidance services have been carried out in four countries (EE, IT, NL, UK). The impact on related policy fields which have an interface with lifelong guidance is reported mainly in relation to policies on lifelong learning, schools, VET, employment and youth; Network members report less impact on policies on higher education, adult learning and social inclusion; and ELGPN seems to have had least impact so far on policies on active ageing.

Communication and co-operation between different ministries

Most European countries face the challenge of fragmentation and sectorising in their lifelong guidance practice and policy development. Most ELGPN member-countries report that the ELGPN 2008-14 Work Programmes have had either significant impact (AT, CY, EE, FI, HR, IT, LV, MT, NO, PL, PT, RO, SK) or some impact (BG, CZ, DE, DK, ES, FR, HU, IE, IS, LT, NL, SE, SI, TR, UK) on the communication and co-operation processes between different ministries and other policy-making organisations (e.g. social partners and non-governmental organisations).

In most countries the establishment of a national lifelong guidance forum or other representative

structure is a concrete example of the influence of the Network's activities. A national forum brings together all relevant partners in the field of education, employment and social inclusion, including relevant ministries, agencies and experts. Participation in the Network and communication with national stakeholders have led to continuous processes of exchange of information on guidance-related initiatives and have resulted in developing measures which make co-operation between ministries more efficient. An example of intensified co-operation is the establishment of a National Unit for Lifelong Guidance in NO in 2011. Countries which already had relatively sustainable career services prior to the establishment of the ELGPN tend to report less impact both on co-operation and on policy development.

Co-operation between service providers

Six ELGPN member countries (AT, CZ, EL, IT, RO, SK) report that the ELGPN Work Programmes 2008-14 have had a significant influence on structures for co-operation between guidance service providers in different policy fields (e.g. co-operation between organisations responsible for implementation of lifelong guidance policies or for lifelong guidance service delivery). Examples of increased co-operation include national conferences, joint development projects, working across borders between delivery agencies or stakeholders.

Establishment of new practices

Although ELGPN focuses primarily on lifelong guidance policy development, seven member-countries (AT, EL, HR, IS, PT, RO, SK) report significant influence in establishing new lifelong guidance practices or in changing existing practices at service-design level (e.g. one-stop guidance centres, outreach services etc.). Five member-countries (AT, EL, HR, RO, SK) report that the ELGPN has had significant impact on co-operation between service providers and has also influenced the establishment of new guidance practices. HR has established regional Lifelong Guidance Centres and has strengthened guidance provi-

sion within its Public Employment Services. EL, HR, HU, IS, PT and SI indicate that participation in the Network activities has informed the development of national online career services. DE, EE and EL report influence on the development of national feedback mechanisms and quality standards. The enhancement of lifelong career management skills has been further developed in career education in AT, EE, LT, MT, NO and PT.

7.3 Success factors for ELGPN impact at national level

The fact that ELGPN has been supported by the European Commission has given its impact a strong legitimacy. The success factors of ELGPN have been connected to the strong engagement of the national delegations and their impact on the development of national representative structures or national lifelong guidance forums. Members indicate that the reporting of the ELGPN outcomes to relevant ministries and stakeholders has played a significant role in the creation of national forums. Subsequently the national forums have raised awareness of the transversal nature of lifelong guidance policies and common understanding of shared terminology and goals for a coherent national lifelong guidance system.

The national delegations have supported national lifelong guidance strategies and also the translation and adaptation of the ELGPN tools and other publications. Mutual policy learning and sharing of experiences among the national delegations have made lifelong guidance policy work more structured and policy-oriented. A national assessment of the lifelong guidance system in LV according to the structure of the ELGPN Resource Kit has indicated the necessity to balance its development across different policy fields.

The catalytic role of the ELGPN has been particularly evident during national seminars which have been arranged in conjunction with ELGPN Plenary

Meetings or Work Package / Policy Review Cluster meetings. The European Commission support to the Network activities has strengthened the legitimacy of the mutual policy learning and sharing of experiences.

Involvement of consultants and experts in the Network activities has secured the relevance and high professional quality of the ELGPN outputs. The focus on specific themes in the working groups has contributed to professional progress and relevance to national developments. Peer Learning Activities and other Network meetings have helped to establish contacts with professionals in other European countries. The emerged pool of experts has been utilised in national and regional events and in the initiation of further development projects.

7.4 Contribution to EU-level policy development

As a Member-State-driven network, ELGPN represent a major development in support of national lifelong guidance policy development in Europe, and an innovative form of the Open Method of Co-ordination which could be applicable in other policy fields too. Approximately one-third of ELGPN member-countries have also sought to influence EU-level policy development by promoting lifelong guidance through formal channels (e.g. EU Presidency conclusions, EU-level working groups, Council meetings) or other mechanisms.

As a Network the ELGPN contributed to EU-level policy development during the 2008 French EU Presidency in the preparation of the Second Council Resolution on better integrating lifelong guidance into lifelong learning strategies⁵¹. As a result

of this Resolution, references to lifelong guidance have been included in other EU policy documents in different policy fields (see Section 3). ELGPN representatives have also been invited to contribute to EU-level working groups, Cedefop Peer Learning Activities and other Commission programmes supporting mutual policy learning (e.g. the PES to PES Dialogue).

The ELGPN tools have been developed to help policy-makers and other stakeholders to review and develop existing guidance provision and policy development by drawing from experiences and practices from the European countries. For example, the ELGPN Concept Note on the Youth Guarantee and the role of lifelong guidance⁵² was disseminated by the Commission to all EU Member States to inspire the development of national Youth Guarantee Initiative implementation plans in 2013 (see Section 3.11 and Annex 4).

7.5 Key achievements of ELGPN

Network members report that one of the most important achievements of ELGPN as a member-state-driven network during 2008-14 has been the emergence of lifelong guidance as a visible part of the political agenda in Europe and also within the member-countries in both the education and labour market sectors. ELGPN has become a focal point and a significant knowledge source for all matters concerned with lifelong guidance in which the member-countries are actively involved and seeking to co-operate. The working methodology has taken in consideration different experiences in member-countries and has facilitated mutual learning among European countries and the sharing of good practices. The formal partnership and targeted Thematic Activities have assembled representatives from different

⁵¹ Council of the European Union (2008). Council Resolution on better integrating lifelong guidance into lifelong learning strategies. 2905th Education, Youth and Culture Council meeting Brussels, 21 November. Available from http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressData/en/educ/104236.pdf [Accessed 27 January 2014].

⁵² Borbély-Pecze, T.B. & Hutchinson, J. (2013). *The Youth Guarantee and Lifelong Guidance*. Jyväskylä, Finland: ELGPN.

policy fields and have created favourable conditions for co-operation between member-countries.

An important achievement has been improved co-operation between member-countries and the European Commission. ELGPN has demonstrated how guidance can help countries to use European tools and support the achievement of EU-level policy goals. In addition to the bilateral meetings with the different units of the EU Commission, the ELGPN Co-ordinator and ELGPN representatives have con-

tributed to national and international events and various EU Thematic Working Groups. A growing common understanding and a growing recognition of the importance of lifelong guidance and related concepts have been achieved during the 2008-14 Work Programmes. The 2008 Council Resolution, ELGPN Progress Reports, Resource Kit, Glossary and Evidence Guide are concrete examples of this co-operation and common understanding.



Future structured European co-operation⁵³

8.1 Future challenges in EU lifelong guidance policy development

During the previous phases of the ELGPN Network, the main attention has been paid to promoting structured co-operation mechanisms between the member-countries. The Network has produced concrete tools which can help EU Member States and other participating countries to promote better-informed and more effective policies related to lifelong guidance.

The ELGPN 2015 Work Programme will continue the process of supporting ELGPN members in their national lifelong guidance policies, strategies and services, related to needs and demands on educational, economic, employment and social inclusion issues. The new Work Programme is designed as a transition programme which will enable ELGPN to:

- Finalise the outcomes of the 2007-14 work programmes and link them more closely to current and future EU priorities and initiatives.
- Position lifelong guidance in the new EU policy agenda and pave the way for new forms of structured European co-operation in relation to lifelong guidance policy and systems development.

A key design principle for the 2015 Work Programme is to bring together the existing ELGPN products into a coherent 'tool-box', using the European Guidelines for lifelong guidance systems and policy development as an instrument for this purpose, with strong cross-references between the products. In doing so, the Network will examine the implications of the evidence collected on the impact to date of the existing ELGPN products.

Since the participating countries are at different stages of policy development and have distinctive expectations and issues to address, it may be difficult to agree to future European lifelong guidance policy

⁵³ This section has been prepared by Dr Raimo Vuorinen, Co-ordinator of ELGPN.

developments that meet the needs of all ELGPN members. That is why the biggest challenge for future co-operation will be generalisation of the developments so that they can constitute a commonly agreed reference framework. As one element of the 2015 Work Programme, the Network has agreed to develop a common set of non-binding EU Guidelines for Lifelong Guidance which can be used at national level as a guidance tool to test and strengthen the existing lifelong guidance frameworks, policies and systems (see Section 5).

Network members report that the main future challenge in European lifelong guidance policy development is to examine in greater depth how lifelong guidance can contribute to the achievement of the EU 2020 targets. It is also important to maintain positive and wide public awareness of lifelong guidance and its broader impact for education, labour market and social policies, as well as to deepen the understanding of lifelong guidance as a cross-cutting element between these policy fields and ensure that ELGPN outcomes are implemented in relevant EU strategies and programmes. At national level, members emphasise the quality and evidence base on career guidance services, and ensuring access for all citizen groups while at the same time using resources in an efficient manner.

To ensure recognition of the importance of lifelong guidance in reaching the EU 2020 targets, it is necessary for the EU Member States to find a clear mission for policy development, and adequate and sustainable organisational structures to continue and improve the exchange of practices and mutual learning between the member-countries. ELGPN members suggest that sustainability in policy development can be best achieved by setting up a mechanism for further analysis and development of lifelong guidance policies that will contribute to the achievement of EU 2020 targets at EU and national levels.

As part of the 2015 Work Programme, the Network will build a Vision Statement for lifelong guidance in the new European policy agenda, including a proposal for future structured European co-operation in

lifelong guidance systems and policy development. This will build upon the 2008 EU Council Resolution on Better Integration of Lifelong Guidance into Lifelong Learning, and on evolving EU policies in relation to lifelong guidance, as well as on the ELGPN Policy Improvement Cycle developed during 2013-14 (see Section 2). In addition, as a group of national policy-makers and lifelong guidance experts, ELGPN will seek to act as an advisory or consultation body to the Commission in 2015 and possibly beyond, with sustainable links with the European Commission ET 2020 Thematic Working Groups and with the Heads of the Public Employment Services (HoPES) Network as well as with other DG EMPL working groups.

The Commission background paper on stakeholder consultation for the EASQ⁵⁴ identified the various networks and websites created for the tools established for facilitating labour and education mobility. The Commission wishes to investigate the possible advantages of integrating these resources into a single access point for more user-friendly and visible services. In addition to European co-operation in service delivery, there is a need for co-operation in developing lifelong guidance (LLG) policies more generally, since all LLG services are in principle relevant to the use of these tools by end-users.

8.2 Future structured European co-operation in lifelong guidance policy development

The first eight years of ELGPN (2007-14) have created active collaboration between relevant governmental and non-governmental bodies across ELGPN member-countries and other relevant networks, as well as with the relevant units of DG EAC and DG EMPL, in support of the development and imple-

⁵⁴ https://conference-easq.teamwork.fr/docs/Result_of_Public_Consultation.pdf

mentation of European LLG systems and policies and of related economic, social and political goals. This will continue in 2015, including seeking closer links with Cedefop, the European Training Foundation, Euroguidance and the European Network of Public Employment Services (Heads of PES) (including the reformed EURES), and also with OECD. In general, ELGPN needs to improve information flows in sectoral policy fields both to national authorities and to DG EAC and DG EMPL. LLG policy should not be pursued as a disparate entity, unrelated to other sectoral policies. Currently, many relevant national and European actors are aware of ELGPN but its key messages do not percolate sufficiently to these actors.

To avoid fragmentation and to maintain and strengthen the political momentum of LLG policy development, it is necessary to further enhance synergies among and between the different guidance actors and stakeholders at national, regional and local levels. The ELGPN member-countries stress the importance of structured European co-operation between the EU Member States, the Commission and the European authorities responsible for educational, employment and social policies, such as the Education and Employment Committees and the HoPES Network.

Network members propose that the ELGPN 2015 Work Programme should examine options to secure future active co-ordination of the Network and sustainable funding mechanism to support its future activities. In the ELGPN Impact Evaluation 2008-14 (Section 7), Network members indicated the need to continue structured co-operation in the lifelong guidance policy development, sharing knowledge and experiences, involving national institutions as

well as strengthening communications between the stakeholders. Proposals for future structured co-operation from the Network members include:

- Continue the work of ELGPN, with a stronger mandate and stronger co-operation with DG EAC and DG EMPL.
- Follow up the implementation of the new EU Guidelines on LLG.
- Establish a Commission-led transversal working group or a standing committee with national focal points and biennial/annual conferences.
- Establish a section in the European Commission with responsibility to oversee the development and implement LLG policies.
- Support clustering/twinning or bilateral/sub-regional clusters.
- Support structured peer-review processes using the ELGPN tools and with support of contracted consultants.
- Open up co-operation with other networks.
- Hold regular thematic web-conferences.
- Share structured information on policy development through frequent policy briefings.

Whatever the future structure of co-operation may be, regular European lifelong guidance policy conferences should continue to involve the Member States, the Commission and key stakeholders. Between the conferences, an agency or a standing committee or a similar body should keep close connections to the Commission to prepare the conferences and to support LLG in the Member States through various forms of exchanges and expert knowledge.

Annex 1: Composition of national ELGPN delegations 2013-14

		Education sector	Ministry of labour/ employment or PES	Ministry of social affairs	National forum	Euro-guidance	Other
Austria	AT	2	1		2		
Belgium	BE	2					
Bulgaria	BG	3	2				
Croatia	HR	3	3				
Cyprus	CY	1	1		1		
Czech Republic	CZ	3	1				
Denmark	DK	3			3		
Estonia	EE	1	1	1	1		
Finland	FI	1	2				1
France	FR	6					
Germany	DE	2	1		1		
Greece	EL	2					
Hungary	HU	1	3				1
Iceland	IS	2					
Ireland	IE	2					
Italy	IT	1	2				2
Latvia	LV	3	1				1
Lithuania	LT	1				1	1
Luxembourg	LU	6	1				
Malta	MT	3	2				
Netherlands	NL	1				3	
Norway	NO	4	1				
Poland	PL	1	2				
Portugal	PT	3	1				
Romania	RO		2			2	1
Slovakia	SK	3	1			1	
Slovenia	SI	3	1				1
Spain	ES	2					
Sweden	SE	2	2			1	
Turkey	TR	2					
United Kingdom	UK	6					
Switzerland (Obs.)	CH	2				1	
Total	134	77	31	1	8	9	8

Country	Name	Organisation	Sector
Austria	HÄRTEL, Peter	Styrian Association for Education and Economics	Forum
	MARTERER, Michela	Styrian Association for Education and Economics	Forum
	KRÖTZL, Gerhard	Federal Ministry for Education, Arts and Culture	EDU
	BARTH, Regina	Federal Ministry for Education, Arts and Culture	EDU
	HAFNER, Sabine	Federal Ministry of Labour, Social Affairs and Consumer Protection	LAB
Belgium	KAGAN, Claire	Ministry of Education Fédération Wallonie Bruxelles , service général de l'enseignement secondaire et des centres PMS	EDU
	GLEMOT, Pierre	Ministry of Education Fédération Wallonie Bruxelles , service général de l'enseignement secondaire et des centres PMS	EDU
Bulgaria	BOZHANOVA, Galia	National Agency for Vocational Education and Training (NAVET)	EDU
	TOMOVA, Rumiana	Ministry of Education, Youth and Science	EDU
	SIMEONOVA, Julia	Confederation of Independent Trade Unions in Bulgaria	LAB
	IONCHEV, Dimitar	New Bulgarian University	EDU
	AFRIKANOV, Lachezar	Human Resource Development Centre	LAB
Croatia	ZEĆIREVIĆ, Mirjana	Croatian Employment Service	LAB
	BAČELIĆ, Irena	Ministry of Labour and Pension System	LAB
	BAKIĆ, Hrvoje	Ministry of Science, Education and Sports	EDU
	BIRAC, Biljana	Ministry of Science, Education and Sports	EDU
	DROBAC, Ivana	Croatian Employment Service	LAB
	MOROVIĆ, Dunja	Ministry of Science, Education and Sports	EDU
Cyprus	NICOLAOU, Lena	Career Counselling and Education Service, Ministry of Education and Culture; Secretary and Member of National Forum	Forum/ EDU
	PAPAGEORGIU AFXENTIOU, Stalo	Career Counselling and Education Service, Ministry of Education and Culture	EDU
	KONTOGHIORGHES, Elizabeth	Limassol Employment Office, Ministry of Labour and National Insurance	LAB
Czech Republic	TILLNER, Jiri	National Institute for Education	EDU
	MAROUŠEK, Jaroslav	Labour Office of the Czech Republic	LAB
	MORCUSOVA, Jitka	Centre for International Services	EDU
	BRUHA, Jan	Ministry of Education, Youth and Sports	EDU

Bold type denotes national contact points

Denmark	JENSEN, Steffen	Ministry of Children and Education	EDU
	WESTERBY, Nanna	National Dialogue Forum for Guidance	Forum
	FROBERG, Anne	National Dialogue Forum for Guidance	Forum
	KATZNELSON, Noemi	National Dialogue Forum for Guidance	Forum
	WOLLER, Hanne	Ministry of Children and Education	EDU
	BROCK, Jørgen	Ministry of Children and Education	EDU
Estonia	RAMMO, Margit	Foundation Innove	Forum
	KUUM, Karin	Estonian Ministry of Social Affairs	SOC
	MÄNDLA, Merike	Estonian Ministry of Education and Research	EDU
	RANDARU, Lana	Unemployment Insurance Fund	LAB
Finland	KARLSSON, Ulla-Jill	Ministry of Education and Culture	EDU
	LEMENINEN, Ari-Pekka	Ministry of Employment and the Economy	LAB
	PULLIAINEN, Harry	Ministry of Employment and the Economy	LAB
	VUORINEN, Raimo	Finnish Institute for Educational Research, University of Jyväskylä	Other
France	LEFRANC, Michel	Ministry of Education/ Directorate of European, international and co-operation relations	EDU
	HILLER, Francois	Interministerial Delegation	EDU
	TAPIA-FERNANDEZ, Angel	Interministerial Delegation	EDU
	MARMIESSE, Catherine	Ministry of Education	EDU
	DOSSOU-BOISSEAU, Magali	Ministry of Education/ Directorate of Higher Education and Research	EDU
	DUCHAUD-FUSELLI, Veronique	Interministerial delegation	EDU
Germany	STUHLER, Heidemarie	Federal Ministry of Education and Research	EDU
	JENSCHKE, Bernhard	National Guidance Forum in Education, Career and Employment	Forum
	MASCHNER, Heike	Standing Conference of the Ministers of Education and Cultural Affairs of the Länder	EDU
	ENGELMANN, Dorothea	Federal Employment Agency	LAB
Greece	VLACHAKI, Fotini	National Organisation for the Accreditation of Qualifications and Vocational Guidance	EDU
	GAITANIS, Dimitris	National Organisation for the Accreditation of Qualifications and Vocational Guidance	EDU
Hungary	TÖRÖK, Réka	National Labour Office	LAB
	KORDOSNÉ TAUSZIG, Judit	Ministry for National Economy	LAB
	FORGÓ, Melinda	Ministry of Human Resources, State Secretariat for Higher Education	EDU
	LUKÁCS, Fruzsina	National Labour Office	LAB
	PUSKÁS-VAJDA, Zsuzsa	Hungarian Association for Counselling in Higher Education	Other

Iceland	BIRGISDÓTTIR, Krístrún	Ministry of Education, Science and Culture	EDU
	KJARTANSDÓTTIR, Guðrún Birna	Ministry of Education, Science and Culture	EDU
Ireland	MCKENZIE, Jennifer	National Centre for Guidance in Education	EDU
	DARBEY, Linda	National Centre for Guidance in Education	EDU
Italy	CAFARDA, Loredana	Ministry of Labour and Social Policies	LAB
	BECHERELLI, Keiri	Ministry of Labour and Social Policies	LAB
	TRAMONTANO, Ismene	Institute for the Development of Vocational Training for Workers (ISFOL)	Other
	FONZO, Concetta	Institute for the Development of Vocational Training for Workers (ISFOL)	Other
	FERRARO, Speranzina	Ministry of Education	EDU
Latvia	LEJINA, Liga	Ministry of Education and Science	EDU
	MERGUPE-KUTRAITE, Dzintra	Ministry of Education and Science	EDU
	JOMA, Aleksandra	State Education and Development Agency	EDU
	VILCANE, Valda / LIPSKIS, Imants	Ministry of Welfare	LAB
	MIKELSONE, Brigita	Latvian Career Guidance Association	Other
Lithuania	SOKOLOVA, Aleksandra	Ministry of Education and Science of the Republic of Lithuania	EDU
	MIZGERAITĖ-MAZULĖ, Ieva	Education Exchanges Support Foundation	EG
	KUDABIENE, Nijolė	Association of HR Professionals	Other
Luxembourg	NOESEN, Jos	Ministry of Education and Vocational Training/ Lycée Technique d'Ettelbruck	EDU
	LANNERS, Michel	Ministry of Education and Vocational Training	EDU
	KREMER-RAUCHS, Liz	Ministry of Education and Vocational Training/ SCRIPT	EDU
	THILL-ROLLINGER, Antoinette	School Psychology and Guidance Center (CPOS)	EDU
	HAWLITZKY, Stephan	Department of Guidance PES (ADEM/OP)	LAB
	COLBACH, Claudine	Ministry of Education and Vocational Training/ SFP	EDU
	MEYER, Karin	Ministry of Education and Vocational Training	EDU
Malta	CORTIS, Sandra	Directorate for Educational Services	EDU
	GRAVINA, Dorianne	Directorate for Educational Services	EDU
	AQUILINA, Lorraine	Directorate for Educational Services	EDU
	VELLA, Ylenia	Jobseekers Services, Employment and Training Corporation	LAB
	PLAEHN, Wilma	Employment and Training Corporation	LAB
Netherlands	VAN DEN BOOM, Thea	Ministry of Education, Culture and Science (Directorate of VET)	EDU
	WILLEMS, Siegfried	CINOP Foundation/ Euroguidance Nederland	EG
	VAN DEURSEN, Peter	CINOP Foundation/ Euroguidance Nederland	EG
	VAN HOEK, Frans	CINOP Foundation/ Euroguidance Nederland	EG

Norway	ALFSEN, Camilla	Vox, Norwegian Agency for Lifelong Learning	EDU
	GRAVÅS, Tonje F	Vox, Norwegian Agency for Lifelong Learning	EDU
	ENGH, Line W	Vox, Norwegian Agency for Lifelong Learning	EDU
	KNUDSEN, Halvor Gillund	Norwegian Directorate for Education and Training	EDU
	HAGEN, Ingunn	Directorate of Labour and Welfare	LAB
Poland	SWIATKIEWICZ-ZYCH, Hanna	Ministry of Labour and Social Policy	LAB
	BOGDAŃSKA, Paulina	Ministry of Labour and Social Policy	LAB
	BAKIEWICZ, Anna	Ministry of National Education	EDU
Portugal	CUNHA, Pedro	Ministry of Education and Science	EDU
	AGAPITO, Paula	Ministry of Economy and Employment	LAB
	MOURA, Hélia	Ministry of Education and Science	EDU
	BARBOSA, João	National Agency for Qualification and Vocational Education and Training	EDU
Romania	MOSTENESCU, Liana Ramona	Ministry of Labour, Family and Social Protection	LAB
	TUDOR, Anamaria	Ministry of Labour, Family and Social Protection	LAB
	GHINARARU, Catalin	National Scientific Research Institute for Labor and Social Protection	Other
	TIBU, Speranta Lavinia	Institute of Educational Sciences	EG
	LITOIU, Nicoleta	Politechnica University, Bucharest	EG
Slovakia	STRBIKOVA, Zuzana	National Lifelong Learning Institute	EDU
	BRAZDILOVA, Eva	National Lifelong Learning Institute	EDU
	LANAKOVA, Katarina	Ministry of Labour, Social Affairs and Family	LAB
	DETKO, Jozef	Euroguidance	EG
	VOJSOVIC, Marko	Secondary vocational school	EDU
Slovenia	LOVŠIN, Miha	Institute of the Republic of Slovenia for Vocational Education and Training	EDU
	KUNTARIC HRIBAR, Irena	Ministry of Labour Family and Social Affairs	LAB
	CERNOSA, Slavica	Ministry of Education, Science, Culture and Sport	EDU
	AŽMAN, Tatjana	National School of Leadership in Education	EDU
	NIKLANOVIČ, Saša	Association for Career Guidance and Counselling	Other
Spain	CARBALLO FERNANDEZ, J Mariano	Ministry of Education, Culture and Sport	EDU
	CABELLO CARRO, Pilar	Ministry of Education, Culture and Sport	EDU
Sweden	ZELMERLÖÖW, Mikaela	Swedish National Agency for Education	EDU
	LINDBLOM, Jan	Swedish National Agency for Education	EDU
	STÅHL, Tarja	Swedish Public Employment Service	LAB
	MANCO, Jorge	Swedish Public Employment Service	LAB
	AHLROOS, Nina	Swedish Council for Higher Education	EG

Turkey	AYDOGAN, Yurdagul	Ministry of National Education	EDU
	KARAMAN, Seza	Ministry of National Education	EDU
United Kingdom	MINOTT, Christine	Department for Business, Innovation and Skills	EDU
	GRAY, Scott	The Scottish Government	EDU
	BANKS, Jo	Welsh Government	EDU
	O'HARA, Frances	Department for Employment and Learning Northern Ireland	EDU
	HOWELLS, Jeremy	Welsh Government	EDU
	KEERY, Nigel	Department for Employment and Learning Northern Ireland	EDU
Switzerland (Obs.)	ZUPPIGER, Isabelle	Swiss conference of the canton's directors of career guidance offices	EDU
	KUNOVITS, Beatrice	Swiss conference of the canton's directors of career guidance offices	EDU
	ARBER, Daniel	ch Foundation/Euroguidance Switzerland	EG

Partner organisation representatives

Pedro Moreno da Fonseca	Cedefop
Flavia Buiarelli	EARLALL
Nina Ahlroos	Euroguidance
Helmut Zelloth	ETF
Agnes Roman	ETUC
Giorgio Zecca	European Youth Forum
Gerhart Rott	EAIE
Karen Schober	IAEVG
John McCarthy	ICCDPP
Wolfgang Müller	PES Network

ELGPN Co-ordination Team

Raimo Vuorinen	Project Manager
Marjo Halmiala	Senior Project Designer
Outi Ruusuvirta	Senior Project Designer
Tellervo Ahlholm	Project Secretary

The Finnish Institute for Educational Research, University of Jyväskylä

Annex 2: ELGPN member countries' and partner organisations' contributions to ELGPN activities⁵⁵ 2013-14

		PRC1: All Resource Kit Priorities	PRC2: CMS	PRC3&4: Co-operation and co-ordination & access	PRC5: Quality	ELGPN Steering Group	ELGPN Plenary/ PRM host
Austria	AT	x		x, LC			
Belgium	BE		x				
Bulgaria	BG	x	x				
Croatia	HR		x	x			x
Cyprus	CY		x, LC	x		x	
Czech Republic	CZ		x	x			
Denmark	DK		x		x		
Estonia	EE			x	x		x
Finland	FI				x	x	
France	FR	x, LC			x		
Germany	DE			x	x		
Greece	EL		x		x	x	x
Hungary	HU	x					
Iceland	IS	x					
Ireland	IE		x		x, LC	x	x
Italy	IT		x	x		x	x
Latvia	LV			x		x	
Lithuania	LT		x			x	x
Luxembourg	LU		x		x		
Malta	MT		x				
Netherlands	NL				x		
Norway	NO		x		x		
Poland	PL			x			
Portugal	PT		x		x		
Romania	RO		x	x, LC			
Slovakia	SK			x	x		
Slovenia	SI		x		x		
Spain	ES	x					
Sweden	SE		x	x	x		
Turkey	TR		x	x			
United Kingdom	UK	x					
Switzerland (Obs.)	CH		x				

⁵⁵ LC= PRC lead country or co-lead country.

		PRC1: All Resource Kit Priorities	PRC2: CMS	PRC3&4: Co-operation and co-ordination & access	PRC5: Quality	ELGPN Steering Group	ELGPN Plenary/ PRM host
PES Network		x					
ETF			x				
CEDEFOP					x		
Euroguidance							
ETUC			x		x		
EAIE			x				
IAEVG					x		
ICCDPP		x					
Total		9	22	13	17	7	6

Annex 3: ELGPN meetings 2013-14

ELGPN Plenary and Policy Review Cluster Meetings

27-28 February 2013	Dublin, Ireland (joint Plenary & PRM)
6-7 June 2013	Tallinn, Estonia (PRM)
12-13 December 2013	Vilnius, Lithuania (joint Plenary & PRM)
19-20 February 2014	Athens, Greece (joint Plenary & PRM)
11-12 June 2014	Zagreb, Croatia (joint Plenary & PRM)
20-22 October 2014	Rome, Italy (joint Plenary & PRM, linked with the Fifth European Lifelong Guidance Policy Conference)

ELGPN Steering Group meetings

4 February 2013	Online meeting
28 February 2013	Dublin, Ireland
29 April 2013	Online meeting
7 June 2013	Tallinn, Estonia
22 October 2013	Online meeting
19 November 2013	Online meeting
13 December 2013	Vilnius, Lithuania
13 February 2014	Online meeting
20 February 2014	Athens, Greece
14 May 2014	Online meeting
12 June 2014	Zagreb, Croatia
22 October 2014	Rome, Italy

Country cluster meetings

9 September 2013	Nordic ELGPN Cluster meeting (DK, FI, IS, NO, SE) Copenhagen, Denmark
13-14 November 2013	Meeting of AT, CH, DE, DK, LU, and NL Berlin, Germany
12 May 2014	Meeting of PRC lead countries (AT, CY, FR, IE, RO), PRC consultants, strategic consultants and the Co-ordination Unit Paris, France
25-26 September 2014	Nordic ELGPN Cluster meeting (DK, FI, IS, NO, SE) Oslo, Norway

Annex 4: Lifelong guidance elements of Youth Guarantee Initiative implementation plans

Austria	The National Lifelong Learning Strategy 2020 sets up 10 action points, of which lifelong guidance is one element. Strategic goals include: improving the transition processes between lower and upper secondary education, and between school and the labour market; and providing access to basic qualifications for those who have not completed lower secondary education. Providing career information is a transversal element.
Belgium	Three Youth Guarantee Initiative (YGI) regional action plans have been developed: for Brussels, for Wallonia and for Flanders. The principle of the Brussels plan is to secure improved co-ordination between guidance service providers, with particular focus on preventing school drop-out and reducing lower-school absence levels. Actiris (PES) works with young people up to the age of 30, and city resources (Espace Jeunes) will be used to provide open spaces for young people, with better-targeted interventions.
Bulgaria	No information available.
Croatia	The YGI will put in place new measures to ensure that young people up to age 29 receive a good-quality offer. The Croatian Employment Service (CES) is implementing a differentiated service delivery model with three levels of service – self-service, partial support and individual intensive support (including individual counselling). Specially trained employment counsellors will focus on communication and service-delivery channels that are more acceptable to young people (e-counselling, mediation via SMS or e-mail, individual consultations via Skype, etc.). The CES has established Youth Centres and CISOKs (Lifelong Career Guidance Centres). The Youth Centres help young people with preparation for employment and career planning, in co-operation with employers and other local stakeholders. The plan is to have Youth Centres in every regional office by the end of 2014. The CES is also responsible for early-school-leaving prevention and works in schools.
Cyprus	The national YGI implementation plan has been designed around three levels of assistance: (i) general guidance services offered in the PES offices (e.g. group counselling, labour market information provision); (ii) interviews to identify personal barriers to re-enrolment in schools or look for vacancies in the labour market; and (iii) upgrading the current PES tools, including a national tracking system and an improved profiling system.
Czech Republic	YGI implementation is divided between the two responsible ministries: the Ministry of Labour and Social Affairs provides intervention measures; the Ministry of Education, Youth and Sports focuses on prevention of youth unemployment and social exclusion by increasing the share of practical work preparation in the learning content, increasing co-operation between schools and employers, and thereby transferring the required qualification and skill needs into learning.
Denmark	Following legislation in 2010, 15-17-year-olds are obliged to be in education, employment or other approved activity and their qualifications and readiness for education are assessed. If a young person drops out of education, he or she will be contacted by a Youth Guidance Centre. All young people formulate a personal education plan; if they deviate from the plan, the Youth Guidance Centre must contact them within 5 days of receiving this information, and the young person must receive an offer of an alternative activity within 30 days from this first contact.
Estonia	In Estonia the national implementation plan has two pillars: one in education; the other supervised by Töötukassa, the Estonian Unemployment Insurance Fund. It aims to decrease youth unemployment due to little or no work experience, and to help youth without specialised education to find a job. In the field of education, three programmes have been planned: one focused on school-based prevention in grades 1-12; a second dealing with initial labour market entry support at age 17-26; and a third focused on NEET young people aged 15-26.

Finland	Further enhancement of the Youth Guarantee Initiative has been included in the Government Programme 2014 with a focus on low-threshold services and those based on young people's needs. According to the national evaluation of the first year of the YGI (2014), implementation of the educational guarantee is considered more plausible than other services and proposed methods. The programme has been most successful in municipal youth services, including workshops and outreach services. It has improved internal co-operation within organisations providing youth services and between educational institutes and employers. The national YGI implementation plan proposes a number of initiatives with lifelong guidance elements. Outreached youth work should be extended into national practice with a nationwide network of youth workshops. The education guarantee will secure every basic school graduate a place in upper secondary education; additional resources has been allocated to establish a national Skills Programme for Young Adults. The dissemination of educational and career information will be enhanced by a revised national online service. Young adults registering as unemployed job-seekers will be supported by developing a personal employment plan linked to wage subsidies for work performed on an employment contract or for apprenticeship training. As part of the ESF 2014-20 programme a new national guidance system will be developed with multi-professional one-stop centres and integrated online career services to offer services from different government sectors.
France	The Youth Employment Initiative supports various actions to help young people who are disadvantaged in the labour market, including: counselling and training for the less-skilled; enabling mobility of apprentices at regional, national and in some cases cross-border levels; helping to prevent early school-leaving and better identify potential young NEETs; and helping those who have left school without any diploma or qualification to get a foothold in the labour market through work experience or traineeships.
Germany	The national YGI implementation plan focuses strongly on preventive measures and preparation for and integration into training and the labour market. For NEETs a more intensive approach of employment-related assistance and support via youth welfare service providers is enacted as part of a range of programmes under the initiatives 'Jugend Stärken' (Strengthening Youth) and 'Jugend Stärken im Quartier' (Strengthening Youth Locally), funded by the Federal Ministry for Families, Senior Citizens, Women and Youth. By law, guidance is available to all young people looking for support (Social Code III): 'The aim is to make all secondary school pupils aware of the services provided by employment agencies and, by involving other parties (employers, chambers, etc.), give young people targeted support in career choice.'
Greece	The Ministry of Employment is responsible for the national implementation plan. EOPPEP (National Organisation for the Certification of Qualifications and Vocational Guidance) recently established a working group with the Ministry to link the youth and adult guidance national portals to the plan.
Hungary	The first step is to ensure that all unemployed youth aged 15-24 are registered into the National Employment Service. The Youth Guarantee scheme also requires strong co-operation between all the key stakeholders: public authorities, employment services, career guidance providers, education and training institutions, etc. In the initial phase the focus will be on young people with the most severe social needs and least education.
Ireland	The YGI implementation plan was developed by the Department of Social Protection, to involve 'a mix of initial assessment, career guidance and planning, education and training or work experience, aimed at increasing the capacity of the young people to access employment'. This is recognised to require horizontal co-operation between the ministries of labour and of education.
Iceland	No information available.
Italy	A national portal (integrated with regional and local websites and webpages) was launched in May 2014 to allow young people aged 15-29 who are unemployed/NEET to access a job offer, to continue their studies, to sign an apprenticeship or internship contract, to participate in other training offers or to apply for the national voluntary civil service. This represents an important step in a national strategy for the promotion of youth employment in Italy, as follow-up to the legislative decree 76/2013 establishing a dedicated 'Mission Board' for the implementation of the Youth Guarantee. Each region is responsible for the organisation and implementation of these actions, based on guidelines defined at national level.
Latvia	To promote youth employment and reduce unemployment, the Ministry of Education and Science and the Ministry of Welfare have developed an extensive career guidance programme for youth (aged 13-29) within the YGI, to be implemented from 2014 to 2018.
Lithuania	The Ministry of Social Security and Labour in co-operation with the Ministry of Education and Science, the Lithuanian Labour Exchange and other institutions are implementing the YGI Implementation Plan 2014-20. Lifelong guidance elements include further development of guidance services network in municipalities (including open-space offices for young people and a methodology for NEET client interviews) and provision of face-to face and online guidance services focused on NEETs.

Luxembourg	The Youth Guarantee has led the different existing actors to collaborate more closely, building upon the 'House of Guidance' which had already improved their co-ordination. The YGI has supported the focus on the young person, structuring services around their intentions and requirements.
Malta	The Ministry for Education and Employment has embarked upon an 'Alternative Learning Programme' aimed at students who do not sit for O-levels at the end of secondary schooling, designed to develop their vocational and soft skills in order to further their education or find employment. Preventive programmes are organised at school level by guidance personnel such as career seminars, career portfolio initiatives, career exposure experiences and career orientation visits, to help students engage with their school work and support them in moving forward.
Netherlands	The Dutch government introduced a 'Youth Unemployment Approach' in March 2013 as an extra crisis measure to combat further increases in youth unemployment. All young people will have the chance to participate in school, in work, in a work placement or in work experience. Lifelong guidance is viewed as a tool against early school-leaving and for better-informed young people and families concerning educational routes and the labour market.
Norway	Youth guarantees committed by NAV (PES) are the expressions of political priorities, not individual statutory rights. They include the right to upper secondary education and training (including apprenticeships) for those aged 16-24. Young people aged under 20 who are neither at school nor in employment are entitled to be followed up by NAV and to receive assistance to get a job, training or a labour market measure. Young job-seekers aged 20-24 will be helped to develop an approved activity plan within one month of registering as a job-seeker: this is being extended from 2014 to those aged 20-29.
Poland	The YGI plan includes vocational guidance as one of the basic forms of support provided by the Voluntary Labour Corps. Activation and support measures for young people have been differentiated to comprise 'standard' and 'deepened' forms. Guidance plays an important role in both. Within the 'deepened' support scheme, vocational guidance will be supplemented by individualised assistance and by new Mobile Centres of Vocational Information.
Portugal	The YGI National Implementation Plan applies to young people aged under 30. The main elements related to lifelong guidance fall within action steps to ensure early intervention and activation, and the optimisation of conditions that facilitate sustained access to opportunities for young people in different life situations and socio-institutional environments. They include restructuring of guidance in both the schools and PES sectors, and developing new guidance tools for the extended YGI target-group.
Romania	No information available.
Sweden	The national implementation plan has two pillars, focused on school-based integration and on work-based integration. Both have lifelong-guidance-related elements such as vocational guidance and mentoring. The Youth Job Programme (UGA) was introduced in 2007, as part of mainstream PES activities. All young people aged 16-24 who are registered at the PES get an offer within 90 days to participate in the youth job programme, which includes quality-assured methods and labour market programmes.
Slovakia	No information available.
Slovenia	No information available.
Spain	No information available.
Turkey	The Vocational and Technical Education Strategy Document Action Plan 2014-18 states that, to reduce the failures of school-to-work transitions, professional guidance services must be further developed.
United Kingdom	In England, the Youth Contract helps unemployed people aged 18-24 to find work. Northern Ireland provides an all-age guidance service: career guidance is tailored to the needs of each individual whether they are in education, training, employment or are NEET.

Annex 5: Evidence Guide Brief Summary

Lifelong guidance refers to ‘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.’⁵⁶

There is an extensive research base on lifelong guidance, some of which is set out in this guide, with detailed references. It recognises that there are many beneficiaries of such guidance, including individuals, their families and communities, and the organisations where they study and work, as well as society as a whole. Lifelong guidance impacts on: educational outcomes; economic and employment outcomes; and social outcomes.

The ELGPN Evidence Guide suggests that policy-makers should continue to develop this evidence base to ensure that policies are based on the best evidence available and that they work as expected. It builds upon earlier and ongoing ELGPN work addressing quality assurance and evidence-based policy and system development.

The evidence supports the use of lifelong guidance as a key tool of education, employment, youth and social policies. Lifelong guidance can help to address the current economic crisis and Europe 2020 targets on education, employment, and poverty and social exclusion. Guidance is most effective when it

is conceived as a lifelong system, though much of the evidence relates to its impacts in particular sectors.

Guidance in lifelong learning. Guidance can play a central role in learning systems by increasing individuals’ engagement with learning, making clear the pathways through learning and work, and supporting the acquisition of career management skills (for managing life, learning and work).

- Guidance in **schools** contributes to increasing students’ engagement and success in school by clarifying the relevance of subjects to future opportunities, and supporting transitions from school through providing information and skills to underpin good decision-making, so helping students to establish successful lives and careers.
- Guidance in **vocational education** supports individuals to see opportunity and value in vocational options and helps those in vocational education to make the most of their skills and knowledge.
- Guidance in **higher education** supports good career decision-making and effective transitions to the workplace, helping to ensure that graduates’ learning and skills are well used.
- Guidance in **adult education** supports adults to consider their return to education, enhance their skills and employability, and utilise their skills effectively in the labour market.

Guidance for work. Guidance plays a critical role in effective labour markets, supporting individuals in transitions to and within the labour market, and helping them to make effective use of their skills and be resilient in the face of change.

- Guidance is frequently used as a way to engage **unemployed adults** in the labour market. As

⁵⁶ Council of the European Union (2008). Council Resolution on better integrating lifelong guidance into lifelong learning strategies. 2905th Education, Youth and Culture Council meeting Brussels, 21 November. Available from http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressData/en/educ/104236.pdf [Accessed 27 January 2014]. This Resolution confirmed the definitions developed in the earlier 2004 Resolution.

such, it forms a key part of active labour market policies. The evidence suggests that, within the bounds of the broader performance of the labour market, career guidance is effective in re-engaging unemployed people in work.

- Guidance is important in helping individuals to manage their **return to the labour market** following periods of injury, illness, caring responsibilities, or other kinds of career breaks.
- Guidance is useful for **young people** who have failed to make successful transitions to the labour market. This can be an effective strategy, particularly where it is possible to develop approaches that recognise the diversity of the youth population and that seek to pre-empt and/or to manage failed transitions.
- Guidance for **working people** can take place within the workplace or outside it. It bene-

fits both the individual and their employer. Business benefits include increasing employee satisfaction and engagement, and supporting knowledge transfer and cohesion.

- Guidance supports the **mobility** of workers both in the home country and in the host country. It helps people to understand the opportunities and processes of mobility and to re-orientate themselves and become productive once they have moved.
- Guidance supports **older workers** to engage in learning and actively manage their staged retirement.

In addition to demonstrating the effectiveness of guidance, the evidence also indicates ten evidence-based principles to underpin the design of lifelong guidance services:

Focus on the individual	Support learning and progression	Ensure quality
1) Lifelong guidance is most effective where it is genuinely lifelong and progressive. 2) Lifelong guidance is most effective where it connects meaningfully to the wider experience and lives of the individuals who participate in it. 3) Lifelong guidance is most effective where it recognises the diversity of individuals and relates services to individual needs.	4) Lifelong guidance is not one intervention, but many, and works most effectively when a range of interventions are combined. 5) A key aim of lifelong guidance programmes should be the acquisition of career management skills. 6) Lifelong guidance needs to be holistic and well-integrated into other support services. 7) Lifelong guidance should involve employers and working people, and provide active experiences of workplaces.	8) The skills, training and dispositions of the professionals who deliver lifelong guidance are critical to its success. 9) Lifelong guidance is dependent on access to good-quality career information. 10) Lifelong guidance should be quality-assured and evaluated to ensure its effectiveness and to support continuous improvement.

The evidence base for lifelong guidance can be further enhanced through the Lifelong Guidance Policy Cycle, in which implementation of new policies and services is followed by monitoring and evaluation, which in turn provides greater understanding on which future investment and initiatives can be based.

Annex 6: Notes on public policy implementation⁵⁷

Whereas the main focus of the ELGPN 2011-12 Work Programme was on the *content* of policies, the main focus of the 2013-14 Work Programme has been on the *process* of policy-making. Hitherto, however, ELGPN has not paid much attention to the theoretical literature on this topic. These notes are designed to identify some concepts and issues drawn from this literature, in the hope that they may prove fruitful in informing future work. They are drawn largely from Hill & Hupe (2009)⁵⁸ with some accretions.

Policy is defined by Anderson⁵⁹ as 'a purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern'; public policies as 'those policies developed by governmental bodies and officials'. Public policy is thus concerned with both *means* and *ends*.

Within the policy process, different roles may be played by:

- Lobby groups.
- Formal consultative bodies.
- Ministers.
- Public servants.
- Political advisers.
- Researchers.
- Service managers.
- Practitioners.
- Service users.

Various models have been developed to indicate the *stages* of policy-making. These typically include:

- Agenda setting (initiation; information assembly).
- Formation (policy formulation; decision-making).
- Implementation.
- Evaluation.

These stages may be presented as a *policy cycle*, with evaluation leading to renewed agenda setting, formation, etc. The Lifelong Guidance Policy Cycle developed for the ELGPN Evidence Guide (see Section 4) represents a model of this kind, labelling the four stages as:

- Understanding what is known about the efficacy of lifelong guidance.
- Developing new policies and services.
- Implementing new policies and services.
- Monitoring implementation and checking efficacy.

The ELGPN Continuous Improvement Cycle (see Section 2) is a further example.

The linear approach represented by stage models, even in their cyclical form, can ignore the extent to which policy continues to be formed at the implementation stage, as a process of 'policy co-formation', involving negotiation and bargaining. This is linked to the extent to which policy-making is conceived as a 'top-down' and/or 'bottom-up' process. Many policies are reshaped at 'street level' by managers and practitioners to respond to the realities which they confront. This is especially the case where policy implementation is to a significant extent in the hands of professionals with a fair degree of discretionary freedom and autonomy, and is responsive to the expectations and demands of users. In many cases there may be a mix of 'top-down' and 'bottom-up' elements.

This issue is linked also to the relationships

⁵⁷ This short paper has been prepared by Professor Tony Watts, Consultant to ELGPN. The author wishes to express his thanks to Dr Tibor Bors Borbély-Pecze for initiating the conversation which led to it, and to Professor Tristram Hooley and Professor Ronald Sultana for their helpful comments on an earlier draft.

⁵⁸ Hill, M. & Hupe, P. (2009). *Implementing Public Policy*. London: Sage.

⁵⁹ Anderson, J.E. (1975). *Public Policy-Making*, p.3. New York: Praeger.

between layers of Government: European, national, regional, local and institutional. Policies may 'flow down' through these layers, but may also 'flow up', linked to the balance of powers between the different levels.

At a more complex level, it is related to Gramsci's distinction between 'political society' (which rules through power) and 'civil society' (which rules through consent)⁶⁰, and to Laski's earlier notion of the 'pluralistic state' linked to 'multiplication of centres of authority'⁶¹. Within such notions, a wide variety of civil society organisations – based on voluntary participation and independent both of Government and of the market – have important roles to play in the formation as well as implementation of public policy.

In this context, *networks* can play an important role, helping to reduce policy conflict and build consensus between actors with different interests, goals and strategies. Accordingly, some policy analysts have preferred to see policy implementation in terms not of 'the realization or non-realization of hierarchically-determined goals' but rather 'as embedded in a wider policy process negotiated through networks'.⁶² Policy networks can be defined as a pattern of social relations between interdependent actors, based upon communication, consultation, co-ordination and collaboration, which take shape around policy problems/programmes. Such networks are particularly important where actors are mutually dependent because they require each other's resources to achieve certain goals. Initial problem definitions may change through the interaction process.

These processes, however, are not always consensual, based on rational discourse. There may be contestation between different agendas, resolved through exercise of power. Accordingly, while public policy tends to be represented as a rational process,

in practice it is often 'messy and dirty', more strongly influenced by the relative power of different interest groups than by the relative merits of policy options.⁶³

An important issue related to policy implementation which has not been discussed much within ELGPN is the impact of 'new public management' (NPM), built upon the proposition that a more market-oriented management of public services will produce greater cost-efficiency, and in particular of moves to establish quasi-markets through the contracting out of such services.⁶⁴ It seems likely that it may take different forms in different countries, linked to different political and cultural traditions, and the nature and strength of the countervailing forces of welfarism, professional values and civil society.⁶⁵ One of NPM's effects might be to disconnect policy implementation from policy formation, with clearly specified quality standards and outputs linked to cost payments, and thereby to restore or reinforce a 'top-down' Government-driven model. In particular, such models are problematic when the outputs are effectively 'co-produced' with service users and significantly dependent on their 'inputs' – as is the case with lifelong guidance.⁶⁶

⁶⁰ Gramsci, A. (1971). *Selections from the Prison Notebooks of Antonio Gramsci*. New York: International Publishers.

⁶¹ Laski, H. (1919). The pluralistic state. *Philosophical Review*, 28, 562-575.

⁶² Hill & Hupe (2009). *Op. cit.*, p.68.

⁶³ Watts, A.G. (2008). Career guidance and public policy. In Athanasou, J.A. & Van Esbroeck, R. (eds.): *International Handbook of Career Guidance*. New York: Springer. See also Honig, M.I. (ed.) (2006). *New Directions in Education Policy Implementation: Confronting Complexity*. Albany, New York: SUNY Press.

⁶⁴ For a theoretical discussion of this, with UK examples, see Watts, A.G. (1995). Applying market principles to the delivery of careers guidance services: a critical review. *British Journal of Guidance and Counselling*, 23(1), 69-81. Also Rees, T., Bartlett, W. & Watts, A.G. (1999). The marketisation of guidance services in Germany, France and Britain. *Journal of Education and Work*, 12(1), 5-20.

⁶⁵ See e.g. Grimaldi, E. & Serpieri, R. (2013). Jigsawing education evaluation: pieces from the Italian New Public Management puzzle. *Journal of Educational Administration and History*, 45(4), 306-335.

⁶⁶ At the heart of the concept of lifelong guidance is the notion of the 'active individual': that individuals should be encouraged to determine their role in, and their contribution to, the society of which they are part. The primacy of the individual's interests and wishes is a core principle in most codes of practice for career guidance services. There are practical as well as ethical reasons for this, not least that such services can only serve the public good if they retain the confidence and trust of the individuals they serve. This requires a self-denying ordinance on the part of policy-makers: not expecting practitioners to pursue the outcomes defined by policy objectives directly in their interactions with individuals, but instead permitting and encouraging them to address the individual's interests and wishes in the confidence that, when aggregated, this will meet the public objectives too. In principle,

A final issue on which ELGPN member-countries may wish to reflect is the relevance to policy processes of the concepts of 'policy lending' and 'policy borrowing'. Ronald Sultana has written very perceptively about their attractions but also their risks, and about the need for policies to be re-contextualised and re-territorialised when they are 'transferred' in this way.⁶⁷

this can be viewed as a classic case of Adam Smith's famous dictum that individuals encouraged to pursue their own interests are led by an 'invisible hand' to promote an end that is no part of their intention – and to do so more effectually than when they intend to promote it. In this sense, career guidance services can represent Adam Smith's invisible hand made flesh. See Watts (*op. cit.*, 2008, p.351).

⁶⁷ Sultana, R. (2009). *Career Guidance Policies: Global Dynamics, Local Resonances*. Derby: International Centre for Guidance Studies, University of Derby.

Annex 7: Perceived added value of ELGPN to member-countries 2008-14

Austria	<ul style="list-style-type: none"> • Participation in ELGPN and communication between the national delegations are essential elements of Austrian policy, strategy and politics. • Involvement of Austrian participants in all ELGPN work packages, including lead role in Thematic Activities, is a clear expression of how Austria views the importance of co-operation and participation in ELGPN. • Austria has used the momentum of ELGPN participation in various ways. The National Lifelong Guidance Forum has been active for several years; national and regional dissemination activities take place on national and European strategic approaches. The contents of common work in the ELGPN have been discussed and reflected at national level; and new policy activities have started in all relevant sectors, from early childhood education to adult education, and in labour and social affairs. • The Austrian National Lifelong Guidance Strategy is the first part of the Lifelong Learning Strategy.
Belgium	<ul style="list-style-type: none"> • Participation as an observer to ELGPN and as a full member since 2013 has helped to increase the focus and feed the thinking on guidance in the Fédération Wallonie-Bruxelles (French Community of Belgium). • The Ministry of Education has reinforced guidance within compulsory education and vocational education through pilot projects. • The Youth Guarantee Initiative has given opportunities to strengthen co-operation between relevant sectors. • Participation in ELGPN has contributed to identification of elements for further co-ordination and co-operation.
Bulgaria	<ul style="list-style-type: none"> • In 2009 NAVET (the key national body responsible for vocational guidance) adopted a roadmap for development of career services including the establishment of a National Lifelong Guidance Forum. • In 2011 the Ministry of Education and Science initiated the establishment of a network of regional career centres for learners at school level. The career counsellors employed were certified under an internally recognised system, called GCDF (http://www.cce-global.org/GCDF). This measure is directly linked to key points in the ELGPN Resource Kit related to introduction of career management skills in schools, improving access and quality of services.
Croatia	<ul style="list-style-type: none"> • Career guidance activities are defined and incorporated in most legal acts in the field of education, employment and social inclusion systems. • Lifelong guidance is included in the new strategy for education, science and technology adopted by the Croatian government in 2013. • The national strategy for lifelong guidance has been developed. • ELGPN outcomes are very relevant to project activities currently taking place in Croatia: establishing a national forum, national quality standards and a new model of career guidance centres.
Cyprus	<ul style="list-style-type: none"> • Reinforcing the co-operation between the ministries providing guidance. • Creating the opportunity for better co-operation between guidance providers and the academic community. • Establishment of National Guidance Forum was a result of the participation of the two ministries. • Better understanding of career management skills (CMS) and related counsellor training. • Participation and assistance in national Youth Guarantee proposal.
Czech Republic	<ul style="list-style-type: none"> • Establishment of the National Guidance Forum. • Acknowledgment of the importance of co-ordination mechanisms and structures for the development of guidance provision. • Stronger focus on the professionalisation of guidance practitioners. • Increased importance of CMS policies and practices and focus on CMS development in various settings. • Materials such as the Resource Kit used in the formulation of national standpoints to be reflected in educational policies and programmes.
Denmark	<ul style="list-style-type: none"> • Inspiration to policy development in two areas: CMS and developing indicators for guidance. • Launch of a new law in guidance with focus on transition from compulsory education to youth education and with special focus on transition from compulsory education to VET. • The Ministry of Education and the Ministry of Employment have initiated co-operation on youth guidance and digital applications for education programmes.

Estonia	<ul style="list-style-type: none"> • Estonian concept paper for career guidance 2013-20 was influenced by ELGPN and supported the development of the national strategy for lifelong learning 2014-20. • ELGPN assembles representatives from different policy sectors: both labour market and educational themes are discussed in the national teams. • Of particular value in 2011-12 was the development of a quality-assurance system including an evidence base, and providing inputs to the national strategy. • Development of national curricula for basic and upper-secondary-level education includes elements of CMS. • Provision of career guidance has been increased considerably
Finland	<ul style="list-style-type: none"> • Enhancing the national co-ordination mechanism regarding lifelong guidance. In September 2011 a Steering and Co-ordination Group for Lifelong Guidance was established, succeeding a previous working group established in 2010. The members of the Forum come from different ministries (education, labour, health and social, finances), regional administrations, social parties and all educational sectors. • A national strategy for lifelong guidance was launched in 2011. • The strategy has especially influenced the regional co-operation and co-ordination mechanisms, but also other aspects, e.g. quality and competences of guidance practitioners. • In 2014-20 the aim is to develop a conceptual model for one-stop centres supported with integrated online lifelong guidance services.
France	<ul style="list-style-type: none"> • France was able to ensure that its policy decisions were congruent with the goals and means on which ELGPN participating countries had agreed. • ELGPN study visits and information on the evolution of policies in other countries gained through ELGPN participation have encouraged French policy-makers and given them supportive arguments and evidence. • In particular, ELGPN has provided a valuable reference point for enhancing the use of ICT in guidance in France. • The French law on guidance (24 November 2009) was partly due to the link with ELGPN.
Germany	<ul style="list-style-type: none"> • Positive opportunity to use ELGPN activities as reference points for stimulation and reinforcement of national processes, e.g. within the development of national online career services. • Synergy between ELGPN thematic priorities and similar developmental activities and projects promoting better access to guidance and guidance quality development in Germany. • Promotion of guidance services in higher education. • In addition to promoting the process of quality development in guidance, making use of the expertise of ELGPN experts and their professional contributions during national workshops and conferences. • Brochure on the German guidance system originally developed for European partners and ELGPN purposes unexpectedly also met needs within Germany, leading to extra demand for copies. • Existing projects (e.g. national guidance telephone hotline, with possible links to internet portal) reinforced and fertilised by ELGPN experiences. • Guidance priorities in Resource Kit used as reference points for developmental activities, including training programmes for guidance counsellors.
Greece	<ul style="list-style-type: none"> • The opportunity to review the systems and mechanisms of other participating countries in quality assurance and in co-operation/co-ordination of career guidance services, to exchange ideas, interesting policies and good practices, and to build on their experience and progress. • More specifically, based on the WP4 Quality-Assurance and Evidence-Base (QAE) Framework, the Greek System for Quality Assurance of Career Guidance Services and the Quality Assurance System of Lifelong Learning (known as the P3 system) has been further developed. • The co-operation structures of other European countries provided a basis for learning about strategies, processes and tools in order to organise a new National Guidance Forum to promote communication and co-operation between different ministries and policy-making organisations and to enhance the access of all target-group users to career guidance services. • Organisation of national seminars in guidance on a regular basis.

Hungary	<ul style="list-style-type: none"> • ELGPN impact was significant under the first phase of the Social Renewal Operational Programme (SROP) process 2007-11. SROP Measure 2.2.2 was designed and implemented to set up a Hungarian national lifelong guidance system. Its four pillars were in line with the EU resolution on lifelong guidance. • Act on vocational training states that all the students shall be provided with career guidance services at least once during their studies, prior to making a decision on further studies, enrolling for a higher level of education, or changing or choosing a profession. • At project level, EU-funded (SROP) programmes for the development of the content and the methodology of career guidance system have been carried out in Hungary since 2008. The main aim of the projects is 'to build a sustainable national cross-sectoral guidance network providing services to clients of all ages'. • The new regulation on labour market services uses the terminology of the ELGPN Resource Kit and Glossary.
Iceland	<ul style="list-style-type: none"> • The ELGPN focus on improving access has started a dialogue between major stakeholders on how to proceed with building a comprehensive ICT guidance system in Iceland. The connection to ELGPN is very important in this dialogue and the future work. • Because of ELGPN, the need for a national policy on lifelong guidance has become more apparent and steps have been taken to work systematically on creating a framework for this. • A national lifelong guidance forum has been established. • The Ministry of Education is working on a national strategy for lifelong guidance in Iceland.
Ireland	<ul style="list-style-type: none"> • Participation in the ELGPN, as the designated national representative, enables the National Centre for Guidance in Education (NCGE) to fulfil its remit to inform the Department of Education and Skills (DES) on EU and international developments in guidance. • As a direct result of ELGPN membership, DES approved the establishment of the National Forum on Guidance, co-ordinated by NCGE, to enhance co-operation and dialogue between guidance providers nationally. • NCGE can introduce and discuss issues such as quality assurance and career management skills in a general context with guidance stakeholders as a result of the work in ELGPN. • Guidance is explicitly mentioned in the national strategy for further education.
Italy	<ul style="list-style-type: none"> • The added value for Italy was a clear, complete and updated picture of EU policies and guidelines on the four guidance priorities for 2011-12, and awareness of the role of guidance in past, present and future lifelong learning and employment policies in EU, within a more integrated approach. • The ELGPN Network has had a relevant impact on lifelong guidance and lifelong learning policy, particularly by contributing to the definition of the conceptual framework of the National Guidelines on Lifelong Guidance aimed at strengthening co-ordination and co-operation between various guidance practitioners dealing with the implementation of policies and guidance services.
Latvia	<ul style="list-style-type: none"> • ELGPN activities have been significant in raising awareness, increasing shared understanding and arguing the case for career guidance development in Latvia. Participation in ELGPN, as well as regular briefings on ELGPN activities at the national guidance forum, have increased understanding of the role of career guidance in the education and employment sectors and the need for co-operation between these sectors. • The Latvian national forum was established partially based on recommendations produced by ELGPN WP3 in 2009-10. In 2012 the Ministry of Education and Science formed a working group for development of proposals for improving the career guidance system (Concept) in Latvia (2014-20). • In the frame of the Education Development Guidelines for 2014-20, the direction of activities and benchmarks for career guidance has been developed. • The National Development Plan for Latvia in 2014-20 includes the improvement of the career guidance system and, under the priority 'Human Security' within the strategic objective 'Development of Competences', career education is included both in connection with the introduction of innovative curricula and learning methods and in support of youth employment.

Lithuania	<ul style="list-style-type: none"> • ELGPN has provided valuable experience through the Open Method of Co-ordination, peer-learning activities and exchange of best practices, keeping the national guidance community – policy-makers, guidance providers and other stakeholders – informed on the latest developments in lifelong guidance at European level. • Bringing knowledge gained in ELGPN to the national context has given an incentive to further develop the national guidance system and to promote the European dimension in the national context. • There are references to lifelong guidance in main laws in the field of education. • There are references to lifelong guidance and the role and importance of such services in national education and employment strategies. • In 2013 an informal reference group, including representatives from different national and local institutions responsible for developing career guidance policy and providing career guidance services in Lithuania, was established as a continuation of the previous co-operation and meeting initiatives.
Luxembourg	<ul style="list-style-type: none"> • The first period of ELGPN had direct impact on Luxembourg through the setting up of the national forum and the discussions on developing a lifelong guidance strategy. • After delivery of the concept paper to relevant ministers, the task was to turn this strategy into practice, in which the outcomes of ELGPN 2011-12 had more of an ‘adjustment’ and clarifying role. • Nonetheless, the outcomes of the two work packages in which Luxembourg participated had a stronger influence: on quality; and on reforming the curricula of the lower cycle in secondary education to include a career management skills approach. • The outcomes mainly from the working group on CMS are used by the education and training sector including the relevant guidance services to set up a coherent national strategy. • The outcomes of the quality working group are used by the guidance services to implement the transversal element in their quality frameworks.
Malta	<ul style="list-style-type: none"> • Increasing awareness at local level of the importance of strengthening career guidance in terms of the four ELGPN thematic activities. • Putting career guidance more strongly on the country’s agenda. • Setting up working groups which focus both on the dissemination of ELGPN work to all stakeholders involved in the delivery of career guidance and on implementing the draft career guidance policy. • One of the major policy developments has been the authorising of the teaching of career management skills in state schools to all secondary-school students through the inclusion of career education within the subject Personal and Social Development (PSD), now renamed Personal, Social and Career Development (PSCD). This started in September 2014. • The continuous professional development of all career guidance professionals and Personal, Social and Career Development teachers to ensure that personnel working in the area of guidance and/or teaching the subject are trained in the area of careers. • The formulation of a youth strategy with particular focus on the NEET group.
Netherlands	<ul style="list-style-type: none"> • The study visits had much added value, particularly for the participants. • The four European priorities (CMS, access, quality, co-ordination) are anchor points for looking at guidance topics in the national context. • A guidance network is established and working under the umbrella of the ELGPN programme. • Contributions to the programme of the Project Directorate for Learning and Working on developing a career and learning culture in small and medium-sized enterprises (SMEs). • Conceptualisation of career guidance through the process of producing a state-of-play report on career guidance in the Netherlands. • Inspiration and support of the national improvement programme on career guidance in VET. • Contribution to professionalisation of career guidance through CMS. • Contribution to quality-assurance mechanism in career guidance at VET schools.

Norway	<ul style="list-style-type: none"> • In 2011 Norway established a National Unit for Lifelong Guidance. During 2011 the Unit has established, and is now chairing, a National Co-ordinating Group and a National Forum for Career Guidance. The networking in ELGPN has contributed to increased knowledge about complex issues within all topic areas in career guidance and has provided the National Unit with a useful international forum for discussion and exchange of experience. This was for instance particularly relevant during the process of establishing the National Forum and the National Co-ordinating Group. • Experiences from ELGPN feed directly into the main tasks of co-ordinating and developing the field nationally. This entails also co-ordination and development of regional career guidance partnerships and regional career centres. • The development of a more consistent evidence base has fed into national policy development and the development of quality in services. • In 2014 Norway established a new master's degree programme in career guidance. Input from ELGPN influenced this development. • Input from ELGPN has inspired increased awareness of the CMS perspective and the importance of career learning in all sectors, and establishment of an expert group elaborating CMS. • Inspiration from ELGPN has contributed to initiating a national proposal on digital career guidance services. • Inspiration from ELGPN has contributed to increased awareness at policy level of the importance of career/lifelong guidance in citizens' transition phases.
Poland	<ul style="list-style-type: none"> • Opportunity for better co-operation between career guidance activities at national level through involvement of the most important government institutions, responsible for strategic solutions and legal provisions, in ELGPN work programme implementation. • Synergy between Euroguidance and ELGPN activities. • National regulation states that activities related to the choice of education and profession, and planning education and career, must be organised in schools to assist students or learners in educational and professional decision-making with the help of active work methods. Classes are run by teachers, and specialists including counsellors. All of these individuals may conduct the educational and vocational counselling activities obligatory in secondary schools. • Lifelong guidance is included in the national strategy for lifelong learning.
Portugal	<ul style="list-style-type: none"> • Results are visible in the co-operation between the PES and education sectors. • Exchanges with other member-countries have supported the implementation of new tools and methodologies in the fields of quality assurance, co-operation, access (implementation of a new ICT tool) and development of a national common career management skill competence framework between the different levels of education and PES. • A national lifelong guidance forum is being established. • The co-operation between PES, Ministry of Education and Science and Universities supported the development of a CMS framework addressing different target-groups in different sectors (schools, PES, higher education, VET). • There is a growing awareness of guidance as a key strategy to decrease early school-leaving and as a trans-sectoral concept at political and professional levels.
Romania	<ul style="list-style-type: none"> • Communication and co-operation are consistent with respect to lifelong guidance between the Ministry of Labour and the Ministry of Education. • The joint approach is also visible in the approach on the Youth Guarantee scheme where responsibilities are shared between the two ministries. • The fact that the Romanian delegation to the ELGPN has been a mixed one (Ministry of Labour and Ministry of Education) is also a good example. • The lifelong guidance structures of the National Agency for Employment are in regular co-operation with lifelong guidance structures in schools, vocational schools and higher education.
Slovakia	<ul style="list-style-type: none"> • Establishment of the National Lifelong Guidance Forum in 2011. The forum is chaired by the state secretary of the Ministry of Education, Science, Research and Sport; the state secretary of the Ministry of Labour, Social Affairs and Family is the vice-chair. • Implementation of a national project in 2013 with two main activities – adult education and guidance for adults – which are based on outputs of ELGPN.

Slovenia	<ul style="list-style-type: none"> • ELGPN helped to add a few more stones to the mosaic of the lifelong career guidance system, on which work started in 2007 with its support. In particular, work began in 2011-12 on developing a national training system for guidance counsellors, national quality standards, and a national guidance glossary. • Many promotional activities were carried out to spread awareness of EU and national guidance policies, and ELGPN and national guidance projects. • ELGPN is viewed as a mechanism for continuous improvement of the lifelong guidance system. Its intensified co-operation between EU Member States is seen as crucial to develop a national guidance system which will meet present and future challenges. • The National Guidance Co-ordination Group proposed the establishment of university career centres to policy-makers. This proposal has been implemented through the European Social Fund. • The Labour Market Regulation Act, amended in 2010, introduces the term lifelong career guidance and the EU concept of career guidance.
Spain	<ul style="list-style-type: none"> • Lifelong guidance has been empowered as a concept and as a reality. • Its growing importance has lately become more and more evident among the education community, mainly as a means to stop student failure and our high rates of dropouts and early school-leavers: it is spreading among the teaching community, students and parents, and the general citizenry is becoming aware of the need for guidance in those transitions in life that the economic crisis is making more systematic, acute and difficult. • Guidance has been taken into consideration in education laws issued during recent years. • Deepening attention to issues or sectors relevant to each country's national needs is leading to benefits for both the national government (through more coherent and informed strategies and policy development) and citizens (through improved provision of guidance services).
Sweden	<ul style="list-style-type: none"> • Raising awareness of the importance of guidance among Swedish stakeholders. • Enhanced communication/co-operation between the education and labour market sectors. • National forum established as reference group for the Swedish ELGPN representation. • Opportunity to look into other countries' policies and practices – on quality in guidance, for instance. • Common understanding and definition of the national guidance system. ELGPN has had influence in strengthening the consensus on guidance issues. • ELGPN has been inspiring when formulating the new Swedish general guidelines on career education and guidance.
Switzerland	<ul style="list-style-type: none"> • Lifelong guidance was in 2014 for the first time the main topic at the national conference for all counsellors in Switzerland. Reporting the national conference of the head of the career services in the cantons led to a higher commitment to lifelong guidance, to international co-operation and to more concrete activities in the Euroguidance programme. • There will be a large project for some years in the Kanton Basel Landschaft to implement lifelong guidance, including attention to career management skills in the whole school system from early education to the end of the higher education.
Turkey	<ul style="list-style-type: none"> • The concept of lifelong guidance has been disseminated at national level. • A Memorandum of Understanding (MOU) was signed in 2009 to enhance communication, co-ordination and collaboration between all the stakeholders. A web-based National Career Information System has been developed on a collaborative basis, with around 1,300,000 registered users to date; studies to improve the system are in progress. • Social inclusion and guidance for children with special educational needs are important issues for Turkey. • Within the Lifelong Learning Project 1 conducted by the General Directorate for Lifelong Learning, a series of workshops has been arranged on career planning and vocational guidance. • Through ELGPN, Turkey is able to learn from good practices all over Europe.
United Kingdom	<ul style="list-style-type: none"> • Broader understanding of how career guidance operates in other countries. • Network of career guidance contacts in Europe. • In Northern Ireland, the key policies and strategies impacting on Careers Service policy have a resonance with the work of ELGPN, but it is difficult to quantify the extent of influence that ELGPN has had on these. • In November 2013 a formal independent review was announced in Northern Ireland involving both the Department for Employment and Learning (DEL) and the Department for Education (DE). The work of ELGPN will be considered when developing the Departmental responses to the review's recommendations. • For other parts of the UK, the ELGPN Resource Kit has been a useful tool in validating our policy developments, e.g. quality-assurance policies, and the move towards online and telephone delivery. • In Wales, ELGPN influence has been brought to bear on the Future Ambitions in Wales strategy.



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

THE PURPOSE OF THIS REPORT is to communicate the outcomes of the European Lifelong Guidance Policy Network (ELGPN) during 2013–14 to relevant policy-makers and stakeholders at both European and national levels.

The ELGPN represents a major development in support of national lifelong guidance policy development in Europe. The ELGPN currently has 31 member-countries (AT, BE, BG, CY, CZ, DE, DK, EE, EL, ES, FI, FR, HR, HU, IE, IS, IT, LV, LT, LU, MT, NL, NO, PL, PT, RO, SE, SI, SK, TR, UK), with CH as an observer. The participating countries designate their representatives in the Network, and are encouraged to include both governmental and non-governmental representatives. As a Member-State-driven network, it represents an innovative form of the Open Method of Co-ordination within the European Union (EU).

The report describes the work undertaken by ELGPN during 2013–14, including the progress of policy adaptation and implementation processes of the member-countries at national, regional and local levels. The report also analyses relevant policy developments at EU level. In particular, it indicates the components of the Europe 2020 Strategy which are relevant to lifelong guidance, including its headline targets and flagship initiatives. In an evaluation of ELGPN's work, members report that participation in the Network has enriched their awareness of possible responses to common challenges and given them fresh perspectives and new insights into their national provision. A key strength of the Network has been the strong ownership of its activities expressed by the national delegations. ELGPN member countries stress the importance of continuing structured European co-operation between the EU Member States, the Commission and the European authorities responsible for educational, employment and social policies.

Cover: Martti Minkinen