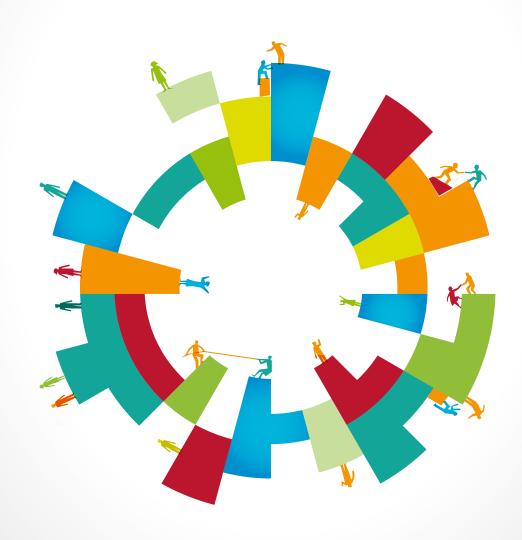


PRACTITIONER'S TOOLKIT

FOR PES BUILDING CAREER GUIDANCE AND LIFELONG LEARNING



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PRACTITIONER'S TOOLKIT

FOR PES BUILDING CAREER GUIDANCE AND LIFELONG LEARNING

Written by Robert Arnkil, Timo Spangar and Raimo Vuorinen



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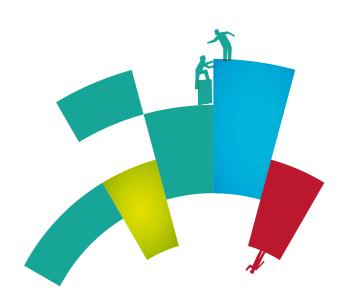
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Chapter 1. Introduction





1.1 What is the purpose of this Toolkit?

This PES Practitioners' Toolkit presents concepts and tools for PES management teams to assess the Career Guidance (CG) and Lifelong Learning (LLL) development needs in their respective country contexts and make practical plans and steps to strengthen the CG and LLL system and services.

The changing world of work and careers calls for a renewal of the role and practices of PES in building and developing CG and LLL. This renewal takes place in different circumstances around Europe, and at different stages of development in the partnerships and systems of CG and LLL, By 'a CG and LLL system' we refer to the collaborative network of actors and services in education, public, private and third sector services, and employers or employees associations contributing to CG and LLL.

1.2 Who is it for?

The Toolkit is written for teams in PES where services and partnerships are considered and planned, working together with education, employers, third sector organisations, and others in building and strengthening the CG and LLL system and services. The Toolkit can be useful both for PES teams responsible for a certain labour market area, and also for national teams redesigning and planning PES service processes, connected particularly to CG and LLL.

The Toolkit encourages your PES management teams to assess their level of advancement in the delivery of CG and LLL services and proposes corresponding tasks to continue the development. As such, the Toolkit proposes two levels of advancement:

- ► For PES at a **developing level**, tasks for creating your CG and LLL services, where the services and networks are non-existent or at a very early stage;
- For PES at an advanced level, tasks for further development where the key services are already in place, and a collaborative network of PES and CG and LLL partners exists.

The border between these two levels of advancement is, of course, often fluid. Nevertheless, the two types differ in terms of the tasks PES face. In a developing or 'creation' situation, the role of PES can be crucial as a conductor. In more developed (or advanced) situations, PES can adopt a more facilitating and bridge-building role.

1.3 What is the design of the Toolkit and where do I start?

The Toolkit is designed in a 'modular' way, so that you and PES management teams can assess your needs and develop actions to develop services as appropriate.

1.3.1 Context - Start here if you would like to know more about the background and context for PES involvement in CG and LLL

<u>Chapter 1</u> sets out the context for PES involvement in supporting CG and LLL, including the changing world of work, key policy drivers and PES' role as a 'conductor' for CG and LLL services and partnerships.

1.3.2 Modules – Start here if you would like to assess your level and consider the actions to develop CG and LLL services

Chapter 2 sets out the three 'Career Pathway' modules of the Toolkit. These three modules assume a 'Career Pathway' model of CG and LLL services, which sees PES services from a customeroriented point of view. The Career Pathway model sets out the services provided by PES to customers from basic education to transitions to jobs and careers, including possible redundancies, (re-)training and other changes, and transitions to retirement. Start here if you would like to develop the services provided at various phases of the Career Pathway.

There are three main phases identified in the Career Pathway – these have corresponding modules:

- Beginning phase and transitions Career Pathway Module 1: this module concerns PES CG and LLL services provided to young people still in education and in transition to further education or jobs.
- Middle phase and transitions Career Pathway Module 2: this module concerns PES CG and LLL services provided to people in various mid-life transitions – finding work, making changes, redundancies, recovering from illness, etc.
- Late phase and transitions Career Pathway Module 3: this module concerns PES CG and LLL services provided to people at the last phases of their careers and moving on to retirement.

Concerning these three main phases, the situation of PES, CG and LLL services can differ across countries and locations. In some instances, services are non-existent or at an early stage, and they need to be created and started. In other instances, the services and their networks and collaboration already exist, and thus the task is developing them further.

<u>Chapter 3</u> sets out the six 'Common' modules of the Toolkit for all PES in their CG and LLL systems, which are relevant at all phases of the Career Pathway and whatever the situation PES is facing. Start here if you would like to develop services which will apply across PES in the delivery of CG and LLL.

These common modules are:

- Forecasting labour market development
 - Common Module 4;
- PES partnership building Common Module 5;
- Collaborating with employers and promotion of entrepreneurship Common Module 6;
- Multi-channelling of services Common Module 7;
- Monitoring performance and results
 - Common Module 8; and
- Capacity building of personnel Common Module 9.

Within all of the modules, you are invited to assess your services using the tables in the Toolkit to identify where you provide services in-house, and where you provide them in partnership or by outsourcing. You are also asked to identify what the imminent challenges for taking the CG and LLL services and networks to the next stage of development are. In connection to these, the Toolkit presents practical examples of how different PES around Europe have addressed these challenges. Instructions are presented in the 'How to use the Assessment Table' box.



How to use the Assessment Table

It is advisable to do this as a meeting/small workshop in your team. Use the assessment tables in the Modules to discuss how you assess the situation and tasks facing your PES concerning CG and LLL development in each category of the table, then tick the most applicable situation, of which there are three:

- » The service is non-existent or not working well > it very clearly needs PES initiative.
- » The service is in an 'in-between' situation, not in a beginning stage any more, but not advanced either > it needs some PES initiative
- » The services are working well > it does not need any major new initiative, but the good situation needs to be sustained.

When you have finished the discussion and ticking, summarise your findings as three main tasks, in priority order at the bottom of the table. These three tasks are then taken to the **Summary Table in Chapter 4**. Instructions on this are given in Chapter 4.

Also take a look at the examples given, and make notes on your ideas and possible interest in finding out more about them in practice. Use the same procedure in all assessment tables.

Modules 1-9 are presented together in Figure 1 (below).

Figure 1: The 9 Modules of the Toolkit

Career Pathway Modules	Career Pathway Module 1: the beginning phase and transitions (services to young people still in education and in transition to further education or jobs)	Career Pathway Module 2: the middle phase and transitions (services to people in various mid-life transitions – finding work, making changes, redundancies, recovering from illness, etc.)	Career Pathway Module 3: the late phase and transitions (services provided to people at the last phases of their careers and moving on to retirement)
Common Modules	Common Module 4: Foreca	asting labour market development	
	Common Module 5: PES pa	artnership building	
	Common Module 6: Collab	orating with employers and promotion	n of entrepreneurship
	Common Module 7: Multi-	channelling of services	
	Common Module 8: Monito	oring performance and results	
	Common Module 9: Capac	ity building of personnel	

1.3.3 Action Planning – Start here if you already have thoughts on the actions you would like to take forward

<u>Chapter 4</u> provides templates to help you to develop an Action Plan which can help to design the timelines and activities to improve CG and LLL services, if you consider this appropriate. By following the steps in Chapters 2 and 3 of this Toolkit, the Toolkit leads to the development of an Action Plan (see Chapter 4). Alternatively, if you already have thoughts on the actions you would like to take, you can start here, to put your thoughts into structured templates.

1.3.4 Glossary / further information

The final chapters include a glossary of key terms and concepts (<u>Chapter 5</u>) and links to <u>further</u> information and resources.

The chapters and their contents are summarised in Table 1 below.

Table 1: Summary of the contents of the Toolkit

CHAPTER	CONTENT
Setting the context of contributing to developing the CG and LLL services by PES	 » Changing world of work and careers » EU Policy drivers in CG and LLL » PES as conductor and enabler in CG and LLL » Changes in CG and LLL
2. Career Pathway Modules for CG and LLL development by PES (Career Pathway Modules 1-3)	 » Introduction to the Career Pathway Modules » Phases of the Career Path and CG LLL system development » Practical matrix with modules for identifying key challenges in the PES context and drafting a development plan » Practical examples from PES in Europe to draw on
3. Common Modules for PES in building the CG and LLL services (Common Modules 4-9)	 » Forecasting labour market development » PES Partnership building » Collaborating with employers and promotion of entrepreneurship » Multi-channelling of services » Monitoring performance and results » Capacity building of personnel » Practical examples from PES in Europe to draw on
Developing an Action Plan for CG and LLL service development	» Summary of tasks» Main focus» Timeline» Communicating the plan
5. Glossary of key concepts	 » Transitional labour markets (TLM) » Public employment system » Career pathway, career transitions » Career guidance, career counselling » Career Management Skills/Craft (CMS) » Hybridisation of work and careers » CG as an enrichment space » Common abbreviations
6. Further information and resources	» Reference to key databases on CG, LLL and PES» List of the practical examples







The context for developing PES career guidance and lifelong learning

2.1 The changing world of work

The world of work is continually and rapidly changing, calling for proactive responses to new demands. Demographic change, new attitudes of young people towards work, answering demand and solving bottlenecks, increased migration, and persistently low employment rates among vulnerable groups, all pose significant challenges for Member States – and for PES and their partners. The nature of work is changing as well; technologies are changing working life by creating new forms of employment, while making other forms of work obsolete, and calling for upskilling in the prevailing ones.

Future scenarios of work and careers are mixed. Some scenarios suggest a precarious future where there is tough competition for scarce quality jobs. In these 'worst-case' scenarios the individual is left in a precarious position, often barred from jobs, drifting without a real possibility to develop their skills, and forced to take low-quality jobs. Persistent low participation rates disproportionately affect certain groups. Insufficient participation of low-skilled young people, people with caring responsibilities, people aged 55 and older, migrants and their children, women, disabled people, the long-term unemployed, people in poverty, and other disadvantaged groups, remains a structural problem. In addition, educational gaps widen.

Other scenarios suggest a more positive 'crafted future' where the individuals' relationship with working life is characterised by plasticity, where people shape their lives and work. This means proactivity in developing their skills, knowledge, competencies and attitudes, and combining knowledge from different sectors and types of careers. This hybridisation

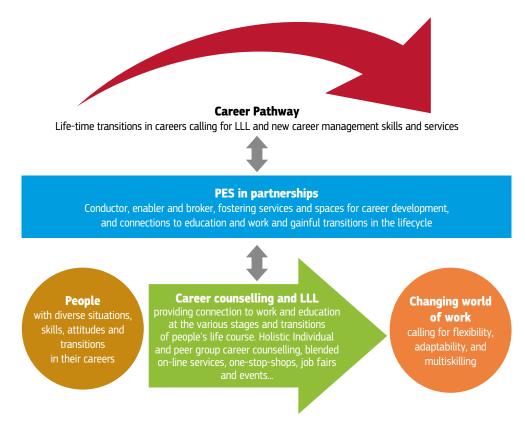
of careers and work calls for cross-cutting abilities such as negotiating, making deals, networking and using modern technologies. To ensure a positive outcome, individuals will need to connect with different knowledge communities — be they in work or voluntary work, free-time or hobbies — in order to accumulate diverse skills and social capital, and to be a part of a community. This also requires good connections to companies, and an understanding of future skill demands. PES will have a role to play in terms of supporting, developing and maintaining people's abilities to make these connections, and to develop individuals' ability to 'craft' their careers.

As the Transitional Labour Market (TLM) concept implies¹, the career pathway of people is full of transitions - within basic education, from education to work, and changes in employment, life situations or health. These transitions present both opportunities and risks. Such changes mean that careers become more diversified for each individual and, by implication, services such as career counselling and vocational guidance need to become more diverse and tailored at the same time, in order to enhance the employability of these individuals and connect them to the needs of the labour market. It also means that individuals' sources of income or social security will change several times in their lives, and these will need to be supported through PES services with their partners.

Together, this calls for new kinds of holistic career management skills for individuals, and for holistic services - in PES and in partnerships - that can foster these skills and secure gainful transitions in career pathways. Given the diversity of career guidance provision across education, training, employment and other community sectors, establishing and maintaining universal access for citizens in an effective and efficient manner necessitates policy coherence, partnerships, Labour Market Intelligence (LMI) sharing and the integration of lifelong guidance services. By implication, PES and their partners will also need to improve their capabilities to meet the needs of individuals' changing work-life values and their increasingly diverse careers. Career counselling can provide opportunities and connections for such capability building, as can face-to-face, blended online services and various one-stop-shops and other spaces for people to get connected to work and education. These relationships are shown in Figure 2.

¹ See Glossary at the end for definitions and references.

Figure 2: Career Pathway, PES, Career Counselling and Lifelong Learning



Source: Arnkil, Spangar and Vuorinen 2017

2.2 Policy drivers for PES in 2017

The European Parliament and Council invites the PES Network to support initiatives aimed at better skill-matching, promoting decent and sustainable work, enhancing self-motivated labour mobility and facilitating the transition from education and vocational training to work. The Council Recommendation on Upskilling Pathways: New Opportunities for Adults² recommends that Member States design upskilling pathways for low-skilled adults in three steps: skills assessment; provision of a tailored, flexible and quality learning offer; and validation and recognition of skills acquired. In order to secure professional transitions³ in the current labour market, the initiative for a European Pillar of Social Rights⁴ sets out recommendations that active labour market policies, such as counselling, training or active job searching, can help to increase employment opportunities for jobseekers and improve job-matching. These initiatives point to the importance of quality guidance provision for all citizens as a prerequisite for the effective implementation of these policies⁵. They also call for

- 2 http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=0 J:JOC 2016 484 R 0001
- 3 European Commission: https://ec.europa.eu/commission/sites/beta-political/files/secure-professional-transitions_en.pdf
- 4 https://ec.europa.eu/commission/priorities/deeperand-fairer-economic-and-monetary-union/ towards-european-pillar-social-rights_en
- 5 Decision No 573/2014/EU of the European Parliament and the Council of 15 May 2014 on enhanced co-operation between Public Employment Services (PES) http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv%3AOJ.L..2014.159.01.0032.01.ENG



the strengthening and coordination of the work of PES, career guidance providers, and education and training institutes.

The Council Resolution of 21 November 2008 on better integrating lifelong guidance into lifelong learning strategies⁶ invites Member States to make use of four guiding principles to support the lifelong career transitions of citizens: encourage the lifelong acquisition of career management skills; facilitate access by all citizens to guidance services; develop the quality assurance of guidance provision; and encourage coordination and cooperation among various national, regional and local stakeholders.

In addition, the Youth Guarantee⁷ calls for the need to offer early school-leavers and low-skilled young people pathways to re-enter education and training, or second-chance education programmes to enable them to obtain qualifications. The Youth Guarantee also recommends that Member States ensure that young people have access to information about the services and support available to them, by strengthening cooperation between employment services and career guidance providers. PES, together with other partners supporting young people, are invited to provide personalised guidance that helps smooth transitions from unemployment, inactivity or education to work.

2.3 PES as conductor and enabler

Career counselling services vary according to the context and operational models of the national PES systems. Services differ when produced as in-house services, in a partnership with other players, or when purchased from existing suppliers. However, for PES to be an effective conductor, they need to have a clear understanding of customer's career guidance needs, what counselling enrichment spaces are needed along the citizens' employment pathway, who the players in the field are, and how the services shall be organised to enhance the individual's active movement in labour market transitions.

6 http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:42008X1213(02)

PES can play the role of conductor, enabler and builder of bridges and networks in the national Public Employment System⁸. This is done in partnership at different phases of the career pathway. It means adopting a 'co-creation' and continual development approach within PES and with partners, customers, citizens and communities. It also means, increasingly, a shift from the provision to the commission of services by PES.

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

Guidance for unemployed adults refers to a wide range of career counselling activities built on coconstruction, by the counsellors and the clients, of the clients' relationship with working life, as well as products that help unemployed jobseekers to improve their employability skills and reintegrate in the labour market. These activities include: assessment, profiling or screening, assistance in managing job changes and upskilling, coaching in career management and social skills, job-broking and advocacy, job-search assistance activities, counselling, job club programmes, provision of labour market information, and, if relevant, the use of psychometric tests. Employment counselling, a basic service delivered by PES counsellors, is aimed at the sustainable activation and labour market integration (assessment, profiling, etc.) of the unemployed. Specialist career guidance may be provided by PES for those who are seeking a more comprehensive solution e.g. a low-skilled unemployed young person or adult who wishes to pursue a VET programme.

2.4 Transformation of career counselling and LLL

The concepts and practices of career counselling are today transforming from the old 'industrial model' of counselling and guidance to better reflect the skills needs of service-based and digital economies. For more than two decades, a shift away from the traditional way of comparing working life and job requirements to an individuals' skills and dispositions, has been undergoing in career counselling.

Today the focus of career counselling is on developing and enhancing the individual's relationship with

^{7 &}lt;a href="http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=0J:C:2013:120:0001:0006:EN:PDF">http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=0J:C:2013:120:0001:0006:EN:PDF

⁸ Public Employment System refers to the broader network contributing to employment and employability than Public employment services. See Glossary at the end.

working life as a whole and in the context of their life course. These new working life relationships foster the customer's belief in their skills, raising their self-esteem and giving them hope in facing the often-challenging life changes they must encounter. This is a continuous process of development from the early years of life and contributes to participation in, and engagement with, lifelong learning.

From the employment perspective, career counselling today positions itself as a method of supporting employees in their labour market transitions. Career counselling helps customers to deal with those transitions, thus contributing to the development of career competences that are needed to move to the next phase in their career pathway.

In supporting customers in their labour market transitions, there are five key dimensions where career counselling can play a useful role:

- Career counselling provides a platform for customers' self-assessment, helping them to identify their current skills and their working life interests. It allows them to explore the work-life balance and learn career management skills.
- Career counselling provides a systematic and supportive process for preparing customers' working life decisions.
- Career counselling is an interactive platform for networking, reaching out and going beyond only reflecting on ones' own, thus connecting customers with the counsellor, peers in group counselling, employers, education providers and other relevant players.
- Modern career counselling provides customers with a multichannel platform for action, consisting of various methods for assessing career choices, practical work trials and internships, and engaging with modern means of job search and labour market information. Career counselling constitutes an 'enrichment space', in its different forms, in customers' career pathways and in their labour market transitions.
- Career counselling provides a systematic follow-up of customer development over the course of their labour market transitions.

Depending on the position of career counselling and vocational guidance at different phases of customers' pathways, the career guidance needs of PES customers may be identified more clearly. At the beginning phase of the career pathway, career counselling might be useful for customers who need, for

instance: an opportunity and a platform for self-assessment and skills identification, a 'space' to explore possibilities; a more systematic process for making career decisions; an opportunity to raise their self-esteem and encourage them to move forward in their life; or to enable a dialogue with the counsellor, peers or employers. Equally, career counselling can provide a similar enrichment space during the middle and late phases of customers' career pathways.



Chapter 3.

Career Pathway
Modules for CG and
LLL development
by PES (Modules 1-3)

3.1 Introduction to the Career Pathway Modules

The key question for people in the **beginning phase** of their careers is how to complete a good education and establish connections to the labour market. For PES, it means:

- Providing up-to-date information on working life and the labour market, participating in combatting early school leaving and helping to make transitions to further education and/or first jobs as smooth as possible.
- In creating services during the beginning phase of careers PES can have an important initiator and conductor role in building career guidance in schools and education, training teachers, and offering knowledge and connections to the labour market and work.

▶ In the further development of services, when key services like career counselling in schools is in place, PES can change emphasis. PES can have an important role in taking the service network to a new phase by conducting, enabling, facilitating and bridge-building within the network, and introducing new innovations.

In the **middle phase** of careers the key challenge for people is securing a sustainable career. Working life is in a state of flux and requires readjustments and often further training. People's lives go through many phases – starting a family, falling ill, becoming unemployed, or wanting to change direction. In order to support citizens in their professional development, PES can offer:

- ➤ Tailored individual and group services, one-stopshops, online guidance, information on working life and the labour market, training, and rehabilitation. This is usually done in partnerships and complemented by outsourcing.
- PES can have an important role in identifying where services are missing or weak, and where new services need to be created. If the service network is already strong, the task for PES is to complement the network and services with employers, educators, health, social work and the third sector, and to enrich the system with innovations like new ways of offering services online, or creating low threshold one-stop-shops.

In the **late phase** of careers the key challenge is to secure work-ability providing citizens with stepping stones to an active 'third age', and a dignified retirement. This means collaboration with employers, health, social and pension services. PES can have:

An important role as an initiator and conductor, to identify where new services need to be created, and in the later phases of development PES can play and important role in complementing and enriching the system and services.

These Career Pathway Phases are summarised in <u>Table 3.1</u> below.

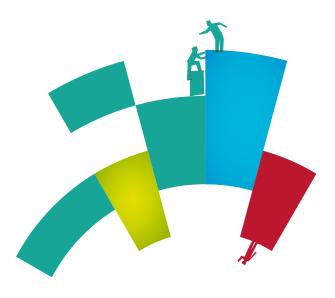


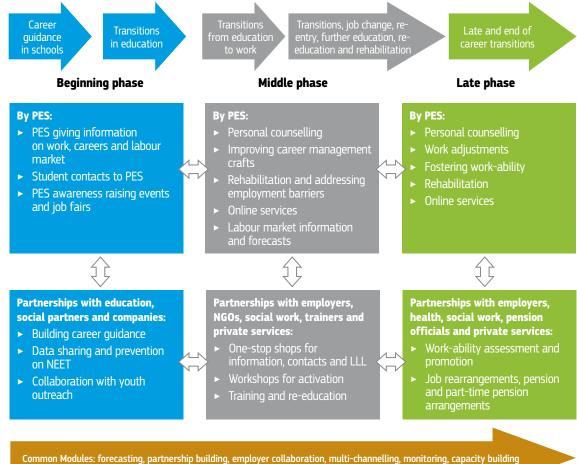
Table 3.1: The 3 Career Pathway Modules



	PHASE OF THE CAREER PATH				
Tasks for development of CG and LLL system	Module 1: the beginning phase and transitions	Module 2: the middle phase and transitions	Module 3: the late phase and transitions		
Creating CG and LLL services (developing level)	Initiating and creating services in CG and LLL in education, with cross sectoral cooperation	Initiating and creating services in CG and LLL in further education, employment and rehabilitation	Initiating and creating CG and LLL services in late adjustments, rehabilitation and preparing for pensions		
Developing CG and LLL services further (advanced level)	Strengthening and enriching the CG and LLL services in education	Strengthening and enriching CG and LLL services in further education, employment and rehabilitation	Strengthening and enriching CG and LLL services in late adjustments, rehabilitation and preparing for pensions		

PES also need to work alongside partners to delivery CG and LL to maximise efficiencies in the provision of services. The types of services which could be offered by PES and by partners (drawn from existing examples of practice) at the different phases of the Career Pathway are summarised in Figure 3.1 below.

Figure 3.1: Synoptic view of PES, partnerships and different phases of the Career Pathway





3.1.1 Career Pathway Module 1: PES building CG and LLL services in the beginning phase of careers

In the beginning phase of careers the ambition is for individuals to secure a good education, ensuring their successful entry to the labour market and strengthening their career management skills and employability in the face of the changing world of work. For PES, this means collaborating with education, social partners and companies in order to build and secure good career guidance systems, services and information. It also means supporting transitions to further education and/or first employment, and to support the prevention of early school leaving and those not in education, employment or training (NEET). It can also mean helping to provide a second chance and alternative routes in education. PES also provide in-house services at early phases through labour market information and forecasts, career information and awareness raising events and job fairs.

PES needs to identify the situation and tasks are concerning the CG and LLL services in education to combat early school leaving, and ease the transition to the first job or work experience.

If services in the beginning phase of careers (in practice within education) are missing or weak, the situation resembles the developing level. PES has a conductor role in building and fostering career guidance in schools and helping to build youth outreach for preventing early school leaving and second chances. Typically, this is done in collaboration with local and other relevant authorities, vouth workers and teachers. If the services already exist to a great degree, the situation is at the advanced level, where the system is already stable and more advanced, the role of PES is more in facilitating and enriching the system and services, with delegating more and more responsibility to the career guidance people in education, and to the larger network in the public employment system, like youth work and other outreach services.

Assessment Table Career Pathway Module 1: Assessing PES tasks at the beginning phase of careers

Service creating tasks in beginning phase of careers (developing level)	Non-existent or not working – needs PES initiative	In between – needs some PES initiative	Working well – needs sustaining
Career guidance offered in schools			
PES offers, together with others, labour market information and forecasting for schools and education			
PES offers student contacts to PES			
Data sharing with education and others for drop-out and NEET assessment and prevention			
Collaboration with education and others in preventing early school leaving and NEET prevention			
Youth outreach offered by local youth work			
Other, specify:			
Further development tasks (advanced level)			
Updating prevention of early school leaving and NEET prevention and collaboration with introducing new methods and services			
Updating labour market information			
Career counselling performed in close contact with working life and employers			
Other, specify:			
Key tasks to be taken to the Action Plan (Chapter 4) (in priority order)	Task 1 Task 2 Task 3		



EXAMPLE OF PES PRACTICE AT BEGINNING PHASE/TRANSITIONS AT BEGINNING PHASE OF CAREERS

Co-operation with schools, especially with lower secondary schools, has always been a cornerstone of the Austrian PES' youth-related activities. PES local offices invite school classes into one of the 64 BerufsInfoZentren (BIZ, Career Information Centres). Good preparation by the schools themselves is a crucial part of the success of these visits.

Preparatory work is done by specially trained teachers who closely co-operate with PES counsellors working in the BIZ. The visits include a presentation of PES services for young people, including an emphasis on the importance of starting to think about career choices. During the visit, young people are asked to do some research on a job-related question put forward by BIZ staff and teachers.



EXAMPLE OF PES PRACTICE AT BEGINNING PHASE/ TRANSITIONS AT BEGINNING PHASE OF CAREERS

'NAV [Norwegian PES] tutors in Upper Secondary School' is a pilot project by the Norwegian PES. The project seeks to address the pupils in Norway who do not complete upper secondary school for a variety of social, economic and health reasons (one in three). The project places a PES tutor (part of the PES youth team) in a school for 50% of their time. The initiative aims to reduce the physical and mental distance between schools and work, as PES tutors are placed inside secondary schools. The tutor attends teacher meetings and has a drop-in office for young people to attend. The practice is based on the principles of providing interventions as soon as possible, taking preventative measures, and reaching out to young people by offering support and guidance services that are open to all. Since it was introduced in 2013, Norway has seen a consistent decrease in the number of school leavers (3.1% drop in 2014/2015).

3.1.2 Career Pathway Module 2: PES building CG and LLL services in the middle phase of careers

In the middle phase of the pathway, the ambition is for individuals to foster a sustainable career. PES needs to collaborate with employers and also with education, private services, trainers, NGOs and social partners. This middle phase is full of transitions which are often risky and challenging; the changing of jobs, returning from unemployment, family or sick leave, and re-education. PES's role here is a conductor, co-creator and enabler of different kinds of 'counselling opportunities' suited to individuals' needs, aiming at connecting the individuals to the resources they now need, and re-connecting them with working life after unemployment or being made redundant.

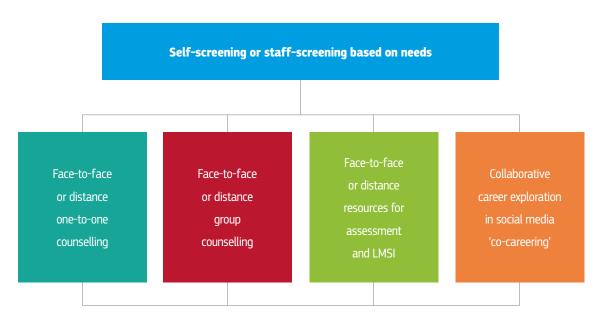
This means providing one-to-one counselling, group counselling, career assessments and career information either in meetings within one single physical location or in different locations at a distance. Individual counselling, group counselling, career assessments and information is accessed in one single physical location, at different locations at distance,

or a combination of both. The use of social media in career counselling provides new opportunities for collaborative career-exploration spaces that integrate self-directed materials involving interactive communication with peers and practitioners that support individual counselling, group counselling and the use of career resources. Furthermore, social media acts as an impetus for paradigm change and reform from career counselling and co-careering, to a new, shared expertise and meaningful co-construction of career issues among community members. This new communal way of operating challenges career guidance providers to think about and develop their work cultures, and to reflect on the culture of their organisations and networks.9 The one-stop approach can be applied in either in a physical location in a traditional office, or in a virtual location on a digital platform. These are set out in Figure 2.2 below.

9 Kettunen, J. (2017). Career practitioners' conceptions of social media and competency for social media in career services. Jyväskylä, Finland: University of Jyväskylä, Finnish Institute for Educational Research. Studies, 32. Dissertation. http://urn.fi/URN:ISBN:978-951-39-7160-1



Figure 3.2: Transformation of guidance services and the use of ICT



Source: Kettunen, J., Vuorinen, R., & Sampson, J. P., Jr. (2015). Practitioners' Experiences of Social Media in Career Services. The Career Development Quarterly, 63, 268-282. http://dx.doi.org/10.1002/cdq.12018

PES needs to identify what the tasks are in relation to the CG and LLL system and services concerning employment, re-employment after layoff, rehabilitation, skills development and new work and career opportunities. If the situation resembles the developing level, for PES it means a conductor role in creating employment and employer contacts, and collabora-

tion with skills development and rehabilitation. In the case of the advanced level, where the system is already stable and more advanced, the role of PES is more in facilitating and enriching the system and services, with delegating more responsibility to the larger network in the public employment system.

EXAMPLE OF PES PRACTICE



An example of using career counselling in personalising PES services is provided by Denmark, where jobseekers are offered 'early and intensified counselling'. The labour market reform in 2014 emphasised the need for intensified counselling between job counsellors and jobseekers. The interviews are carried out by the staff of local job centres and the success factors have been the openness and trustfulness of the discussions with the outcome of increased empowerment with the jobseekers.

AT MIDDLE PHASE/

PHASE OF CAREERS

TRANSITIONS AT MIDDLE

http://ec.europa.eu/social/main.jsp?catId=1206&langId=en

EXAMPLE OF PES PRACTICE AT MIDDLE PHASE/ TRANSITIONS AT MIDDLE PHASE OF CAREERS

Ohjaamo [EN – The Navigator] one-stop-shop is co-funded by the European Social Fund (ESF) until 2018. In September 2017 there were around 45 such centres in Finland. The project pilots a holistic approach to integrating young people aged under 30 into society, education and working life by providing multi-sectoral information, advice, guidance and support using basic services and a broad network of partners from public, private and the third sector. These include youth and employment counsellors from PES, social workers, nurses, outreach workers and a range of other service providers under one roof. Services are provided through multi-channelling (e.g. face to face, electronic, online, phone). The service has a low threshold entry point and 'walk-ins' (no appointment) are accepted. Various dimensions of this support are worthy of note: the low entry threshold, the customer-oriented nature of the provision, the multi-sector and multi-professional approach as well as the involvement of user groups in the design of the services.

https://www.youtube.com/watch?v=vVNkdwz1nAM

Assessment Table Career Pathway Module 2: Assessing tasks at the middle phase of careers

Task 1 Task 2	



EXAMPLE OF PES PRACTICE AT MIDDLE PHASE/TRANSITIONS AT MIDDLE PHASE OF CAREERS

The Croatian PES Lifelong Career Guidance Centres (CISOK Centres) were established in 2013, with particular attention paid to the partnership-based model that is used to increase the availability and quality of lifelong career guidance services to all Croatian citizens. CISOK ('Lifelong career guidance centre' CGLLL centres) is a one-stop-shop model for lifelong career guidance where users can receive information, advice and guidance on enhancement of career management skills, job search, and educational possibilities. Particular emphasis is placed on young people based on pre-identified needs – CISOK is defined as a point for outreach and activation of young people not in education, employment or training (NEETs). CISOK Centres use a customer-orientated approach to provide individual and tailored services to users based on their individual needs, providing a mix of different services (i.e. self-help, staff assisted, and individual guidance). The centres work closely with schools and conduct assessment among students in their final year of comprehensive education and use the results to identify and prevent, those who are likely to be early school leavers. The centres have an agreement between the Croatian PES and Ministry of Science, Education and Sports to allow the exchange of date on the career intentions of those in the final years of schools. This agreement includes description of roles and responsibilities of career guidance provision. The Croatian PES central office coordinates and monitors LLCG activities and supports their further development. The PES central office ensures that the services are standardised, according to established national quality standards. The main LLCG staff members are employed by Croatian PES. Some activities (e.g. workshops, round table discussions) are delivered by specialist organisations, such as NGOs and employer organisations. The CISOK centres are located in town centres that are easy accessible.

http://www.cisok.hr



3.1.3 Career Pathway Module 3: PES building CG and LLL services in the late phase of careers

In the late phase of the pathway the ambition is for individuals to secure work-ability and a dignified end to their career. PES collaborates with employers, health, social services and pension services. In counselling the later phases of a career, the demands for job readjustments and retraining, and the challenges of work-ability and redundancy can be processed. Career counselling through PES can offer both individual and peer group services, which provide information and rehabilitation.

The life-cycle approach supports flexible transitions and pathways between full-time work and full-time retirement. Guidance, including easy access to information, enables the pre-retired to identify their

capacities and interests to get further involved in mentoring, inter-generational exchange, voluntary work, and social and leisure activities, in order to have an active 'third life'.

PES needs to identify what the development level of the CG and LLL system and services is, in terms of the late phase of the career path. With an ageing population, this is becoming increasingly relevant. If the situation resembles the developing level, there is still very little in terms of practices concerning the late phases of the career path. This is where the role of PES is an initiator and conductor, in collaboration with rehabilitation, health and pension services as well as voluntary activities. In the case of the advanced level, where the system is already stable and advanced, the role of PES has more to do with facilitating and enriching the system and services.

Assessment Table Career Pathway Module 3: Assessing tasks at the late phase of careers

Service creating tasks in the late phase of careers (developing level)	Non-existent or not working – needs PES initiative	In between – needs some PES initiative	Working well – needs sustaining
Career counselling for last phases of career offered in PES			
PES offers labour market information and forecasting for aged jobseekers and citizens, including voluntary work			
PES offers work-ability assessments with partners for job-seekers and citizens			
PES offers online services			
PES offers rehabilitation services with partners			
PES offers training services with partners			
PES offers one-stop-shops together with partners			
Other, specify:			
Further development tasks (advanced level)			
PES updates labour market and forecast information			
PES offers new online services			
PES developing new one-stop-shops			
PES actively offers counselling services for enhancing transitions from employment to retirement			
Other, specify:			
Key tasks to be taken to the Action Plan (Chapter 4) (in priority order)	Task 1 Task 2 Task 3		



EXAMPLE OF PES PRACTICE AT THE LATE PHASE/TRANSITIONS AT LATE PHASE OF CAREERS

France provides us with an example of opening up services for the elderly employees. Crédit Industriel et Commercial (CIC) is a programme informing senior employees about their career development possibilities in the business and about retirement procedures. Each year, the Human Resources (HR) department offers employees older than 45 an interview with an HR manager. Participation is voluntary. Employees can discuss various options, such as skills assessment, mobility, a new position, training, serving as mentors, information about retirement and organisation of work time. Each activity is carefully planned and complemented by additional counselling, advice, and skill development (Career Guidance LLL Background Info).



EXAMPLE OF PES PRACTICE AT THE LATE PHASE/TRANSITIONS AT LATE PHASE OF CAREERS

In Finland a group career counselling concept and methodology, Stop and Go, was developed for employees that had been made redundant. The key point was to provide the experienced employees, with a long and extensive working life experience behind them, to explore the features of the current hybridity of working life. In a dialogue with the counsellors and the peers in the group the participants managed to connect to the psychological (e.g. self-esteem, skills), social (e.g. social networks, support by their significant others) and societal resources (e.g. the possibility of studying on unemployment benefit) at hand. The Stop and Go groups enabled the counsellor to understand the significance of equal dialogue among the counsellors and the peers as well as to conceptualise the Stop and Go counselling process as a way of building a dialogue space where all participants, including the counsellors, co-create a proactive relationship with working life (Keskinen & Spangar 2013).¹⁰



Chapter 4.

Common Modules for PES in building the CG and LLL system (Modules 4-9)

4.1 Introduction to Common Modules 4-9

The next step is to assess your approaches and service delivery in the Common Modules (<u>Figure 4.1</u>). These are also important overarching aspects, which are relevant at all phases of the career pathway and at all phases of development of the CG and LLL services.

These follow a similar structure to those outlined in Chapter 2, where you will have assessed the situation and tasks concerning the Career Pathway phases.

4.1.1 Common Module 4: Forecasting labour market development

The question of the future of working life has become an integral part of the PES career counselling and vocational guidance process. Individuals and groups in the society differ in their capacity to source, interpret and apply labour market information and need specific assistance for personal implementation.

Jobseekers and counsellors require education and labour market forecasts which are easy to use, clear and understandable to customers, so that they can actively support and guide jobseekers in making sustainable choices. Jobseekers need information on the trends and expected changes in work, in order to make proactive choices and build sustainable careers. Questions both parties face include: what jobs will there be? Which skills and qualifications will they require? Supplementing national and local-

Figure 4.1: Common Modules

Common Module 4: Forecasting labour market development

Common Module 5: PES partnership building

Common Module 6: Collaborating with employers and promotion of entrepreneurship

Common Module 7: Multi-channelling of services

Common Module 8: Monitoring performance and results

Common Module 9: Capacity building of personnel



level forecasting data, the EU has also developed EU-level labour market and skill overviews through the Skills Panorama

Some Labour Market Intelligence tools have been developed by the employment sector but are not often shared with career practitioners in education and training sectors. PES can promote the quality, objectivity and reliability of labour market information within the collection and dissemination of it through partnerships between key stakeholders. PES can enrich forecasting and relate information on education and training provision to local, regional and national labour market opportunities.

PES can also promote individuals' access to experiential and non-experiential forms of labour market information. PES should also pay attention to developing forecast knowledge and skills of career practitioners in initial and continuing professional development. This includes promotion of awareness of both EU mobility tools for learners and workers, and Open Education Resources for professional development. Examples of the EU mobility tools include ECVET, ECTS, EQF, ESCO, Europass, EURES, European Skills Passport, European Language Passport and PLOTEUS.

Assessment Table Common Module 4: Forecasting labour market development

	Non-existent or not working – needs PES initiative	In between – needs some PES initiative	Working well – needs sustaining
PES uses forecasting methods with the customers			
PES uses special tools based on forecasting studies and methods			
PES, career counsellors and the clients are involved in developing the forecasting tools			
Forecasting methods are actively used by the local, regional and national management			
Forecasting is a key theme in collaboration with the partners (education, employers, local actors, etc.)			
Other, specify:			
Key tasks to be taken to the Action Plan (Chapter 4) (in priority order)	Task 1 Task 2 Task 3		



EXAMPLES OF PES PRACTICE IN COMMON MODULE 4: FORECASTING LABOUR MARKET DEVELOPMENT

In the European PES several countries have adopted forecasting tools for the use of job brokers and career guidance counsellors. In Sweden, PES use the 'Occupational Compass', providing jobseekers with information about which tasks and qualifications are typically required in roles that they are interested in, as well as showing what occupational shortages exist and where these are (locally, regionally and nationally). The online tool allows jobseekers to examine labour market forecasts and job trends for over 200 occupations. In Finland, a systematic regional forecasting methodology uses a variety of input data; client surveys, employer surveys, PES office specific data on recruitment and jobseekers, LMP training feedback surveys, register data, etc. Among other things, Regional Centres for Economic Development, Transport and Environment arrange anticipation forums twice a year. In Denmark, the Danish Agency for Labour Market and Recruitment provides detailed assessments of both labour demand divided by sectors and about 850 occupations (skills), and regional imbalances between supply and demand.



4.1.2 Common Module 5: PES partnership building

The development of PES all over the EU has evolved from a single actor and sectoral approach to employment to a joint effort with NGOs, private sector organisations, and education. The changing working life and the complexity of employment challenges now call for a partnership and network approach where PES can act as a catalyst and promoter of new level co-operation where each partner has a definite role, while all the players are striving for the same outcome; improved employment.

Likewise, and as a part of this development, career guidance within PES cannot meet the challenges of supporting citizens' labour market transitions by acting alone. The various transitions from education to employment (and vice versa), as well transitions into the labour market from disabilities or family life, are supported also by many other guidance service providers. Thus, at the regional and local level, communication, interaction and joint actions are needed.

As an outcome of previous co-operation among stakeholders in career guidance, EU countries have been developing national lifelong guidance forums or other representative structures that bring together all relevant partners in the fields of education, training, employment, youth and social inclusion. This includes relevant ministries, agencies, experts, and social partners. Despite these beginnings, there is still fragmented service delivery within and across sectors, and sometimes the absence of a jointly agreed national cross-sector vision of guidance services.

In all of its operations, the challenge for the PES career guidance is to revisit the goals and roles of local guidance forums/working groups or other representative structures with an aim to foster and strengthen partnership and collaboration with the others. ¹¹ By building partnerships and collaboration, PES career guidance may act as a conductor and catalyst to foster coherence of the services across the sectors, as well as the concept and methodologies of the 'joint resources of career guidance' at local, regional and national level.

Assessment Table Common Module 5: PES partnership building

	Non-existent or not working — needs PES initiative	In between – needs some PES initiative	Working well – needs sustaining
Joint local/regional strategy for different actors (PES, education, private sector, NGOs, etc.) to guide efforts in CG and LLL			
Local/regional collaboration to develop efforts in CG and LLL			
Cross-sectoral information sharing on customer outcomes, in accordance to national regulations			
Use of ICT as means of policy and partnership development			
Use of ICT for joint action by partners			
Contractual arrangements for co-funding career services			
Common competence standards for career professionals			
Other, specify:			
Key tasks to be taken to the Action Plan (Chapter 4) (in priority order)	Task 1 Task 2 Task 3		

¹¹ Conclusions of the 7th Biennial EU Presidency conference on Lifelong Guidance and Practice, 27-28 September 2017, Estonia. http://www.innove.ee/guidanceweek2017

4.1.3 Common Module 6: Collaborating with employers and promotion of entrepreneurship

Traditionally, career counselling has been about supporting employees' capability to navigate the labour market. Today, career guidance needs to be developed in closer contact with employers. Closer contacts to workplaces allow customers to be in more direct contact with working lives. They also provide a 'real-life platform' for customers to shape and mould their working life relationship. The future of career counselling is likely to evolve into a service which, not only supports the needs of individuals, but also supports the development of enterprises' competence level and competitiveness.

In all, the hybrid nature of current working life calls for a closer relationship with entrepreneurialism which should be included in career guidance, by connecting career guidance with various platforms to support start-ups or develop the growth of businesses. More generally, entrepreneurship is now conceptualised as enhancing 'enterprising skills', meaning these skills are also useful to those who do not start their own businesses. In other words, entrepreneurial skills should be understood in a broader way, and not just as entrepreneurship and starting a business.¹² In 2006, the European Commission identified a 'sense of initiative and entrepreneurship' as one of the eight key competences necessary for a knowledge-based society. This has since been developed into a competence framework¹³. The framework describes entrepreneurship as a transversal competence, which can be applied by citizens to all spheres of life from nurturing personal development, to actively participating in society, to (re)entering the job market as an employee or as a self-employed person, and to starting up ventures (cultural, social or commercial). Such skills also include a good ability to negotiate, network, and make and close deals or contracts. In career guidance, supporting customers' development of enterprising skills is supporting the need to be innovative and active in the modern labour market.

Assessment Table Common Module 6: Collaborating with employers and promotion of entrepreneurship

	Non-existent or not working – needs PES initiative	In between – needs some PES initiative	Working well – needs sustaining
Regular surveys of employer needs			
Regular meetings with employers			
Entrepreneurial careers discussed as an option in services			
Support and training offered for entrepreneurial careers and self-employment			
Entrepreneurial career guidance seen as an element of economic growth of the region			
Other, specify:			
Key tasks to be taken to the Action Plan (Chapter 4) (in priority order)	Task 1 Task 2 Task 3		

13 European Commission (2016), EntreComp: The Entrepreneurship Competence Framework http://publications.jrc.ec.europa.eu/repository/ bitstream/JRC101581/lfna27939enn.pdf

¹² Taking the Future in their Own Hands – Youth work and entrepreneurial learning. Final Report. European Commission. Directorate-General Education, Youth, Sport and Culture Directorate B – Youth, Education and Erasmus+. https://publications.europa.eu/fr/publication-detail/-/publication/8f5910d8-6b64-11e7-b2f2-01aa75ed71a1/language-en/format-PDF/source-36638558





EXAMPLE OF PES PRACTICE IN COMMON MODULE 6: COLLABORATING WITH EMPLOYERS AND PROMOTING ENTREPRENEURSHIP

In Tampere, Finland, a special Programme called TreStart has been launched. Being a strategic part of the local/regional municipality-driven employment service pilot, TreStart aims at enhancing the growth of the enterprises in Tampere and the regional economic growth in general. TreStart brings together the educated unemployed and the companies in need of labour force and skills upgrading.

TreStart's main working method is to organise eight forms of 'Talentspaces' where the educated jobseekers can get into close contact with the companies and present the companies with their skills. Furthermore and most importantly, the jobseekers also give the companies their ideas of how the companies should develop their operations to become even more competitive. 'TalentGroups' serve as a three-week innovation process where job seekers present their ideas for resolving the challenges of the companies. Thus, the new recruits of the companies start working for the company from the very beginning, and the process of participating in the 'TalentGroup' also constitutes the career counselling process. (http://www.trestart.fi; Pekonen: TreStart Brief, PP Presentation).

4.1.4 Common Module 7: Multi-channelling

The use of Information and Communication Technology (ICT) provides opportunities for career guidance in PES by providing an interactive working platform or 'space', where a synchronous or multi-synchronous collaboration occurs with or without the help of practitioners. With modern tools the latest labour market information is accessible for job-seekers, practitioners and employers. The technology facilitates communication and enables collaborative development of career-related content among users. PES can effectively use these services to provide a cohesive and co-ordinated approach to deliver integrated and cost-effective career guidance services. Jobseekers also expect and require that PES have modern and up to date ICT services, which not only provide information, but also allow them to develop their own careers.

In many Member States, the function and role of ICT in career guidance, and the focus on strategies and policies are interrelated and interconnected. ELGPN (2015)¹⁴ connects ICT to the following seven policy and implementation challenges in widening access; coherence and consistency in service design, channelling, differentiation, penetration, targeting, marketing, and co-creating the services¹⁵. Policy-makers and other stakeholders need to recognise the variation and diversity that exists in the current understanding of ICT's role in relation to both Labour Market Skills Intelligence (LMSI), and national lifelong quidance policies. Based on a recent study¹⁶ in 25 EU Member States, this role can be conceptualised as a continuum ranging from 'unexploited and emerging' use, to 'strategic' use of ICT (see Table 4.1).

- 14 ELGPN [European Lifelong Guidance Policy Network].
 (2015). The Guidelines for Policies and Systems
 Development for Lifelong Guidance: A Reference
 Framework for the EU and for the Commission.
 Saarijärvi, Finland. Retrieved from:
 http://www.elgpn.eu/publications/elgpn-tools-no-6-guidelines-for-policies-and-systems-development-for-lifelong-guidance
- 15 In this wider context, ICT relates to the products, infrastructure, and electronic content that enhance policy and systems development for career services, resources, and tools. It refers to how interactive services, resources, and tools are designed and developed for citizens, how citizens use these, and how such use reshapes their design. It also refers to the digital competency required to use ICT in a career development context.
- 16 Kettunen, J., Vuorinen, R., & Ruusuvirta, O. (2016). European Lifelong Guidance Policy Network representatives' conceptions of the role of information and communication technologies related to national guidance policies. International Journal for Educational and Vocational Guidance, 16, 327-342. doi:10.1007/s10775-015-9313-7 Open access.

At one end of the spectrum, the countries in the study are simply identifying the use of ICT and applying it to career services, whereas at the other end of the spectrum, the focus is on the systematic use of ICT for the improvement of service delivery. When the role of ICT is unexploited, the focus is on gathering, publishing and delivering labour market information. The development is dependent on short-term funding linked to specific projects. The emerging use of ICT aims to support the traditional career services and widen access to new services through websites or portals with resources for self-assessment and channels for one-to-one communication. The monitoring of the services takes into account the usability of the career resources. The role of ICT is acknowledged but fragmented in countries, which have a tradition of career services with online LMI and forecasts. The technology supports efforts to engage users in utilising complementary online working spaces and multi-channelled service delivery modes. More attention is paid to assess the impact of different service delivery modes. The strategic use of ICT in career services aims to improve the quality and efficiency of career guidance services through more efficient use of ICT resources and skills. This

systematically focused and integrative use of ICT aims to compile the key features of the career services in a common conceptual framework. The distance career services are conducted using multisynchronous ways of communication where direct communication and asynchronous means are combined to meet the varying needs of individuals. The monitoring focuses on accountability of the services.

Moreover, policymakers need to recognise the gaps in their current knowledge regarding a more advanced understanding of the role of ICT in career services. A more advanced understanding is important when considering the development and successful implementation of existing and emerging technologies in blended service delivery. If the perceived function of ICT is limited solely to an information delivery channel or the development of fragmented tools for different user groups, the full potential is not utilised either in the formation of lifelong guidance policies, nor in the integrated service delivery. The long-term goal is to bridge the technological gap between organisations which are well equipped and those which are not, as part of the national strategies for digital skills.17

Table 4.1: Varying conceptions of the use of ICT and how this relates to national guidance policies

	UNEXPLOITED	EMERGING	ACKNOWLEDGED BUT FRAGMENTED	STRATEGIC
Policy/strategy focus	Gathering and publishing information	Developing the use of ICT	Maximising the use of ICT	Systematising the use of ICT
Rationale for ICT use	Costs	Widening access	Effectiveness	Efficiency
Approach to ICT	Technology focused	Content focused	Methodologically focused	Systemically focused
Function of ICT	Means for delivering information	Medium for one-to-one communication	Space for career services	Impetus for change and reform
Distance career services	Non-existent	Asynchronous	Synchronous	Multi-synchronous
Funding	Project	Programme	Co-funding	State coordinated
Monitoring/ evaluation focus	Volume	Usability	Impact	Accountability

Source: Kettunen, J., Vuorinen, R., & Ruusuvirta, O. (2016). European Lifelong Guidance Policy Network representatives' conceptions of the role of information and communication technologies related to national guidance policies. International Journal for Educational and Vocational Guidance, 16, 327-342. doi:10.1007/s10775-015-9313-7 Open access

¹⁷ European Parliament. 2017. Draft report on New Skills Agenda for Europe. Committee on Employment and Social Affairs, Committee on Culture and Education. http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-%2f%2fEP%2f%2fNONSGML%2bCOMPARL%2bPE-600.967%2b01%2bDOC%2bPDF%2bV0%2f%2fEN



Assessment Table Common Module 7: Multi-channelling

	Non-existent or not working – needs PES initiative	In between – needs some PES initiative	Working well – needs sustaining
ICT is used for delivering career information			
ICT is used as means for one-to-one communication			
ICT is used as means for group communication			
ICT is used as a collaborative space for career services			
ICT is used to collect data for monitoring the accountability of career services			
Other, specify:			
Key tasks to be taken to the Action Plan (Chapter 4) (in priority order)	Task 1 Task 2 Task 3		



EXAMPLE OF PES PRACTICE IN COMMON MODULE 7: MULTI-CHANNELLING

Online guidance for highly qualified young jobseekers, Belgium

The service consists of obligatory guidance delivered by a dedicated team of e-coaches. In practice, the service comprises four steps: mail, phone call, first conversation and guidance.

In the first step, the participant receives an e-mail explaining the online guidance process and what is required of them in setting up the first appointment with a counsellor (an e-coach) – importantly, the jobseeker can choose the date and time of the first e-appointment by using an interactive online calendar; The second step is a phone call to schedule the first appointment if the jobseeker has not set one up; In the third step, the e-coach will contact the client at an appropriate time through an agreed channel for their first conversation (note: the jobseeker can choose the main channel of communication such as phone, video chat, email); And, finally, participants are provided advice on the job seeking process. This includes same advice than is given for jobseekers who attend such guidance session in person.



EXAMPLE OF PES PRACTICE IN COMMON MODULE 7: MULTI-CHANNELLING

Mobile Mentor Application (Mentor App), Belgium – VDAB

The practice consists of an online application that connects young jobseekers and experienced professionals with the aim of helping jobseekers to find a job. Jobseekers are supported by a mentor who provides them with advice on how to increase their chances of finding a job and taking the best decisions in their job-search. The pilot project meets the Belgian-Flemish PES's aim of using new technologies, communication channels and IT tools to deliver more effective and efficient services from an outside-in, customer oriented point of view.

4.1.5 Common Module 8: Monitoring performance and results

Modern career counselling constitutes a service focusing on the individual's personal relationship with working life, by providing them with a methodology to support them in planning work and life. Traditional statistics to evaluate the effectiveness of these services by measuring, for instance, placements secured in working life or education, or of the measures taken in the counselling process, and customer satisfaction surveys, are not sufficient. The modern monitoring and follow-up methods describe customer development in a more holistic way, taking into account the key elements of successful career decision-making (skills, clarity of goals, trustfulness, job-seeking skills, etc.), as well as core dimensions of assessing the customer's life as a whole, such as social connections, support from significant others and quality of living conditions.

As such, there is a need to develop follow-up and monitoring methods that may be used at the customer level, which combine the qualitative approach and the quantitative approach, synthesising the case approach (the 'idiographic') and the more sociological ('nomothetic') approach, at the administrative and management level. As a first step in developing a monitoring system, evidence collection and analysis of 'big data' could be produced in cooperation with academics, public policy researchers and consultants, policy makers and practitioners within a Europe funded initiative or a project.

A crucial monitoring element involves selecting what is important to monitor rather than what is easy to measure. It is important to ensure that career counselling interventions are effectively implemented and are used as they were designed unless monitoring data indicates need for a change.

For example, the first element of any report monitoring a career counselling service needs to be documentation, ensuring that the services were implemented as designed. Sustainable monitoring can be enhanced by means of collaborative partnerships among researchers, practitioners delivering services and developers of career counselling services. It is also important to strike a sustainable balance between the costs of establishing monitoring measures and the costs of delivering career counselling services, especially during a time of decreasing public resources.

As a result, new monitoring and follow-up methods make the career counselling process more visible, and the data that is collected enables a dialogue between career counselling practitioners, management, partners and also customers.

There is a growing international trend to develop new holistic monitoring and follow-up methods for career guidance. For example, Canada developed methods in line with holistic thinking. Within the EU, Hungary and four other countries have piloted the method of a 'Careers Service Impact Inventory'.

Assessment Table Common Module 8: Monitoring performance and results

	Non-existent or not working – needs PES initiative	In between – needs some PES initiative	Working well – needs sustaining
PES quantitative monitoring of performance (customer flow, participation rates, etc.)			
PES qualitative monitoring (customer feedback, multi-dimensional follow up, etc.)			
Specific tailored PES career counselling monitoring system			
PES career counselling monitoring developed in accordance with national lifelong guidance policies			
Local, regional and national management of PES actively uses the career counselling monitoring data			
Customers at all levels are involved in monitoring PES services			
Other, specify:			
Key tasks to be taken to the Action Plan (Chapter 4) (in priority order)	Task 1 Task 2 Task 3		





EXAMPLE OF PES PRACTICE IN COMMON MODULE 8: MONITORING PERFORMANCE AND RESULTS

The Finnish PES have been developing a new monitoring and follow-up tool called Employment Radar. The goal of the Employment Radar is to create a new kind of client development follow-up tool for the use the clients, counsellors and the management. The employment radar aims at getting a more qualitative picture of the counselling in the PES thus contributing to the more quantitative statistical data. The Employment Radar is a visual tool where the client makes a self-assessment of where he/she stands on eight dimensions of the Radar. The client's self-assessment and its development provides a tool for assessing the progress of the service process and its quality. The Employment Radar allows the PES to collect cumulative data at both the individual and group level, as well as the local, regional and national level.

Currently the Employment Radar is in a pilot phase open for all the PES customers (https://asiointi.mol.fi/omaasiointi/).

4.1.6 Common Module 9: Capacity building of personnel

Many PES are, for various reasons, traditionally focussed on jobseekers; therefore they have so far focused mainly on finding work for jobseekers as quickly as possible. This traditional role is now changing from fast activation of jobseeker to more sustainable activation. 'Sustainable' means, for example, focusing more on employability, skill-upgrading and training. This also indicates that the significance of career counselling and vocational guidance is growing as a part of the 'sustainable activation'.

'Sustainable activation' also means that PES services are now more processual and continuous by nature. The services are not 'one-off' services anymore. 'Sustainable and processual' services can only be based on personalised, tailored and customised services. Modern career counselling is tuned up with that kind of service spirit. Career guidance may be considered to be contributing to sustainable and processual services in PES more generally and helping the PES to move into a new and updated modern, personalised service culture.

- $18 \ \underline{ec.europa.eu/social/BlobServlet?docId=14100\&langId=en}$
- 19 https://ec.europa.eu/info/business-economy-euro/ economic-and-fiscal-policy-coordination/eu-economicgovernance-monitoring-prevention-correction/europeansemester/framework/europe-2020-strategy_en
- 20 This was developed through the European Commission Mutual Learning Programme for Public Employment Services and the previous PES to PES Dialogue programme (2010-2014) which identified that the skills and competences of employment counsellors are critical for achieving the goals of the European Employment Strategy. The programmes stressed that, in many countries, a shift has taken place in the roles of PES, which originally functioned as more passive and administrative authorities.

Modern career counselling has become a multiprofessional and multi-disciplinary effort. PES face the challenge of ensuring that the guidance services they provide meet the quality criteria good guidance services. Using professional psychologists and counsellors as the core catalyst of career guidance skills, upgrading PES personnel and having a broader staff base, are all more important, together with partners and outsourced career counselling.

The European Commission Directorate-General for Employment, Social Affairs and Inclusion (DG EMPL) published a European reference competency profile¹⁸ for PES and European Employment Services (EURES) counsellors in 2014, which included foundational, customer interaction and supportive competences. The aim was to take into account the scope and diversity of tasks that employment counsellors deal with. These tasks require a comprehensive set of competencies to help PES in their contribution to the European 2020 Strategy¹⁹ goals, and to transform PES organisations into activation and customeroriented transition agencies, working closely with employers and playing a leading role in partnerships.

The counselling elements of employment counsellors' roles were recently strengthened²⁰, leading to a job profile that now combines a broker, counsellor, social worker, and administrator. This differentiation of tasks requires a broader range of interdisciplinary knowledge, comprising of both theoretical foundations (with psychological knowledge being more important in relation to career guidance counsellors) and a profound knowledge of the labour market situation and trends, placement, integration and active labour market policies. This can be supported by peer supervision and coaching.

Assessment Table Common Module 9: Capacity building of personnel

	Non-existent or not working – needs PES initiative	In between – needs some PES initiative	Working well – needs sustaining
There is an adequate understanding of the significance of career guidance among the staff			
Career guidance is an essential part of the PES services			
The counselling skills of job brokers are developed systematically			
Professional counsellors are used as mentors for developing counselling skill within PES			
Career guidance concepts and tools are actively used in all the client work			
Career guidance is used by the management as a strategic tool for supporting labour market transitions of the region			
Other, specify:			
Key tasks to be taken to the Action Plan (Chapter 4) (in priority order)	Task 1 Task 2 Task 3		



EXAMPLE OF PES PRACTICE IN COMMON MODULE 9: CAPACITY BUILDING OF PERSONNEL

The German PES has developed methods for supporting the sustainability of employment in their INA! programme. The programme provides the clients with post-placement support by local agencies and job centres of the Federal Employment Agency. The support involves identifying individual employment risks at an early stage and continuing counselling once the jobseeker has found employment. The counsellors cooperate with employers and other local actors in order to solve any difficulties arising. During the pilot tests of 'INA! – Sustain integration', considerably more PES customers who received continuous counselling during the six months after placement remained in employment, compared to those who had not received such support. In addition, people receiving postplacement support were very satisfied with the service.

Regarding the PES staff counselling competencies, Germany also gives two examples demonstrating the importance of PES counselling capacity. 'Counselling has an increasing importance in the context of demographic change, skills shortage, vocational reorientation and lifelong learning. As a result, the requirements of a professional counselling practice are rising. Hence, counsellors and placement officers need to be well educated and trained. Key competences include expert knowledge, knowledge of methods, and also empathy.' (PES Network, PES Practices).

At the practical level Germany has developed the '4 phase model' and 'consulting concept' where creating a unified counselling concept and process is used as a tool for more individualised and tailored services. In the '4 phase model', for example, the four phases include: i) profiling, ii) target definition, iii) strategy selection, and iv) action and controlling. The process is linked with customer profiling. (PES Network, PES Practices).



Chapter 5.

Drafting a PES Action Plan for CG and LLL development

The PES Action Plan for CG and LLL development is drafted in four stages:

- Summarise the tasks identified in the nine assessment tables
- 2. Identify your main focus in the Career Path phases
- 3. Make a timeline of action
- 4. Communicate the plan to staff and partners

5.1 First stage of drafting a PES Action Plan: summary of tasks identified from the assessment tables

You have now gone through all 9 modules, and the corresponding assessment tables, where you have ticked your assessment, and written three tasks at the bottom of each table.

Now you need to transfer those tasks to the summary table (<u>Table 5.1</u>). The table is for making quick short notes, but make more elaborate notes as needed.

5.2 Second stage of drafting an Action Plan: the big picture

You have now written down a detailed overview of the tasks you deem as relevant in the 9 modules. Now take a look at these against the Career Pathway phases. Where are most of your priorities concerning your overall situation? Are they concentrated more at some particular stage (like creating CG and LLL services in education), or is it somewhere else? Or are your tasks spread rather evenly across the board?

This assessment of the big picture can advise you in your further action plan work, as it informs you which networks you need to work with most; education, workplaces, rehabilitation, etc. – or in all of these. It also informs you of who to consult to get feedback on your plans, allowing you to better fit to the plans and timetables of your partners.

An illustration of how a (fictional) assessment of the big picture might turn out (Table 5.2) where:

- » Green=tasks of top priority
- » Yellow=tasks of secondary priority





Table 5.1: Summary table for drafting a PES Action Plan for CG and LLL development

	TASKS	POSSIBLE REFERENCE TO PRACTICAL EXAMPLES OF YOUR INTEREST
Career Path Modules		
Career Pathway Module 1 Beginning phase of careers	Task 1 Task 2 Task 3	
Career Pathway Module 2 Middle phase of careers	Task 1 Task 2 Task 3	
Career Pathway Module 3 Late phase of careers	Task 1 Task 2 Task 3	
Common Modules		
Common Module 4 Forecasting labour market development	Task 1 Task 2 Task 3	
Common Module 5 PES partnership building	Task 1 Task 2 Task 3	
Common Module 6 Collaborating with employers and promoting entrepreneurship	Task 1 Task 2 Task 3	
Common Module 7 Multi-channelling	Task 1 Task 2 Task 3	
Common Module 8 Monitoring performance and results	Task 1 Task 2 Task 3	
Common Module 9 Capacity building of personnel	Task 1 Task 2 Task 3	

Table 5.2: Looking at the big picture and identifying your main focus (green) and second (yellow) focus (EXAMPLE)

	PHASE OF THE CAREER PATH					
Tasks for Development of CG and LLL system	Beginning phase and transitions	Middle phase and transitions	Late phase and transitions			
Tasks for creating CG and LLL services	Reviewing and building the CG and LLL system in education	Reviewing and building the CG and LLL system in further education, employment and rehabilitation	Reviewing and building the CG and LLL system in late adjustments, rehabilitation and preparing for pensions			
Tasks for developing CG and LLL services further	Strengthening and enriching the CG and LLL system in education	Strengthening and enriching CG and LLL system in further education, employment and rehabilitation	Strengthening and enriching CG and LLL system in late adjustments, rehabilitation and preparing for pensions			

The illustration shows that, based on the analysis and tasks in Module 3, starting to create services for the late phase of careers was seen as the main focus. Further development in Module 1, collaboration with education was seen as a second focus (the

system and services as such already work well). This would inform you, that perhaps in the first year you should emphasise work done with partners on rehabilitation.



5.3 Third stage of drafting an Action Plan: timeline of action

A good action plan needs a timeline, where the tasks facing PES in building the CG LLL system are projected. Your PES might already have procedures for making strategies, and plans, so the CG LLL tasks identified above, need to be fitted to your own procedures.

As an illustration, a three-year plan is presented, using the tasks of the Summary Table.

- » Green=tasks of top priority
- » Yellow=tasks of secondary priority

From the fictional example, you can see that PES has decided to make a major investment in multichannelling, and in preparation for that in personnel capacity building, forecasting, and to the late phase of careers.

Table 5.3: Timeline (EXAMPLE)

Module	First year/quarters		Second year/quarters			Third year/quarters			,		
1. Beginning careers											Γ
2. Middle careers											
3. Late careers											
4. Forecasting											
5. Partnerships											
6. Employers											
7. Multi-channelling											
8. Monitoring											
9. Capacity											

5.4 Final stage of drafting an Action Plan: communication with staff and partners

The final stage of drafting the plan, is to make sure there is commitment from staff to the Action Plan, and that the tasks, division of labour, and timetables are clear. It is also necessary to communicate the Action Plan to your key partners, as CG and LLL development is always a collaborative effort. Partners could be involved already in the preparation phases of the Action Plan, in workshops and meetings, to make sure your plans are realistic, usable and fit to the timetables of others.



Glossary

*Transitional labour markets (TLM)*²¹. The concept of transitional labour markets (TLM) describes the promotion of transitions through various aspects of working life, transitional security and meaningful, gainful transitions in a lifelong career, in 'spaces of transitions'. Employment is understood in a holistic way – as sustainable employment, including domestic life, voluntary and free time, and lifelong learning.

Public employment system. Public employment system (instead of Public Employment Service) refers to a broader network, where PES participates as a builder and catalyst alongside other agencies. The concept therefore recognises the various institutional settings that exist in different countries, while emphasising the importance of collaborative governance and focussing on the employability of the workforce, in accordance with employers' demand and need for labour.

Career pathway/career transitions. People's careers have i) a beginning phase, where acquiring basic skills, prevention of early school leaving (ESL) and NEETs, and transitions within and from education are important, ii) a middle phase, where acquiring and sustaining a job is the key question, and iii) a late phase, where questions of work-ability and the transition to voluntary work and pension become important.

Career guidance/career counselling/vocational guidance/lifelong guidance. Lifelong guidance has been defined by the European Council as 'a continuous process that enables citizens at any age and at any point of 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'²².

Career management skills (CMS). These refer to the acquisition of a set of competences (knowledge, skills, crafts, attitudes) that enable citizens at any age or state of development to manage their learning and work-life paths. The knowledge, skills and atti-

tudes concern personal management (like self-knowledge and social skills) and career management (using information about learning and work opportunities, making career decisions and successful transitions, and crafting a career). These knowledge, skills and attitudes develop over time with different expectations of competence mastery at different phases of life. Some of these skills are generic across life situations; others are specific to the career stage, learning and working identity formation, and decision-making.

Hybridisation of work and careers. PES traditionally focus on salaried, regular employment, rather than on entrepreneurial or freelance employment. But salaried, self-employment and entrepreneurial careers are becoming more common and mix more often. A career might start as salaried but morph into an entrepreneurial career (or vice versa), and entrepreneurial skills are increasingly needed to cope with changes in working lives and careers. This is also seen in the collaborative (or 'gig') economy, with the rise of different digital platforms that open up new forms of employment.

Career counselling as an 'enrichment space'. Career counselling is a service that supports individuals to mould and shape their working life. Career counselling provides individuals with time and freedom to think about their personal relationship with work, the working life options they have and how these interact in a supportive dialogue with counsellors and their peers. The concept 'space' refers to a learning space, psychological, social, physical and virtual space for development.

Career craft. The skills to manage a career in the changing and transitional labour markets have been called different names (skills, crafts, competencies) depending on the emphasis. Calling it a career craft indicates that the individuals have to create their own unique way to relate with working life at any point of their career pathway. Crafting a career is the goal and the core of career counselling process. 'Craft' also indicates that the process of career counselling is very practical, 'hands-on' and creative. Sustainability comes with the individual's increased capacity of 'crafting' their individual working life relationship.

²¹ Schmid G. 1995, 'Is Full Employment Still Possible?
Transitional Labour Markets as a New Strategy
of Labour Market Policy', Economic and Industrial
Democracy, SAGE, 16, 429 – 456.
http://journals.sagepub.com/doi/abs/10.1177/0143831X95163005.
See also: Gazier, Bernard and Gautie, Jérôme

^{(2011) &#}x27;The 'Transitional Labour Markets' Approach: Theory, History and Future Research Agenda,' Journal of Economic and Social Policy: Vol. 14: Iss. 1, Article 6. http://epubs.scu.edu.au/jesp/vol14/iss1/6

²² Council Resolution Guidance 2008: http://eur-lex.europa.eu/legalcontent/EN/TXT/PDF/?uri=CELEX:42
008X1213(02)&from=EN



Abbreviations

BIZ Berufsinformationzentrum [career information centres] (DE)

CEDEFOP European Centre for the Development of Vocational Training

CG Career guidance

CISOK Centar za informiranje I savjetovanje o karijeri

[Centre for Information and Career Counselling] (HR)

CMS Career management skills

DG EMPL Directorate-General for Employment, Social Affairs and Inclusion

ELGPN European lifelong guidance policy network

EURES European job mobility portal

ETF European Training Foundation

ICT Information and communication technologies

ILO International Labour Organisation

LLG Lifelong guidance

LLL Lifelong learning

LMI Labour market information

LMII Labour market information and intelligence

LMSI Labour market skills and intelligence

OECD Organisation for Economic Co-operation and Development

QAF Quality assurance framework

PES Public employment services

TLM Transitional labour market

Further information and resources

Youth work and non-formal learning in Europe's education landscape – A quarter of a century of EU cooperation for youth policy and practice.

ec.europa.eu/assets/eac/youth/library/reports/youth-work-nonformal-learning_en.pdf

Taking the Future in their Own Hands – Youth work and entrepreneurial learning. Final Report. European Commission. Directorate-General Education, Youth, Sport and Culture Directorate B – Youth, Education and Erasmus+. 2017.

 $\underline{https://publications.europa.eu/fr/publication-detail/-/publication/8f5910d8-6b64-11e7-b2f2-01aa75ed71a1/language-en/format-PDF/source-36638558}$



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