

Labour market information in lifelong guidance

AO/RPA/PMDFON/LMI in Guidance/007/14

Case study visit focusing on the “Pathfinder” initiative, Estonia

prepared for CEDEFOP – European Centre for the Development of Vocational Training

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1. Background information for the case study

This section starts with a short introduction of the focus of the case study and the field-visit to Estonia as well as the presentation of the host organisation that have been crucial in organising the field-visit.

1.1 Field-visit identity

The following Table 1 summarises the main elements of the field-visit, namely the host organisation that facilitated the activities during our visit, the main contact persons and the timing of the visit:

Table 1: Main elements of the field visit

County in focus	Estonia
Host organisation	Agency for Lifelong Guidance of the Foundation Innove (http://www.innove.ee)
Focus of the case study	<p>“Pathfinder” initiative which comprises of:</p> <p>(a) sixteen guidance centres in all counties where career information specialists and counsellors help and support pupils and youngsters (age up to 26 years old) when choosing their vocational, occupational, training and education path; and</p> <p>(b) the career planning portal Rajaleidja (Pathfinder) (http://www.rajaleidja.ee) aiming to support youngsters, adults and practitioners by providing information on career planning, work and education possibilities in Estonia and abroad.</p>
Location(s)	<p>Foundation Innove (http://www.innove.ee)</p> <p>(a) central offices</p> <p>(b) North-Estonian Youth Guidance Centre</p>
Contact persons	<p><u>Host organisation</u></p> <p>(a) Margit Rammo, International Relations manager, Foundation Innove, Agency for Lifelong Guidance (margit.rammo@innove.ee, +372 7350700, +372 5183707)</p> <p><u>Contractor</u></p> <p>(a) Iakovos Delioglani, - project manager, Q-PLAN INTERNATIONAL LTD (delioglani@qplan.gr, +30 2310411191)</p> <p>(b) Kostas Giagtzoglou – project manager Q-PLAN INTERNATIONAL LTD (giagtzoglou@qplan.gr, +30 2310411191)</p>
Dates of field-visit	8 - 10 June 2015

The present section follows with a short description of the objectives and operations of the main organisation that we visited in Estonia.

1.2 Background on the host organisation

The organisation that hosted the field-visit to Estonia was **the Agency for Lifelong Guidance of the Foundation Innove** (<http://www.innove.ee>). **Foundation Innove** is a non-profit foundation operating under private law and was established in 2003 under the supervision of the Ministry of Education and Research. The main objective of the Foundation is to **coordinate lifelong learning development activities and to implement relevant projects in a targeted and efficient manner**. Foundation Innove coordinates the promotion of vocational education in Estonia as well as the implementation of international projects, programmes and initiatives.

The **Agency for Lifelong Learning** is the organisational unit responsible for creating conditions and opportunities for content-related development and functioning of education support services, with its main priority being the provision of career services and educational counselling. The Agency focus on **a)** the development of the lifelong guidance system in education through its **Development Centre** and **b)** the provision of career guidance services to young people until the age of 26 and their parents as well as to school staff through the operation of 16 regional (covering all countries) youth guidance centres, called “**Pathfinder Centres**”.

1.3 Background on the labour market and integration of LMI

In order to analyse the “**Pathfinder**” initiative, we need to put it into the context of the overall characteristics of the labour market in Estonia, as well as of the national career education and vocational guidance system. This section presents the main elements that characterise the way that labour market intelligence is integrated into this context with some additional information on characteristics of the Estonian labour market system.

1.3.1 General context of LMI in Estonia

One of the most important obstacles of the Estonian **lifelong learning system** is the fact that there is a substantial mismatch of skills and a considerable difference between what is offered by the **education and training system** and what the **labour market** needs. In light of further developing and enhancing the Estonian lifelong learning system it has been observed that education institutions and representatives of employers do not collaborate sufficiently towards that end. Another important drawback is that the collection of information regarding labour market developments and the economy is not systematic and career counselling is of an uneven quality and accessibility.

The Ministry of Education and Research in its effort to enhance the lifelong learning system of the country has set the respective strategy for 2020 whereby the Estonian government shall create study opportunities and career services which are of a good quality, flexible and diverse in their selection, and that also take the needs of the labour market into account, in order to increase the number of people with professional education for different age groups and regions.

As far as the labour market is concerned, the main active institutions dealing with such issues are:

(a) the **Ministry of Social Affairs (MoSA)**; and

(b) the **Estonian Unemployment Insurance Fund (UIF)** – Estonian PES- with its local labour market offices.

A reform has been implemented in 2009 with the merging of the Labour Market Board and the Unemployment Insurance Fund as a means of better integrating labour market services and benefits. The services provided by UIF are:

(a) information supply about the labour market situation and about labour market services and benefits;

(b) job mediation, a free of charge services aiming towards job-seekers, the unemployed and employers alike;

(c) labour market training which can last for up to one year;

(d) career counselling for making informed decisions about career development;

(e) work experience, a labour market service that helps people gain practical experience in the work place;

(f) public work, organised by local government departments, non-profit organisations and foundations;

(g) on-the-job experience, involving simple tasks that do not require special knowledge or for which the necessary skills can be learnt while working under the guidance of a supervisor;

(h) wage and business start-up subsidy;

(i) special measures and services for the disabled.

More specifically, the provision of national labour market services including career information service and career counselling and the payment of labour market benefits in Estonia is organised by UIF through its **regional departments**. The legal basis of the activities of UIF can be found in the Unemployment Insurance Act which describes the unemployment insurance system and the organisation of UIF, and the Labour Market Services and Benefits Act, which contains the provisions concerning job mediation and related services. Career information and counselling is accessible through the UIF's web portal and through dedicated public career information rooms located in the offices of UIF which are open to everyone interested in taking part in the various workshops organised and thus receiving assistance on career choices and services.

As part of the new Lifelong Learning Strategy, the development of both **apprenticeships** and placement system (**traineeship**) is foreseen. In Estonia, apprenticeship studies are less common than traditional school-based programmes. Workplace-based study-schemes are not used widely. It is planned that 8000 apprenticeship study places will be created and 6000 apprentices will acquire qualification in the period 2015-2020. This measure will help in reducing the share of people without professional qualification or vocational training; and a workplace-based study form will also be more widely used in Estonia. The LLL strategy foresees also an analysis of share of traineeships in curricula on both the higher and vocational education level, according to the needs of the labour market.

Co-operation, co-ordination and exchange of information within the institutional network in the fields of education, guidance, youth work and employment is essential to efficient and coherent guidance systems. In this respect, **career guidance forums** have been established in Estonia in 2008 as a means of bringing together relevant actors and stakeholders for building a common understanding and leadership as well as strategic thinking at national level. The membership includes representatives from the ministries of education, labour and economy, public employment service, training institutions, employer, client and practitioner organisations. Since 2012 the scope of the forum enlarged bearing special focus on children and youth with special educational needs.

1.3.2 Career education and vocational guidance

Lifelong guidance has been provided in Estonia for about 90 years. In light of various changes in the expectations and requirements of the labour market, the field has undergone **major developments** with the more recent one being that of the reorganisation of the services provision both in the education and labour sector which took place in 2014-2015.

Lifelong guidance services are provided both in the public and private sector. At national policy level, the **Ministry of Education and Research** and the **Ministry of Social Affairs** have been the two main responsible authorities. The two main public providers in lifelong guidance are **Foundation Innove** in the education sector and **Unemployment Insurance Fund** (Estonian PES) in the employment sector.

Differentiated Lifelong guidance services have been introduced in the education sector. More specifically, the 24 fragmented youth guidance centres were replaced by 16 centralised public centres in all Estonian counties, the co-called **Rajaleidja** or **Pathfinder** Centres. These mainly provide career information and counselling, psychological, socio-pedagogical, special education counselling and speech therapy. Career guidance in these centres is offered to children and young adults from 1,5 to 26 years of age.

There are three distinct levels that characterise the **career guidance services** offered in Estonia. These are:

- (a) career education**, assisting young people in raising their self-awareness and understanding the opportunities stemming from learning and work, and, hence, acquire skills and attitudes to enter and succeed in the modern world of work;
- (b) career information**, supporting people in making and implementing informed career decisions; and
- (c) career counselling**, providing well-structured information about education, labour market and professions, as well as linkages among them.

As far as labour market information tools which are integrated within the guidance services offered in Estonia are concerned, these are introduced to guidance practitioners through training seminars whereas feedback is collected as a means of making them more effective and efficient. As a result, each practitioner is responsible for the way and manner these tools and data thereof will be used in their guidance services.

In **education**, guidance is provided both as part of **youth** work as well as part of **formal education**.

The national **basic school** curriculum and national **upper secondary school** curriculum include **eight compulsory central topics, one of them being that of supporting pupils' career planning – “Lifelong learning and career planning”**. In addition, the curricula are accompanied by the syllabi of the **elective subject on careers education**, which enhance the use of this possibility in the school curriculum. The national curricula have been formed in such manner ensuring the availability of career services to pupils. Career related issues are also discussed in student evaluations, during aptitude and professional suitability evaluations as well as through discussions with students with learning difficulties. In this respect, information sessions as well as visits to fairs, seminars and lectures are properly organised by schools. Meanwhile, Pathfinder Centres experts visit schools as a means of providing individual and group counselling and career information services.

Most national curricula of the **vocational education training** include the theme of lifelong learning and career planning. In **higher education**, career information and counselling is also provided by the career centres in higher education institutions and regional employment offices.

There are career specialists working in the five biggest higher education institutions in Estonia whereby in smaller universities, career support is provided by relevant academic counsellors.

Other relevant activities which are targeted towards preventing youth unemployment have been organised by the Ministry of Education and Research and UIF. These are:

(a) workshops directed to youth by introducing labour market and working life targeted towards students from grades 8-12;

(b) joint activities and cooperation with employers for supporting youth at entering the labour market targeted to youth from 7 to 26 years of age;

(c) launching of support programmes for NEET youth which help bring them back to education and also assist in their successful entry into the labour market, target to NEET youth of 15 to 26 years of age;

(d) national campaigns “Wholesome Career” (2014) and “Rich Career” (2015) started as initiatives of the Estonian Career Counsellors Society in partnership with public service providers such as Foundation Innove and UIF with the aim to draw attention to career planning as lifelong need. Activities include, among others, the organisation of public workshops, career first aid and practitioners training sessions.

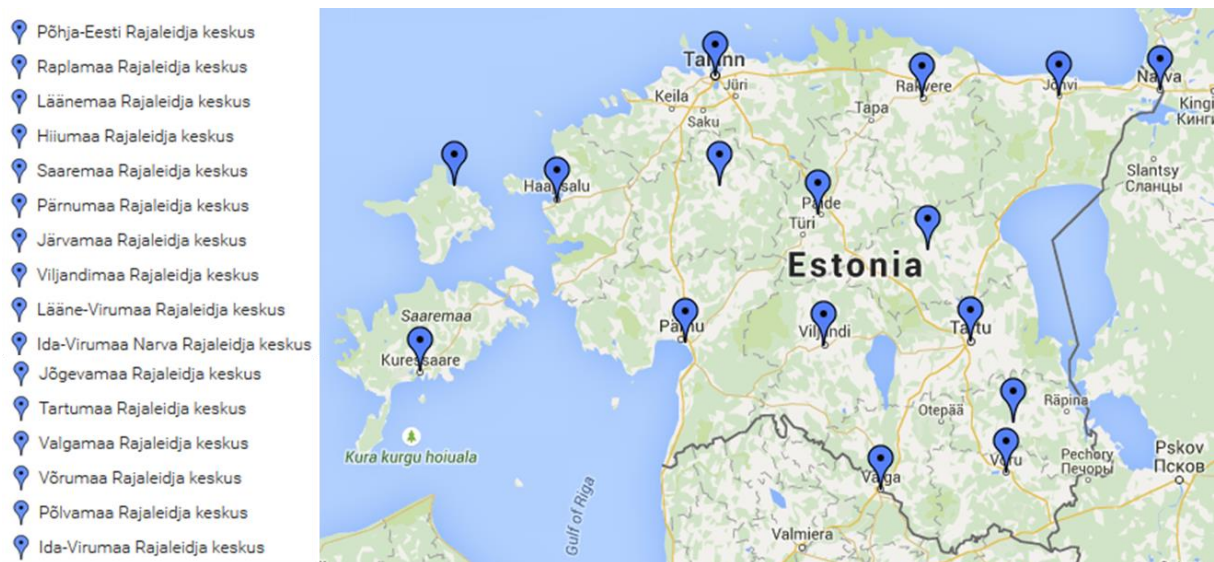
2. Initiative in focus: “Pathfinder”

2.1 Objectives

The “Pathfinder” initiative is the responsibility of the Estonian government to reform the lifelong guidance services in-line with the “**Lifelong Learning Strategy 2014-2020**”, which was approved by the Government in 2014. To this extend, Foundation Innove, through its Agency for Lifelong Guidance, established 16 centrally coordinated public centres called “**Pathfinder centres**” in all counties replacing the existing 24 fragmented youth guidance centres, which practically operated independently. The aim is to provide:

- (a) integrated career counselling and information to young people up to the age of 26 years; and
- (b) special educational, speech therapy, social pedagogical and psychological counselling to children and youngsters from the age of 1,5 years up to 18 years.

Figure 1: Pathfinder centres’ location



With regard to career guidance and information services, Foundation Innove hosts and operates **the Career Planning portal “Pathfinder”**. Since its launch in 2001, the portal supports youth, adults and practitioners providing information on career planning, work and education possibilities in Estonia and abroad.

2.2 Implementation

The career guidance services of the Pathfinder centres focus on all young people from 7 up to 24 years old, with a primary target being:

- (a) the third level of basic school, pupils at upper secondary schools and vocational educational institutions (age 15-19 years); and
- (b) 18-24 year-olds who dropped out early of the education system without having acquired more than a basic education (*‘Early School Leavers’*).

Depending on the needs of the client, relevant information is used in the guidance process e.g. connecting potential study options with job descriptions and employability lookout, analysing jobs in group settings, job shadowing etc. There are two types of services offered to individuals or in groups by dedicated qualified professionals:

(a) Career Information to provide well-structured information about education, labour market and professions (e.g. information on the necessary skills/qualifications and work conditions in each profession) are offered by specialised **Career Information Specialists** (occupational qualification standard level six); and

(b) Career counselling to support people in making and implementing informed career decisions, namely support youngsters to plan their career by increasing their self-awareness (e.g. help a pupil 'assess' his/her skills and interests and 'map' them with various professions), awareness about educational and labour market possibilities, set goals and plan their activities to achieve such goals, are offered by specialised **Career Counsellors** (occupational qualification standard level seven).

Career guidance experts organise lectures, workshops, presentations as well as interactive games at the 16 regional Pathfinder centres. In addition, they closely collaborate with **School Career Teachers** and visit schools to organise career lessons and workshops complementing the in-school activities within the context of the on compulsory course "*Lifelong learning and career planning*", as well as the elective course on careers education in those schools that implement it.

One of the interactive games the study team had the opportunity to observe during the field visit was the "**Career Compass**" developed by the Hague University of Applied Sciences and adapted to the Estonian educational and work environment (and translated so that it can be used by teenagers) by Foundation Innove. Supported by career guidance experts, a group of 10 14-16 years old pupils were engaged to a live discussion around key career questions focusing on the following five career competencies:

(a) motive reflection – "*What do I need/want?*"

(b) networking – "*Who can help me?*"

(c) work exploration – "*Where can I do that?*" (the world of education and labour)

(d) quality reflection – "*What am I good at?*" (my abilities and skills)

(e) career guidance – "*How can I accomplish that?*" (implementation)

Pupils, grouped in pairs, were asked to identify and describe various professions, match skills with professions, express their perception on a profession, etc. The active exercise helped the pupils think and discover different perspectives about various professions and reflect on their interests and competencies.

Figure 2: “Career Compass” interactive game (version in English)



In addition to the services offered by career guidance experts, Foundation Innove developed and operates the **career planning portal “Pathfinder”**, which is publicly accessible at <http://www.rajaleidja.ee>. It constitutes a unique source of information regarding labour market situation and prognosis, job placement, salary, law, vacation, work environment and health, working abroad, etc.

The portal is divided into different parts according to the targeted groups:

(a) young people: this part is built on the basis of the career planning process helping the pupil to:

- (i) know him/her self (e.g. needs, values, interests, traits, abilities, skills, etc.);
- (ii) have access to more than 200 job descriptions in order to determine what kind of jobs are suitable for his/her personality; and
- (iii) find out where he/she can study the professions of choice, namely information on general and vocational schools and universities as well as the alternative educational paths.

(b) adults can find information about a wide range of aspects a person needs to consider when planning his/her career, including studies and work but also, coping with changes, hobbies, money, family, feeling of security, etc. Each aspects is covered by a dedicated subsection (in total 13 subsections);

(c) tutors (career specialists, teachers) as well as parents: this part is divided into three subsections aiming career information specialists, career counsellors and teachers. A fourth section covers common issues for all tutors, including various materials and information useful for their work to support young people in their career planning process as well as labour market forecasts.

Finally, the portal includes a **database of more than 200 jobs/occupations descriptions** outlining the job/professional nature of work, the working conditions and environment, the knowledge, skills and personal qualities, education and training, job opportunities, salary and benefit information, etc. including relevant videos and photos illustrating the occupations and questionnaires to support learning process and knowledge.

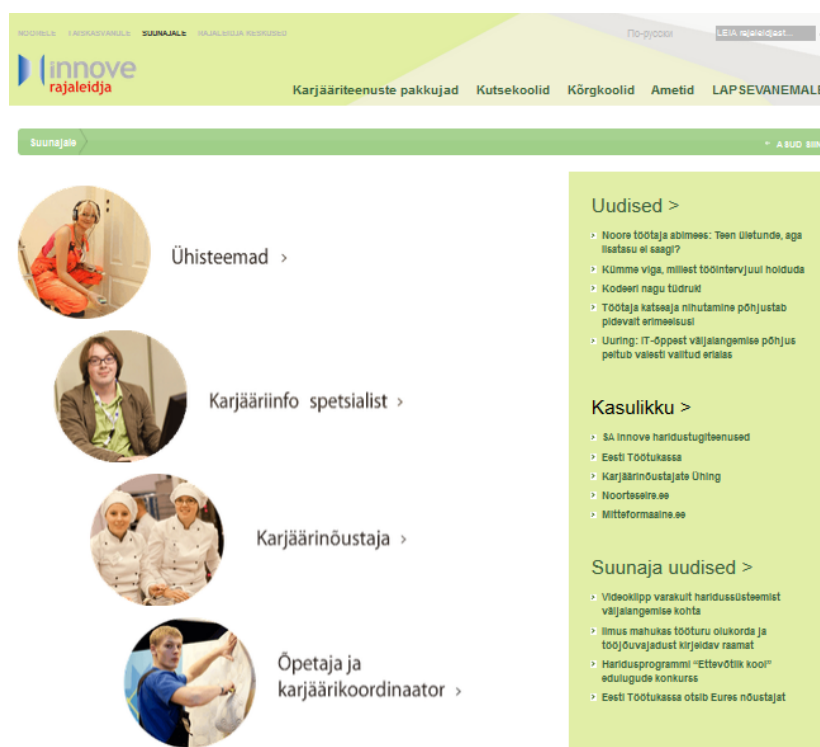
Figure 3: Career planning portal “Pathfinder” – young people section

Source: <http://www.rajaleidja.ee/noor>

Figure 4: Career planning portal “Pathfinder” – adults section

Source: <http://www.rajaleidja.ee/taiskasvanu>

Figure 5: Career planning portal “Pathfinder” – tutors section



Source: <http://www.rajaleidja.ee/suunaja>

2.3 Results and SWOT of the “Pathfinder” initiative

The activities during the field visit (both the discussions with practitioners, management level executives and policy makers/advisors as well as the observation of actual career guidance sessions) revealed the even though the career guidance system was recently reformed, the offered services are highly appreciated by the clients, while it is considered as top priority to address the systemic and cultural shortcomings.

Career guidance is based on two pillars: through **personal interaction with the Pathfinder experts** (both at the Centres and at schools in collaboration with teachers) and through the **Pathfinder portal** increasing significantly the number of citizens that have access to up-to-date and complete information on the labour market.

Following the reform in 2014, there are **16 Pathfinder Centres covering all counties**, and therefore, increasing the direct interaction with clients. The Centres are **centrally coordinated and supported** (e.g. material on the labour market and tools that the practitioners can use) ensuring that the same high level of services is offered throughout the country and this maximising their impact.

The **Pathfinder career guidance practitioners are highly qualified** with Bachelor’s degrees most of them in pedagogy or social sciences, while they are further trained upon their employment. Their distinct roles (information specialist and counsellor) enable to better address the support needs of the clients:

(a) career information specialists provide information about the labour market (e.g. necessary skills and qualifications, employment/unemployment rates, educational paths towards entering the labour market, etc.); while

(b) career counsellors prepare the client for entering the labour market in terms of increasing his/her self-awareness, identifying/clarifying his/her interests and skills, informing them on the necessary 'soft' skills required by employers, etc.

Even though, career guidance is integrated into the school curricula as a compulsory course and an additional elective course, these are offered by school teachers, constituting a great challenge for them as they are not specialised in career guidance. To address this shortcoming, **Pathfinder experts closely collaborate with schools** and offer lectures and workshops. However, as each Centre is 'responsible' for 20 schools on average, there are not enough resources to organise in-school activities more than a couple of times per period.

Regarding information on the labour market, it was commonly acknowledged that currently **LMI research and data gathering is rather fragmented**: although there is a wealth of information, mostly collected through the Ministry of Economic Affairs and Communications, they are at national level lacking the regional granularity (e.g. number of employees and their qualifications in the regional branches of a nation-wide company) due to many reasons. For example, the size of the country's population as well as the population density raise credibility issues on the statistical analysis, even though the existing information is considered adequate from the tax authorities.

Furthermore, **the existing official data are available in a format that is not 'attractive' and to a large extent 'understandable' by pupils**. To address this problem, Pathfinder experts exploit additional information sources, such as the media and direct contacts with companies and carry out their own research, but more importantly they put significant effort to 'adapt' the available information to an easily comprehensive format.

The following table summarises the main conclusions that the field visit team has derived about the operation and the results of the "Pathfinder" initiative in the form of SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis.

<p>Strengths</p> <p>(a) There are career guidance centres (Pathfinder centres) in all counties and are centrally coordinated and supported to ensure a unified service provision;</p> <p>(b) The career information and counselling services offered by professionals from the Pathfinder Centres is backed-up by a powerful on-line portal which contains complete information on occupations/jobs as well as the educational possibilities of youngsters;</p> <p>(c) Highly qualified career guidance experts who closely collaborate and have clear and distinct roles as information specialists and counsellors;</p> <p>(d) Strong collaboration between the Pathfinder Centres and schools in their region.</p>
<p>Weaknesses</p> <p>(a) The collection of information regarding labour market development and the economy is not systematic;</p> <p>(b) Currently, information on the labour market is provided in a non 'user-friendly' format and thus career specialists must 'translate' in order to communicate them to their clients in an attractive way;</p> <p>(c) There is a lack of awareness on the services offered through the Pathfinder Centres as the reform of the career guidance services is quite recent (September 2014);</p> <p>(d) Even though quantitative data (e.g. access data on the portal, number of citizens contacting career experts for support, etc.) is collected by both Innove and PES, currently there is no qualitative evaluation and quality assurance in place.</p>
<p>Opportunities</p> <p>(a) There is a strong will by the government to further develop the Pathfinder Centres and</p>

gradually increase the state contribution for the development of career guidance services with a view to totally rely on national funding by 2020 (as reflected in the national “Lifelog Learning Strategy 2014-2020);

(b) There are considerable efforts to promote the support offered through the Pathfinder centres, with the aim to fully integrate career guidance into the educational system at all levels: by the end of basic education all pupils will have been in contact with Pathfinder services.

Threats

(a) Even though there is a strong will to increase the state budget for career guidance services, currently all plans for the development of the sector strongly depend of EU funding (European Social Fund).

3. Transferability and developments towards the future

Lifelong career guidance has been practiced in Estonia for years, while its impact was constantly monitored and new priorities and measures were introduced when necessary. The system faced a major reform in 2014-2015 as a result of an analysis initiated in 2009 under the project “*Five Challenges in Estonian Education – Education Strategy for 2012-2020*” funded by the Ministry of Education and Research, as well as the annually renewed documents “*A smart and active people*” compiled by the Ministry of Education and Research. The “**Lifelong Learning Strategy 2014-2020**” adopted at the beginning of 2014, identifies the most important challenges in the area of lifelong learning and outlines the strategic goals and measures addressing them. More specifically:

(a) regional approach in career guidance. The pre-existing 24 fragmented youth guidance centres were replaced by **16 centralised public centres in all countries**, the “*Pathfinder centres*” to provide career information and counselling services to 7-26 year-old citizens. This regional approach is centrally coordinated to ensure a high level of uniform service provision, while career guidance services are offered by **two distinct types of highly qualified experts: information specialists and counsellors**;

(b) enhance collaboration among all relevant stakeholders. The scope of the **Career Guidance Forum**, established since 2008 was broadened. The Forum involves representatives from the relative Ministries responsible for education, the labour market and the economy the public employment service, training institutions and employers’, client’s and practitioner’s organisations with a view to reach a common understanding at national level and strengthen the collaboration of all stakeholders in maximising the efficiency of the career guidance services;

(c) development of an efficient labour market monitoring and forecasting system. Information on the future development of the labour market is currently collected by the Ministry of Economics and Communication. However, it’s not detailed enough for clients when deciding their next educational steps. Therefore, an **Expert Group** was recently formed involving representatives of the Ministries of Education & Research, Economic Affairs & Communications and Social Affairs aiming to **set up a well-ordered system for the forecasting, monitoring and collecting feedback on the labour market**. In close collaboration with employers and other ministries the system will provide career guidance practitioners with a better and more accurate description of the skills and qualifications actually needed in the labour market, such as information on the labour market at regional level, forecasts on professions, rising/declining professions, etc. The new database will be under the responsibility of the Ministry of Education and Research so as to better align and integrate the labour market information into the educational system;

(d) active involvement of the local/regional stakeholders (companies and public authorities) is a top priority, so as enhance linkages with the labour market (e.g. apprenticeship programmes) and collect feedback on the actual skills and qualifications required by future employees;

(e) development of powerful on-tools to enhance the interaction with the citizens. The **Pathfinder portal is under renewal** and the new version is expected to be launched in January 2016. The aim is to **enhance both the quality and the presentation of information**, especially with regard to the young people, while **introducing additional forms of communication between the practitioners and their clients** (e.g. there are plans for setting up teleconference possibilities to easy the communication with experts in remote areas).

Overall, despite the fact that there is an obvious lack of awareness among citizens on the reformed services offered through the Pathfinder initiative, mainly due to the fact that they were recently set-up and differ significantly from the pre-existing youth guidance centres, the

feedback from the clients is encouraging. Furthermore, supporting the citizens in planning and managing their careers is considered a top priority for the government. This is evident by the government's intension to gradually limit the dependence on European funding (Social Fund) for the provision of career guidance services and rely totally on the state budget after 2020.

Annex I – Educational framework

I.1 Overview of the educational framework

The principal objective of Estonia's educational system is to develop Estonian society into an **open learning society**, where every person is a lifelong learner.

The **Estonian** educational system's structure is outlined in the figure below, describing how the different stages of education are followed in time (age of the pupil), which are the main options for education after basic education as well as the linkage of the different educational levels to the labour market.

The current Estonian educational system consists of pre-school education, basic education, general secondary education, vocational education and higher education.

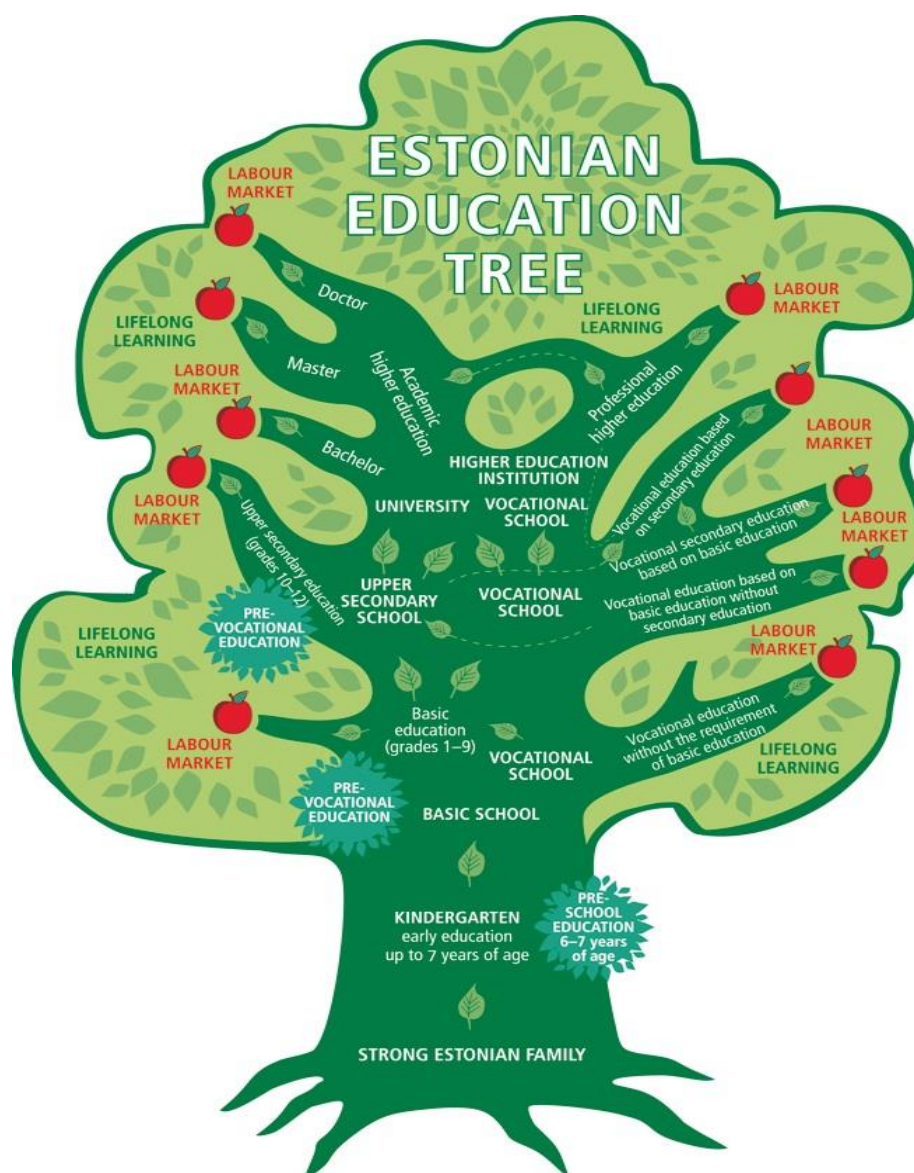
In **preschool education**, children from one and a half to seven years of age may attend a preschool child care institution without that being compulsory. The compulsory educational minimum is that of **basic education** which is provided by basic schools (grades One to Nine). In Estonia, compulsory school attendance begins at the age of seven and lasts until completion of basic education or up to the age of 17.

Upon completion of basic education, studies may be continued in **secondary education** which consists of **general secondary education** offered by upper-secondary schools (grades 10-12) and **vocational secondary education**, offered by vocational institutions (i.e. upper secondary vocational school and post-secondary professional school). **Vocational education** is offered to students who have graduated either from basic schools or upper secondary schools having an average duration of one to two and a half years. Acquiring a general secondary education is a prerequisite for studying at universities (higher education level) and vocational education institutions.

Higher education in Estonia can either be acquired as professional higher education meaning in a vocational school, institution of professional higher education and educational institution belonging to the structure of university or as academic higher education in a university. Higher education is structured around three levels: **Bachelor's study** having a duration of three to four years, **Master's study** with one to two years duration and also **Doctoral study** with three to four years duration. The standard period of Bachelor's and Master's study combined must be at least five years in total.

Finally and as far as **adult education** in Estonia is concerned, it is divided into formal education, informal work-related training and retraining and popular adult education. Adult learners are offered with flexible study opportunities such as distance learning and evening courses, external study and part-time study, as well as participation in various courses. In this respect, adults are able to acquire basic and general secondary education at adult upper secondary schools through distance learning, evening courses or external study.

Figure 6: The Estonian educational system



I.2 Governance and funding

On the **central and regional level**, the Parliament, the government of the Republic of Estonia as well as the Ministry of Education and Research are those responsible authorities for administering the educational system. More specifically, the **Parliament** is responsible for the formation, functioning and development of the education system and also for taking decisions on the activities of universities in public law. The authorities of the **Government of the Republic** include, among others, the adoption of national education development programmes, the establishment and reorganisation of public educational institutions and the establishment of national curricula, the higher and vocational education standards and framework requirements for teacher training. Finally, the **Ministry of Education and Research** is responsible, among others, for administering the planning of education, research, youth and language related national policies and also for managing the fields of preschool, basic, general upper secondary, vocational secondary, higher and adult education by organising research and development activities, youth work and special youth work, and compiling drafts of corresponding legal acts. In addition, the **county governor** who has been granted the task of state supervision over

teaching and education activities, in correspondence with the Pre-School Child Care Institutions Act and the Basic Schools and Upper-Secondary Schools Act, also participates in the management of the education system on **regional level**.

On the **local** and **institutional level**, local governments (a municipality or town) are vested with the primary responsibility for the accessibility of general education (from preschool to upper secondary education), fulfilment of compulsory school attendance as well as the maintenance of preschool child care institutions and schools. Their activities include, among others, the planning and implementation of educational development programmes, the establishment, reorganisation and closing of municipal educational institutions as well as ensuring their economic support and financing and the appointment of heads of educational institutions. In addition, they are responsible for keeping records of persons with special needs and organising teaching for them as well as of children of compulsory school age and ensuring monitoring of compulsory school attendance, organising transport to the educational institution and back, and ensuring medical care and meals during school hours.

Financing of educational institutions depends on the ownership of the institution. There are state, municipal and private educational institutions. The vast majority of pre-school child care institutions and general education schools are municipal schools. Half of institutions of professional higher education are state owned and the other half are institutions in private law. All expenses of a **state school** are covered from the state budget. **Municipal educational institutions** (preschool child care institutions, schools and vocational schools) are financed from the state and local budgets. Expenses of a private educational institution are covered by the management of the private educational institution and, in certain cases, support is allocated by a local government or the state.

Annex II – Agenda of the field visit

Day 1 – Monday 8 June 2015	
Interviews with management level executives - Central offices of Foundation Innove (Lõõtsa 4, Tallinn)	
10.00 – 10.50	Interview with management level executive ✓ Nele Labi , Deputy Head of Agency for Lifelong Guidance, Foundation Innove, Agency for Lifelong Guidance, nele.labi@innove.ee
10.50 – 11.00	Planning of the meeting in Foundation Innove ✓ Margit Rammo , International Relations Manager, Foundation Innove, Agency for Lifelong Guidance, margit.rammo@innove.ee
11.00 – 12.00	Interview with practitioner ✓ Piret Valgma , Career Information Specialist, Unemployment Insurance Fund, Tähesaju Labour Office, piret.valgma@tootukassa.ee
12.00 – 13.00	Lunch break
Observation activity - North-Estonian Youth Guidance Centre of Foundation Innove (Maakri 23a, Tallinn)	
13.15 – 13.45	Short presentation of the Centre's activities and the observation activity that will follow ✓ Virve Kinkar , Coordinator of Career Services of the Centre, virve.kinkar@rajaleidja.ee ✓ Minni Ansip , Career Information Specialist at the Centre, minni.ansip@rajaleidja.ee ✓ Margit Rammo , International Relations Manager, Foundation Innove, Agency for Lifelong Guidance, margit.rammo@innove.ee
13.45 – 14.45	Observation activity: 'Career Compass' game with a group of nine teenagers
14.45 – 15.30	Reflections from the observation activity ✓ Tiina Trampärk , Career Counsellor at the Centre, tiina.trampark@rajaleidja.ee ✓ Minni Ansip , Career Information Specialist at the Centre, minni.ansip@rajaleidja.ee ✓ Virve Kinkar , Coordinator of Career Services at the Centre, virve.kinkar@rajaleidja.ee ✓ Margit Rammo , International Relations Manager, Foundation Innove, Agency for Lifelong Guidance, margit.rammo@innove.ee
15.30 – 16.30	Interview with practitioner ✓ Aili Sakkeus , Career Counsellor at the Centre, aali.sakkeus@rajaleidja.ee
Day 2 – Tuesday 9 June 2015	
Interviews with management level executives and career guidance practitioners - Central offices of Foundation Innove (Lõõtsa 4, Tallinn)	
9.00 – 10.00	✓ (video-conference) Mart Laidmets , Deputy Secretary General for General and Vocational Education, Ministry of Education and Research,

		mart.laidmets@hm.ee
10.00 11.00	–	✓ Kristina Orion , Head of Career guidance Unit, Foundation Innove, Agency for Lifelong Guidance, kristina.orion@innove.ee
11.00 12.00	–	✓ Teele Traumann , Senior Specialist of Career Information, Foundation Innove, Agency for Lifelong Guidance, teele.traumann@innove.ee ✓ Piret Lilover , Senior Specialist of Career Education, Foundation Innove, Agency for Lifelong Guidance, piret.lilover@innove.ee
12.00 13.00	–	Lunch break
13.00 14.00	–	✓ (teleconference) Kadri Pelisaar , Career Information Specialist at the Põlvamaa Guidance Centre, Foundation Innove, Agency for Lifelong Guidance, kadri.pelisaar@rajaleidja.ee
Day 3 – Wednesday 10 June 2015		
Focus group with members of the organisation and members of the policy community on career development and counselling at the national level - Central offices of Foundation Innove (Lõõtsa 4, Tallinn)		
10.00 12.00	–	✓ Tiia Randma , Member of the Board, Estonian Qualifications Authority, tiia.randma@kutsekoda.ee ✓ Birgit Lao-Peetersoo , Member of Management Board, Foundation Innove, birgit.lao-peetersoo@innove.ee ✓ Margit Rammo , International Relations Manager, Foundation Innove, Agency for Lifelong Guidance, margit.rammo@innove.ee ✓ Tanja Dibou , Career Information Specialist, Foundation Innove, Agency for Lifelong Guidance, North-Estonian Youth Guidance Centre, tanja.dibou@rajaleidja.ee ✓ Mario Lambing , Head Analyst in Economic Development Department, Ministry of Economic Affairs and Communications, mario.Lambing@mkm.ee
12.00 13.00	–	Lunch break
13.00 13.30	–	Conclusions of the study-visit ✓ Margit Rammo , International Relations Manager, Foundation Innove, Agency for Lifelong Guidance, margit.rammo@innove.ee

Annex III – References, sources of information

- Career Services in Estonia. http://www.innove.ee/UserFiles/Karj%C3%A4%C3%A4riteenused/Karj%C3%A4%C3%A4riteenused/Tr%C3%BCkised/Sisufailid/Career_services_in_Estonia_voldik.pdf
- ESTONIA at a Glance. <http://www.estonia.eu>
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- Euroguidance network. <http://euroguidance.eu/guidance-systems/guidance-in-estonia-overview/>
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- Ministry of Education and Research. <https://www.hm.ee>
- Rajaleidja portal. <http://www.rajaleidja.ee>
- Studentweb. <https://tudengiveeb.ee/en/>
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- Unemployment Insurance Fund (Estonian PES). <http://www.tootukassa.ee>