Study on

‘Indicators and benchmarks for Lifelong Career Guidance’

Interim Report

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TABLE OF CONTENTS

1 Introduction and context 3
   1.1 Background 3
   1.2 Aim of the study 3
   1.3 Planning of the study 3
   1.4 Aim of the interim report 3
   1.5 Lay out of the interim report 4

2 Tools and definitions 5
   2.1 Introduction 5
   2.2 Characteristics of internationally comparative indicators and benchmarks 5
   2.3 Defining and conceptualizing lifelong career guidance 6
   2.4 A first comprehensive categorization of providers and provisions 8
   2.5 Framework for the analysis of key issues in lifelong career guidance 10

3 Key issues in lifelong career guidance 13
   3.1 Introduction 13
   3.2 A. Input 14
   3.3 B. Process 16
   3.4 C. Output/Outcomes 17
   3.5 D. Context 21
   3.6 Summary of key issues in lifelong guidance 21

4 Areas for possible indicators 23
   4.1 Introduction 23
   4.2 Issues concerning the input 23
   4.3 Issues concerning the process 26
   4.4 Issues concerning outputs and outcomes 28
   4.5 Issues concerning context 30

5 Next steps 32
   5.1 Planning of the second phase of the study 32
   5.2 Major design decisions for the future use of indicators and benchmarks 32
   5.2.1 Macro level or multi-level 32
   5.2.2 Causal aspirations and the importance of longitudinal data 33
   5.2.3 Considerations regarding data-strategies 33

Appendix I Report of the literature study 35
Appendix II Draft overview of indicators, instruments and data 61
Appendix III References 77
1 Introduction and context

1.1 BACKGROUND
The European Commission considers lifelong career guidance to be one of the crucial elements for achieving the four public policy goals related to the Lisbon Strategy: lifelong learning, social inclusion, labour market efficiency, and economic development. Lifelong career guidance is also considered as one of the key instruments for open, attractive and accessible learning environments, and for supporting learning at all ages and in a range of settings, empowering citizens to manage their learning and work. The Commission therefore sees effective information, guidance and counselling services as important factors in achieving these goals. It therefore calls for the strengthening of the role, quality and co-ordination of these services. The development of common European references and principles to support national policies, systems and practices for lifelong career guidance is a priority.

One of the conclusions of the career guidance policy review covering 37 countries initiated by the OECD and extended by Cedefop, the ETF and the World Bank, was that there is a need to improve the information base for policy and systems development decisions for lifelong career guidance. The collection of improved data should be organised concerning the financial and human resources allocated to lifelong career guidance, on citizen need and demand, on the characteristics of users, on user satisfaction and on the outcomes and cost-effectiveness of lifelong career guidance.

In December 2002, the European Commission established the Expert Group on Lifelong Guidance. This Expert Group decided that furthering the reflection on indicators is an important part of promoting a common understanding of the basic concepts and underlying principles for lifelong career guidance.

1.2 AIM OF THE STUDY
The aim of this study is to outline possible options and approaches, which could be taken in this respect at European level. The study will examine the feasibility of creating European level indicators and benchmarks on lifelong career guidance; provide an overview of existing indicators and benchmarks and describe good examples of policy and practice.

1.3 PLANNING OF THE STUDY
The study consists of two cycles of data collection and analysis and a recommendations part. The first cycle of data collection and analysis uses EU and national literature on lifelong guidance as data. The second cycle uses both the reflections of experts on the outcomes of the literature study and good examples of policy and practice as data.

This interim report concerns the first cycle of data collection and analysis. The second cycle of data collection and analysis and the recommendations will be reported in the final report.

1.4 AIM OF THE INTERIM REPORT
The aim of the first cycle, the literature study, was to collect literature concerning either actually used or proposed indicators and benchmarks on lifelong guidance. This information was then to be analysed in order to suggest a coherent set of indicators and benchmarks, discerning measurable issues from relevant but hard to measure issues. The analysis should also yield
strategic recommendations about the suitability of these indicators and benchmarks for the short, the middle and the long term.

A first revealing result of this study is that we did not find indicators and benchmarks that are actually used, neither at the European nor at the national level in the literature. Neither did we receive much documentation from the countries represented in the Expert Group, about indicators and benchmarks that might have been available in the respective national contexts.

These limitations forced us to tone down the aim of the study in general and of the literature study in particular. The available literature did not, as we anticipated, provide a sufficient basis to directly propose a set of indicators and benchmarks. This is why we had to limit ourselves to developing a model of key issues in lifelong career guidance, based upon which we were able to propose areas of possible indicators.

1.5 LAY OUT OF THE INTERIM REPORT

Chapter 2 has a methodological character. It describes tools and definitions we work with in the next chapters. First of all it analyses the question what indicators and benchmarks are and what prerequisites are needed for their development. Secondly, it analyses the question what lifelong career guidance is. This analysis results in a framework for the description of providers and provisions in lifelong career guidance, one of the necessary prerequisites for international comparison. Finally it presents a model with which we analyse the literature in order to be able to categorise key issues and specific elements of guidance, which will be the basis for the proposal of areas of possible indicators.

Chapter 3 analyses the results of the literature study. This literature study has yielded a long list of topics that are relevant in lifelong career guidance. To be able to shorten this list in a comprehensive way, we use the two dimensional analytical model, described in chapter 2. This chapter results in a categorised overview of the key objectives and underlying factors of lifelong career guidance. Appendix 1 gives a detailed summary of the literature study.

Chapter 4 identifies possible areas for indicators, based on the output of chapter 3. Possible variables are mentioned and the availability of data is addressed as well.

Chapter 5 identifies the next steps in the study.
2 Tools and definitions

2.1 INTRODUCTION
Before being able to meaningfully analyse the assembled literature, it is necessary to:
- Understand the characteristics of internationally comparative indicators and benchmarks and the prerequisites for their development,
- Understand what guidance is, what providers and provisions are usually meant when the term lifelong guidance is used; this understanding will lead to a framework for a preliminary typology of providers and provisions,
- Have a model for the analysis of the literature that will help with the description of the key issues in lifelong guidance and with that to propose areas for possible indicators.
The next paragraphs will cover these issues.

2.2 CHARACTERISTICS OF INTERNATIONALLY COMPARATIVE INDICATORS AND BENCHMARKS
In a technical sense indicators have developed from social statistics. As such they have increasingly been considered as part of monitoring the functioning of social systems. From mainly descriptive material and financial conditions the development led to aspirations to monitor outcomes and processes as well (Van Herpen, 1989), including the use of other data-categories than quantities that could be simply counted, namely data based on (educational) testing and data based on social research methods, such as surveys, observations and data from expert panels.
In general, when considering definitions of the term “indicator” the following characteristics are relevant (cf. Scheerens, 1990).
1. Indicators capture key aspects indicative of the well functioning of a system (e.g. the education system), but only provide an “at a glance profile”; the analogy of the warning lights on the dashboard of a car is often made to illustrate this point (Nuttall, 1989). This analogy also refers to a certain sparseness of indicators and the aspiration to concentrate on a small number of key-aspects.
2. Indicators are quantitative rather than qualitative. This does not imply that only things that can be counted directly are included, or that aspects of the processes in guidance cannot be included. In this report we will use a broad definition of indicators, including scales for measuring competencies, ratings of processes, as well as categorical data. In a nutshell, this means that information expressed in numbers (quantitative) can be used as an indicator and information expressed as narrative (qualitative) cannot.
3. Indicators allow for value judgements and, if not intrinsically evaluative, at least function in an evaluative context. This includes the use of indicators as part of “monitoring”, which implies the ongoing information gathering as a basis for management decisions, a reliance on administrative data and a stronger pre-occupation with description than with ‘valuing’ (Scheerens, Glas and Thomas, 2003, 3).
4. Although we stated the ambition above that indicators reveal a relatively limited key aspect of the functioning of a system in a concise way this does not automatically imply that indicators are composite measures based on a specific analytic formula; they could also be simple variables.
In some applications indicators have an “in-built” evaluative element, namely when norms or standards are specified. Norms or standards specify threshold values on a certain dimension or criterion. An example is a cutting score (succeed/fail) defined on an achievement test. In this
example the achievement test is the criterion and the cutting score is the norm. The country average achievement on a certain achievement test could be used as an indicator in an internationally comparative context. When a country uses a specific level on the achievement test as the desired level that the majority of students should reach, this could technically be called a standard, and when used pro-actively a target. If, in an international comparative context, a country would like to compare itself to a specific norm, for example the average score on an achievement test in another “exemplary” country, such a norm is also referred to as a benchmark. In the next step in this study, the description and analysis of good practices may lead us to suggest certain practices in certain countries to be taken as benchmarks.

Both indicators and benchmarks often have a directive function to focus attention on a particular area in order to improve collective performance within a specified period of time. This function is more explicit for benchmarks. In the Lisbon declaration, the EU countries e.g. have set the benchmark for the average EU early school-leaving rate to 10% in 2010, and for adult participation in lifelong learning to 12.5% at the same date.

2.3 DEFINING AND CONCEPTUALIZING LIFELONG CAREER GUIDANCE

When trying to build a descriptive model of key issues in lifelong career guidance, it is essential to start with a clear definition of what guidance is, what guidance practitioners do or should do in practice (from a political or scientific point of view) and what policy makers or society expects from career guidance.

**Definition**

The literature on lifelong career guidance shows a wide range of definitions (next to practices, premises and objectives/ aims) of lifelong career guidance (see Appendix 1). In this report we will use the definition adopted in the Council Resolution (Council of the European Union, 2004):

“In the context of lifelong learning, guidance refers to a range of activities that enables citizens of any age and at any point in their lives to identify their capacities, competences and interests, to make educational, training and occupational decisions and to manage their individual life paths in learning, work and other settings in which these capacities and competences are learned and/or used.”

The Council Resolution stresses that ‘all European citizens should have access to guidance services at all life stages, with particular attention being paid to individuals and groups at risk’. The Resolution also stresses that in many countries policies, systems and practices for lifelong career guidance do not match the demands of knowledge-based economies and societies and call for a reform of policies and a rethinking of practices.

Key priorities for future development highlighted in the Resolution include:

- Improving the content of guidance services by refocusing provision on skills to manage learning and work;
• Developing better quality assurance mechanisms for guidance services, information and products, especially from a citizen/consumer perspective;
• Strengthening structures for policy and systems development through greater involvement of all stakeholders.

**Premises and Aims**

In addition to definitions regarding lifelong career guidance, much has been written about the aims of guidance. In co-operation with the European Commission’s Expert Group on Lifelong Guidance, Objectives Working Group G has developed common aims and principles of lifelong guidance provision related to the achievement of several EU policy goals:

• **Efficient investment in education and training:** Increasing the rates of education and training programme participation and completion through improved matching of individuals’ interests and abilities with learning opportunities;
• **Labour market efficiency:** Improving rates of job retention, reducing time spent in job search and time spent unemployed through improved matching of individual’s competencies and interests with work and career development opportunities, and raising awareness of current and future employment and learning opportunities;
• **Lifelong learning:** Facilitating personal development and employability through constant engagement with education and training, assisting citizens to find their way through increasingly diversified but linked learning pathways, to identify their transferable skills, and to validate their non-formal and informal learning;
• **Social inclusion:** Assisting the educational, social and economic integration and reintegration of citizens who have difficulties in accessing and understanding information about learning and work, leading to active citizenship and to a reduction in long-term unemployment and poverty cycles;
• **Social equity:** to assist citizens to overcome gender, ethnic, age, disability and class barriers to learning and work;
• **Economic development:** supporting the upgrading of the skills of the workforce for the knowledge-based economy and society.

Therefore lifelong career guidance aims to:

• Enable **citizens** to manage and plan their learning and work pathways in accordance with their life goals, relating to their competencies and interests to education, training and labour market opportunities and to self-employment, thus contributing to their personal fulfilment;
• Assist **educational and training institutions** to have well motivated pupils, students and trainees who take responsibility for their own learning and set their own goals for achievement;
• Assist **enterprises and organisations** to have well motivated, employable and adaptable staff, capable of accessing and benefiting from learning opportunities both within and outside the workplace;
• Provide **policymakers** with an important means to achieve a wide range of public policy goals;
• Support local, regional, national and European **economies** through workforce development and adaptation to changing economic demands and circumstances;
  • Assist in the development of **societies** in which citizens actively contribute to their social, democratic and sustainable development.
Reflection
The key objectives, aims and principles we quoted in the previous paragraphs are crucial elements when defining lifelong career guidance. However, to get a complete image of the whole process of lifelong career guidance other issues defining lifelong career guidance are needed. Building a complete image is necessary to be able to start with the description of areas of possible indicators and benchmarks. The literature study enabled us to distinguish key issues and specific elements, which are relevant in practice. In chapter 3 we will elaborate on these key issues in order to provide an overview. The next paragraph will describe a first categorisation of sectors, activities and target groups that will help conceptualising lifelong career guidance. This will result in a framework for a typology of providers and provisions for lifelong guidance.

2.4 A FIRST COMPREHENSIVE CATEGORIZATION OF PROVIDERS AND PROVISIONS

Studying the various definitions, objectives and aims mentioned above, we find a complex picture of what lifelong career guidance is. The activities mentioned in literature when defining lifelong career guidance can be summarised as:

1. Advice
2. Information
3. Counselling

These activities take place in three core sectors:

1. Education
2. Labour counselling
3. HRD and HRM in corporate settings

Two approaches
At the same time literature shows a shift of views on the content and meaning of lifelong career guidance. The views shift from a short term, curative approach to a longer-term more pro-active approach.

The short-term problem solving provision aims at helping people with their (individual) problems of being unemployed or not knowing which studies or training to start. The means for this provision are interviews, assessments and providing information.

The longer-term provision view aims at providing everyone with lifelong learning and career management skills. In fact this view could be seen as aiming at making the problem solving provision superfluous.

We labelled these two approaches to lifelong career guidance as

- The (individual) problem solving approach
- The lifelong learning skills approach or learning and career management orientation

The debate on how this second aim should be operationalised in practice is still going on. Grubb (2002) for instance stresses the role of experiential learning as opposed to the role of information or training in order to achieve this goal.

The Council’s definition is broad and includes both approaches. These two approaches are not mutually exclusive; within a broader lifelong learning and career management approach there will still be a need for support to help solve immediate problems and enable people to make informed decisions.
This should also lead to a broader typology of the activities that are undertaken in lifelong career guidance practice. These activities not only encompass giving advice, providing information and providing counselling, they also include enabling people to acquire learning and career management skills.

**Different contexts and providers**

The broad definition of lifelong career guidance the European Commission adopted, gives insight into the types of organisations that provide lifelong career guidance services. These can be:

- **Education/training institutes** (secondary education, general or vocational and higher education)
- **Enterprises**
- **Public employment services/agencies**
- **Specialised organisations/centres**, either commercial or subsidised or (semi-) governmental
- **Community / welfare organisations**, e.g. youth workers, social workers, churches, labour unions, other institutes, family and friends

The latter group (family and friends) probably is the most influential source of information and experience for educational and career choices (Grubb, 2002). Their activities and influence, however, will be difficult to measure and to influence.

**Different target groups**

Related to the three contexts, we can distinguish target groups, which are however not one-to-one related. The target groups can be divided into:

- Youth in (initial) education and training
- Adults in continuing education and training
- Unemployed persons
- Employed persons

**Framework for a typology of providers and provisions**

The comprehensive categorisation presented above shows that lifelong career guidance takes place in a multitude of institutional and organisational settings. In order to be able to make any international comparisons at all a vital prerequisite is to have a classification of service providers. The example from education is the ISCED classification, but in actual practice, particularly when vocational upper secondary education is concerned, even a more fine-grained classification is required. In the case of lifelong career guidance this issue of classification is a major problem. This issue cannot be tackled using a typology of providers only. Above we discerned two approaches to lifelong guidance, the problem solving approach and the lifelong and career management approach. This shows the importance of discerning types of services provided to classify provisions for international comparison. If the types of services were left out, the discerned types of providers would provide no insight into what these providers stand for and thus comparison would be doubtful. Beside providers and services, we propose to include the types of target groups these providers aim at. This line of reasoning yields a 3-
dimensional typology of providers and provisions. We use the categories we discerned for each of these aspects above for a first attempt to categorise the types of providers and provisions in order to be able to compare guidance practice and outputs internationally. Table 3 shows the typology.

Table 1. Framework for a typology of providers and provisions

<table>
<thead>
<tr>
<th>Types of providers</th>
<th>Types of services</th>
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<tbody>
<tr>
<td>Youth in initial education/training</td>
<td>Youth in initial education/training</td>
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<tr>
<td>Adults in continuing education/training</td>
<td>Adults in continuing education/training</td>
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<td>Unemployed</td>
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<td>Employed</td>
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2.5 FRAMEWORK FOR THE ANALYSIS OF KEY ISSUES IN LIFELONG CAREER GUIDANCE

In this study a combination of two models is used to arrive at a descriptive model of key issues in lifelong guidance in order to be able to derive from that an overview of areas of possible indicators and benchmarks on the various aspects of lifelong career guidance. The models are 1)
Indicators and benchmarks in lifelong career guidance – Draft Interim Report

an input–process–output–context model and 2) a multi-layered model for decision-making. In this paragraph we will describe these models separately and the combined model.

Indicator sets are expected to reveal aspects of the quality and effectiveness of systems. The most frequently used way to do this is to depict the system as a productive system, in which inputs are transformed into outcomes. Steps in elaborating this basic scheme consist of:

a) A context dimension, that functions as a source of inputs and constraints but also as a generator of the required outputs that should be produced;
b) A differentiation of outcomes in direct outputs, longer term outcomes, and the ultimate societal impact;
c) The recognition of the hierarchical nature of inputs, outputs, conditions and processes, putting lifelong career guidance down as an example of “multi-level governance”.

For the description of the hierarchical structure of inputs, outputs, conditions and processes a combined multi-level model is used that is based on the model of single and double loop learning and meta cognition (Argyris & Schön, 1978) and a multi-layered model for political decision making developed by Geerligs & Nieuwenhuis (2000).

In the literature we found three relevant physical levels in the context of lifelong career guidance, namely:

- The primary process – the individual level concerning users and staff
- The organisation – the agency, (the HRD department in) the company, (tutors in) schools, lifelong career guidance counsellors in employment agencies and communities,
- Geographic unit – region, country, EU

On these levels the following types of decision-making were found:
- At the level of the primary processes organising processes is a key activity
- At the organisational level optimising processes, setting goals and allowing means are key activities
- At regional, national and/or EU level, setting goals and allowing means are key activities

The combination of these two models leads to a two-dimensional model, displayed in table 2, with which we can analyse and describe the variables relevant for lifelong career guidance.
In this study we will use this model to categorize the subjects and issues underlying lifelong career guidance in order to be able to make a well-considered choice of indicators to describe, and to compare the different processes at the different levels.

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<th>INPUT</th>
<th>PROCESS</th>
<th>OUTPUT</th>
<th>CONTEXT</th>
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<td><strong>INDIVIDUAL LEVEL</strong></td>
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<td>- Organising processes</td>
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<td><strong>ORGANISATIONAL LEVEL</strong></td>
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<td>- Optimizing processes</td>
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<td>- Allowing means</td>
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<td>- Setting goals</td>
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<td><strong>NATIONAL LEVEL</strong></td>
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3  Key issues in lifelong career guidance

3.1  INTRODUCTION

The Expert Group on lifelong guidance was consulted for their inputs on literature and ideas about what key information might be helpful both on national and European level. Literature was also assembled from the Internet. Since no specific literature on indicators and benchmarks in guidance was found (see 1.4), evaluative literature (reviews), literature about quality assurance in guidance and literature on ‘within country monitoring systems’ was assembled.

The literature study resulted in a list of 113 issues relevant to the practice and realisation of lifelong career guidance. In the appendix, an overview of these key issues is included (chapter 2 in Appendix 1). Since this number of separate topics is hard to handle, we made a first categorisation into the 16 first labels for ‘key issues’ presented in paragraph 2.2. in Appendix I, partly using labels that were used in the literature, partly using labels we developed ourselves.

In this paragraph we analyse these 16 first labels for key issues using the two-dimensional analytical model presented in table 2. We thereby constantly kept in mind the 113 topics that were underlying these 16 labels. This analysis will result in the 12 key issues presented in table 3. Five of these key issues concern inputs into the system of lifelong career guidance, 2 referring to the individual level, 1 to the organisational level and 2 to the national level. Four of the key issues concern the process of career guidance, 2 on the organisational level and 2 on the national level. And three key issues concern the outputs and outcomes from the career guidance system, all referring to the individual level. The literature did not directly reveal issues related to the context of lifelong career guidance. In much of the literature, though aspects of the context were mentioned when other key issues were discussed. Based on these and on general ideas of contextual issues that play a role in evaluative contexts, we defined four context issues that can be expected to have an influence on the lifelong career guidance system. This brings the total of key issues to 16.

The process that led to these 16 key issues and their categorisation is described in this chapter. In the next chapter the 16 key issues will be worked out into areas of possible indicators.

Basically, the input related issues (A) concern Access, Financial means and Qualification of staff. The process related issues (B) essentially concern Strategic leadership and Coherence, Quality of staff professionalisation, Citizen/ user involvement, Quality of information deliverance, (Quality of the) Service process, guidance at the workplace, and School involvement. The issues related to outcomes (C) of lifelong career guidance are Personal development and/or benefits of the individual, Learning outcomes, Efficiency and effectiveness of the education system, Labour market goals, Economic benefits, Social benefits and social equity.

In the paragraphs 3.2 to 3.5 the categorisation of the issues respectively concerning inputs, process, outputs and contexts will be described, resulting in table 3 in paragraph 3.6.
3.2 A. INPUT
The key issues related to input are:
1. Access: issues in terms of the realisation of enrolment targets (lifelong access for all; policies concerning target groups) and descriptive characteristics of the stock of realised enrolments;
2. Financial and material conditions;
3. Qualification of staff.

A.1 ACCESS ISSUES

A.1.1 Individual level
According to the Council Resolution all citizens should have access to guidance. The participation of various groups in lifelong career guidance therefore seems to be a relevant topic.
In the literature several target groups are discerned for which lifelong career guidance has its importance:
- Youth in school
- Youth at risk / out of school / drop out / unemployed
- Youth in tertiary education
- Working adults
- Unemployed adults
In general we can conclude that age and social position are relevant user characteristics to describe. In the light of other issues, e.g. concerning outcomes, other users characteristics should be taken into account as well, e.g. gender, ethnic group and level of education.
With this in mind we can the number and characteristics of participants can be considered as a key issue concerning input on the individual level.

A.1.2 Organisational level
At the organisational level (guidance services, enterprises, education and training institutes) the organisations concerned have their own goals. This variety of organisations, goals provisions and target groups undoubtedly has an influence on Access. In paragraph 2.4 we described a framework for a typology of providers and provisions. Related to that is the key issue concerning the availability of service providers, covering questions such as: To what extent does the actual guidance provided serve the users? Are there enough counsellors in school, guidance bureaus and companies? With this we can say something about Access at the organisational level.

The compatibility of those goals with the aims at policy level is a precondition for being able to assign impacts on societal level to guidance.
The literature shows the importance of an information loop at the national level. We will discuss this in the next section (A.1.3). We suppose this loop plays an important role at the organisational level as well.

A.1.3 National level
At EU level the Council Resolution stresses the possibility for all citizens of all ages to have access to guidance. The Resolution leaves room for both approaches of guidance, discerned in paragraph 2.4. On national or regional level it can be politically relevant to stress one of the
approaches more than the other, or to pay more attention to certain target groups. This should be taken into account when looking at e.g. participation rates for various target groups.

At the national level, the information loop we mentioned above concerns:
1. The policy concerning access (access for all, target groups policy; problem solving approach, lifelong learning skills approach),
2. Actions taken to realise this policy,
3. Communication with other levels of decision making about these measures,
4. Collection of data on actual realisation of goals for policymaking and adjustment of policies (back loop).

The indicators of the realisation of access on individual level should be related to indicators for policy on organisational level and on national level (and possibly also EU and regional level). Therefore we distinguish the Policy as the next topic we should address. This topic contains (broader then Access) questions such as: Does the government have an explicit policy on guidance? What are the political priorities, and what is the financial support the government provides to reach specific goals? How is guidance set on the agenda? What is guidance according to the national government, and is this a responsibility of the government also?

A.2 QUALIFICATIONS OF GUIDANCE STAFF

A.2.1 Individual level
The importance of qualified staff for good lifelong career guidance practice needs no discussion. On the one hand the availability of enough and appropriately qualified staff is emphasised in the literature. For this, the importance of a competency framework is stressed. Other literature mentions the need for teachers to acquire guidance roles or for the reorganisation of the work of career guidance into organisational and occupational structures. Thus, the two approaches mentioned in paragraph 2.4 are mirrored into the types of demands concerning the quality and qualifications of staff.

Apparently it is not only important to have an insight into the number of staff involved in lifelong career guidance and extent to which they are sufficiently qualified, but also the settings in which they work and the role they play in these settings. Therefore, the topic Qualification of staff can be considered as an important issue on the individual level.

A.2.2 Organisational level
At the organisational level ‘qualifications of staff’ has to do with quality management and control. We will return to this in section B.2.2.

A.2.3 National level
At the national level qualifications of staff has to do with quality demands and control and with financial means available for lifelong career guidance. We will return to this in sections A.3 and B.2.3.

A.3. FINANCIAL AND MATERIAL CONDITIONS

The financial means that are allowed to guidance activities is a matter of policy. This includes policy at national or European level, in the first place. It also includes policy at the
organisational level in private enterprise, both in the cases of HRD/HRM-policies of private enterprises and in availability of means in private guidance organisations.

A central issue here is the amount of money the government allocates to guidance. Connected to that is the issue of the targeting of the funding system, e.g. the concentration of policy on those who most need guidance. Funding policies are related to policies concerning access and, more explicitly, to what we labelled as ‘content of policy’ (A.1.3). This relationship is relevant both on organisational level, for private enterprises, and on national level.

The issue of financial conditions is also related to the qualifications of staff. The amount of money available for training staff (in guidance organisations) or employees and teachers in private enterprise and schools is related to the extent to which staff, employees and teachers are sufficiently qualified.

For the financial and material conditions, Policy is also an essential topic on which to build indicators.

3.3 B. PROCESS

The key issues relating to process (Strategic leadership and Coherence, Quality of staff professionalisation, Citizen/ user involvement, Quality of information deliverance, (Quality of the) Service process, guidance at the workplace, and School involvement) can be divided into:

1. The content of the services provided;
2. Quality management and control;

In the next sections we will describe this reasoning.

B.1 CONTENT OF SERVICES

B.1.1 Individual level

Although the processes themselves take place at the individual level, decision-making and therefore meaningful description of these elements as well are a matter of organisational and national level. The topic Content of services is about what the service really is: What is the content and what are other characteristics of the service provision? Areas for indicators could be for example the duration of the services, content categories, use of VPL, use of workplace orientation, etc.

B.1.2 Organisational level

Much of the literature concerning the content of the services provided stresses the quality of these services. We will discuss this issue in B.2. Most literature is related to one or more of the types of provisions that we discerned in paragraph 2.4, namely: information, advice, counselling and competency building. Also, much of the literature relates quality of the services to the type of service providers, e.g. the extent to which guidance takes place at the work place, the quality of HRD at the work place and the extent to which schools are involved in the provision of the services, especially when building lifelong learning skills is concerned. These issues have been discussed in the paragraphs 2.4 – resulting in the framework for a typology of providers and provisions shown in table 1 - and 3.2 – resulting in the key issue of the availability of service providers (issue A.1.2).
B.1.3 National level
At the national and EU level, literature once more shows the importance of policy. Elements are: strong legislation, explicit policy, involvement of relevant parties, e.g. employers, labour unions, schools and their representative organisations, coherence of legislation policy and practice and independence of provision.

B.2 Quality Management and Delivery
When discussing the quality of services the literature also stresses the management and control of quality. Here we find a similar decision making loop we found concerning access:
- The policy on quality management and delivery
- The actual quality management
- The use of information on quality in defining and improving quality and quality management.
These loops take place both at the organisational and the national levels.

B.2.2 Organisational level
On organisational level quality management is considered an important key issue. Remarks are made about standards and guidelines for the quality of materials that are used. An important issue also is the question of who monitors the standards and what standards should be used. One of the standards stressed in literature is satisfaction of the users with the service provided. A study executed by NICEC and the Guidance Council (Henderson et al, 2004) produced a set of meta-criteria for quality management. We will not use this set for the identification of an area for indicators concerning quality management and delivery, since the set was not developed for this purpose.

B.2.3 National level
On the national (policy) level literature shows the importance of coherence. The coherence between ministries that have to do with guidance, the coherence between national and EU policy, and the coherence between these policies and practice are considered crucial aspects of the quality of guidance. Finally the literature stresses the importance of coherence between policies, practice and the users’ demands.
At the national level we conclude two elements to be central: 1) the organisation and co-ordination of quality management and delivery (i.e. explicitness of policy, availability of data and the use of data) and 2) the coherence between policies at various levels, practice and users’ demands (the infrastructure of the institutions in relation to the policy developed by the government, the communication and cooperation between government and service providers and among service providers).

3.4 C. Output/Outcomes
Under this heading we include all key issues that have to do with output and outcomes: Personal development and/or benefits of the individual, Learning outcomes, Efficiency and effectiveness of the education system, Labour market goals, Economic benefits, Social benefits and social equity.
In the literature, immediate, intermediate and ultimate outcomes are distinguished. We will use the terms immediate outcomes and output interchangeably. That also counts for ‘intermediate outcomes’ and ‘long term individual outcomes’.

C.1 Individual level
At individual level the following immediate outcomes or outputs are mentioned in the literature:

- attitude
- self-awareness
- decision learning
- opportunity awareness
- transition learning
- precursors: decision making, reduced decision anxiety, internal locus or control for career decision making
- certainty or preference
- less work related stress/depression
- self management skills/skills for lifelong Learning

At this level the next intermediate outcomes are mentioned:

- participation in formal and informal education
- not dropping out of education
- [positive impact on] educational motivation
- [and hence on] academic attainment (motivation theory, described in Killeen, Sammons & Watts) /human capital
- less mismatch (at individual level) between training, interest and work (level and contents)/occupation in harmony (everyone in the right place)
- improved quality of life

We add to that:

- job satisfaction
- satisfaction with choice(s) made after guidance

All outputs and outcomes listed above are related to goals on national (policy) level. In order to be able to understand results on each of these variables and especially to interpret differences between countries the relationship with and the coherence between national and EU policies is crucial.

In this paragraph we also want to analyse the meaning of these output measures for the two perspectives for guidance we discerned in paragraph 2.4, the lifelong learning skills perspective and the problem solving perspective.

If we consider these outputs from the lifelong learning skills perspective of guidance, outputs can be expected in terms of the attitudes and skills that are listed above under immediate outcomes or outputs. The relations between these outputs and the intermediate outcomes of guidance, listed above, should be considered as indirect relationships. The lifelong learning skills perspective assumes that teaching students to be aware of opportunities, to be able to choose, etc. will help them to participate in education, to not drop out of school, etc.

If we consider the outputs from the problem solving perspective all of the output and outcomes measures listed above are indirect. The direct output from the problem solving perspective is the
judgement of the user about the usefulness of the information, advice or counselling he\textsuperscript{1} has received. The user will have an idea whether the service has helped him or not. Being helped means that the user has learned something about himself in relation to education or working life. Having learned something about oneself form a problem solving perspective includes a choice. This choice may be the choice to do nothing or to continue doing the things one did before. It could be argued that the satisfaction with that choice should also be part of the general indicator of the outcomes or effectiveness of guidance.

We can conclude that three aspects are crucial on individual level:

**User satisfaction** (from the problem solving perspective)
This variable is about the satisfaction of the user about the service provided, and the answer or solution for his problem. In this way, this indicator is more linked to the short-term problem solving approach, then to the lifelong learning skills approach. So, this variable is relevant when a problem is defined before the service started.

**Personal development** (from the lifelong learning skills perspective)
This entails more then just user satisfaction or getting a solution for a problem. Personal development implies acquired lifelong learning skills, higher motivation, job improvement, value added to value individual’s human capital, higher self-confidence, learning outcomes, etc.

**Policy related output** (indirect effects from both perspectives)
This handles policy goals on output at individual level. Guidance should help individuals to find a new or better fitting job, or stimulate them to continue education or start a new study or training.

### C.2 Organisational level

At organisational level not much is mentioned in the literature. Following what was mentioned in the literature and common logic, the following issues might be considered relevant.

For enterprises (lifelong career guidance in relation to or as a component of HRD):
Eventually (ultimate):
- continuity of the company
- productivity (among which innovation strength) of the company

Direct impact which should support that:
- job satisfaction/motivating unmotivated workers (literature)
- choice of employee to attend to training or education
- productivity of the employee
- innovativeness of the employee

Context or conditions, but also possible turnover for the company:
- improved possibilities for learning in the workplace and Validation of Prior Learning (VPL)

For schools:
- (improvement of) school effectiveness
- (improvement of) allocation and selection function, leading to less changes and therefore higher output
- more a tailor-made education:

\(\text{1 In this document we will use the male form of personal pronouns for both males and females.}\)
• students know better what they want and therefore make the right choices more often and faster
• students know better what they want and therefore make higher demands to the school
• (more) career-oriented schools

Since this list is mainly the result of our reasoning and not much is said about outputs on this level in literature we suggest, for the moment, to define no key issues on this level.

C.3 National level

At national (policy) level the following outcomes are mentioned:

Intermediate outcomes:
• participation degree in formal education
• fewer early school leavers
• higher average level of education/more human capital

Ultimate outcomes:
• economically:
  - higher GPD
  - more tax turnovers
  - less expenditure on health care
  - less expenditure on fighting crime
  - labour market function: less mismatch on the labour market
• social benefits:
  - gender equity
• specific benefits:
  - more people in technical education

These lists of outcomes can be divided into Educational benefits which include the impact that guidance should have on the educational goals such as stimulation of lifelong learning and diminishing early school leaving, and Economic and social benefits which contain the social and economic benefits that should be realised by the guidance provided, on a large (national or EU) scale. Subjects are for example a flexible labour market, efficiency and effectiveness of the expenditure on education and training, and of the nation’s skills base, less drop outs from education and training, lower health care costs, better individual decisions leading to an efficient workforce and better supply-demand, higher graduation and retention rates, promotion of math’s, science and techno careers, etc.

The above-mentioned lists of benefits on national level clearly show the large breaches between the objectives on the primary process level and the levels of the organisation and policy making. Indicators of the ultimate outcomes on policy level are available (see chapter 4). Outcomes listed under ‘ultimate outcomes’ on policy level, however, will be difficult to address only to guidance, because these social and economic benefits are dependant on a lot of other factors besides guidance. It would therefore be potentially dangerous to use any of these indicators as indicators for guidance. In the next step of this study we invite any suggestions for alternative approaches for these areas, when asking experts in the field for their opinions (see chapter 5).
3.5 D. CONTEXT

In the overview of key issues concerning lifelong career guidance, we did not find any key issues related to the context. However, we can define more common issues or topics that are of influence on the topics presented above. These issues are of influence rather on the individual level, the organisational level or the national level. Below we will describe the four issues we defined, that, in our view, are relevant contexts for understanding guidance.

User characteristics
Both the number of users, especially when special target groups are concerned, and the outputs on individual level strongly depend on characteristics of the individual users participating in the guidance service (process). This variable implies for example the personal educational history of the individual (e.g. years of formal schooling completed), the motivation to learn new things, etc.

Entrepreneurial climate or ‘room to move'
On the organisational the extent to which the organisation can successfully organise guidance activity depends on the ‘room to move’ it gets in relation to national curricula, qualification standards, enthusiasm in the organisation for guidance activities, etc.

Infrastructure
Also on the organisational level, the available infrastructure enables or disables guidance workers to be successful. This includes the access to facilities, such as material for guidance or subsidies, the infrastructure in organisations or schools, which facilitates or hinders the guidance process in that organisation or school.

Social, educational and labour-market situations
The social, economical and educational situation has a clear impact on the success of guidance itself, but on the policy concerning guidance as well.

3.6 SUMMARY OF KEY ISSUES IN LIFELONG GUIDANCE

Table 3 summarises the key issues that have been discussed in the previous paragraphs. This table will be the starting point for the description of the areas of possible indicators in chapter 4.
Table 3. Summary and categorisation of key issues concerning lifelong career guidance.

<table>
<thead>
<tr>
<th>Input</th>
<th>Process</th>
<th>Output</th>
<th>Context</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>INDIVIDUAL LEVEL</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.1. Number and characteristics of participants</td>
<td>2.1 Content of services</td>
<td>3.1. Client satisfaction</td>
<td>4.1. User characteristics</td>
</tr>
<tr>
<td>1.2. Qualification of staff</td>
<td></td>
<td>3.2. Personal development</td>
<td></td>
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<td></td>
<td></td>
<td>3.3. Policy related output</td>
<td></td>
</tr>
<tr>
<td><strong>ORGANISATIONAL LEVEL</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.3. Availability and typology of service providers</td>
<td>2.2. Quality management &amp; delivery</td>
<td></td>
<td>4.2. Entrepreneurial climate / ‘Room to move’</td>
</tr>
<tr>
<td></td>
<td></td>
<td>4.3. Infrastructure</td>
<td></td>
</tr>
<tr>
<td><strong>NATIONAL LEVEL</strong></td>
<td></td>
<td></td>
<td>4.4. Social, educational and labour-market situations</td>
</tr>
<tr>
<td>1.4. Financial means</td>
<td>2.3. Quality management &amp; delivery</td>
<td></td>
<td></td>
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<tr>
<td>1.5 Policy</td>
<td>2.4. Coherence</td>
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</tbody>
</table>
4 Areas for possible indicators

4.1 INTRODUCTION
In the previous chapter we have summarised and categorised the key issues in lifelong career guidance, using the two-dimensional model. This has resulted in the list of 16 key issues presented in table 3. In this chapter we will identify areas of possible indicators for each of the key issues mentioned in table 3. We will describe what each of these areas might include and if possible list possible variables that are potentially quantifiable. The usefulness of each of these areas and variables depends on the extent to which experts find them relevant for the field of lifelong career guidance. In the next phase of this study we will ask experts in the field their opinions about this (see chapter 5).

The availability of data for each of the areas is also a decisive precondition for the usefulness of each of these areas and variables. Until now, we have little information on the availability of data. The OECD review gives a good but qualitative overview. This review has helped us describing relevant areas and in some cases has lead to suggestions for areas for possible indicators. Since indicators need quantitative data (see paragraph 2.2), this information cannot be decisive about which areas for indicators to chose and how to operationalise them. Eurostat data could be the source for the construction of indicators, but not much data is available on lifelong career guidance yet. For the availability of data, though, we do not have a full picture yet, since it is unclear to what extent data is available on national level in the various countries. In the next phase experts will be asked to provide this information.

Below, we present the areas for possible indicators. We try to narrow down the areas into the most relevant aspects that still cover the topic as a whole. For each topic we give an argumentation for possible variables and a short description of the data or instruments that are available. An overview of all available data, instruments and suggestion for indicators found in the literature is included in Appendix II. The numbers of each of the areas of possible indicators below refer to the numbers used for the key issues summarised in table 3.

4.2 ISSUES CONCERNING THE INPUT

1.1 Number and characteristics of users
On the individual level, concerning the input in the guidance system, the users in lifelong career guidance are central; both how many people participate in guidance and which people participate. The most general information is provided using coverage as a variable. Coverage can be measured as the percentage of the whole population that have had any form of guidance during the last year.

To get information about which people have participated in guidance, coverage can be broken down by relevant characteristics of the users, e.g. age, social status, level of education, gender and ethnicity.

Coverage, even when broken down by characteristics of the users, gives no information about the people that are not reached by guidance, though. Therefore information is needed about the characteristics of the individuals that might be interested in receiving guidance, but do not find their way towards it. This is a difficult problem to catch. The extent to which service providers reach the users they are aiming for can, at least partly, be considered to be complementary to this. This can be measured more easily. Assuming that the important targets groups are included
in the goals of one or more service providers, this will provide an indication of target groups that are better or less reached by guidance. Concluding, we suggest the following variables to measure the number and characteristics of users.

**Possible variables**

1. Coverge
2. Coverage broken down by
   a. Socio-economic status
   b. Age
   c. Level of education
   d. Gender
   e. Ethnicity
3. Coverage of target groups

**Available data or instruments**

The OECD review (OECD, 2004) contains a qualitative description of target groups and individuals that are required to take part in guidance for each country. This is the only data that is available on this topic. The National Career Development Guidelines (NCRVE, n.d.) contain questions for adolescents in the USA on the need for career help. This can be useful as a framework.

Data concerning the problem solving approach could be made available if questions are added to the Adult Education Survey on information, advice and career guidance (IAG), concerning reasons for using services, use of different type of services, reasons for not accessing services and level of satisfaction from those who used services. Data could be available from 2006 or, for some countries, from 2008.

Possibly also data on participation in guidance could be available from the Eurobarometer. Information about this data collection will be available end of 2004.

**1.2 Qualification of staff**

The importance of the quality of staff needs no discussion (see section A.2.1 in chapter 3). Quality is hard to measure. The simplest way to measure this is to look at the formal qualifications of staff. We would plea to include the informal qualifications as well, but at this stage that will be too complicated to do. Measuring the formal qualifications of the actual staff needs categorisation of all qualifications staff might actually have. In order to simplify things, we suggest measuring the duration of the formal training necessary or generally required to be able to work as a career counsellor. Due to the fact that lifelong career guidance can be viewed from the lifelong learning and career management perspective and/or the problem solving perspective, this variable should include those parts of teacher training that concern the teaching of learning and career management skills.

We consider the on-going professional development of staff and the minimum standards for guidance to be part of quality management. Quality management will be addressed later.

**Possible variable**

1. Duration (in months) of specialised guidance training of staff
Available data or instruments
Data on the quality of guidance staff can only be found in the review of the OECD (2004). In this review categories of staff (e.g. level of formal education of staff), qualification categories of staff and types of competencies needed are addressed.

1.3 Availability of services
In paragraph 2.4 we proposed a framework for a typology of service providers and provisions. Hopefully, this first attempt will give a reasonable insight into the types of providers and provisions available in a country, thus giving background for the comparison of input, process and output issues, or, when used in a more strict way, it shows which elements of lifelong career guidance can be compared internationally and which cannot. Any typology, though, gives no insight into the availability of the provisions for users. Therefore it is needed to know how many of each of the providers and provisions for each of the target groups are available.

In case of the special agencies, the number of agencies and the number of counsellors that work there can be counted. For HRD policy in companies and lifelong career guidance in schools, though, it is much more complicated. In some cases, special staff may be responsible for lifelong career guidance, but, especially in companies or schools where guidance has become an integral part of the culture, it is possible that guidance is part of the task of all teachers, trainers or managers. In our opinion the best indication of the availability of guidance to users is the amount of (personnel) time and money reserved for lifelong career guidance. This can be a full time job for a counsellor or a part of the task of a manager (who costs more than a part of a job of a teacher). This data can be collected for all service providers (for special agencies this will be the total budget of the agency). The results should be presented separately for the different types of service providers.

We therefore suggest the following area for possible indicators
1. Time and money available for guidance
   a. Time reserved for guidance in task description of personnel
   b. Costs of material
   c. Money for hiring professionals/ agencies

Available data or instruments
Data on time and money spent on guidance within the context of Public Employment Services will be available in the Labour Market Policy Database, starting in 2004.
In the OECD review many questions are asked about the service providers, type of services and people involved. All narrative described. In the National Career Development Guidelines some questions are formulated about the sources for information about career help.

1.4 Financial means
When measuring the budget allocated to lifelong career guidance, this measure should include money allocated to public services as well as subsidies for private services. In countries where guidance is an integral part of education and/or HRD-policy in companies, measuring the amount of money allocated to guidance will be complicated. Only if the budget for guidance is clearly separated from other budgets, will it be possible to clearly measure the amount of money allocated to guidance.
Area for possible indicators

1. Financial means allocated to guidance (in national budget, including subsidies for private companies)

Available data or instruments

Data on Public Employment Services on expenditure on information services and individual case management including guidance and job search activities could be available in the Labour Market Policy Database. EU countries are expected to progressively provide data for this database from 2004 on. This information concerns only part of the expenditure on guidance, but it gives some insight into the means allocated to guidance for the target group of the unemployed.

1.5 Policy

In the previous chapter the following Policy issues were listed: the amount of money allocated to guidance and the political priorities concerning guidance. The amount of attention paid to lifelong career guidance at national level could be considered a quantitative score for the clarity of political priorities in guidance. This could be operationalised into the number of acts or policy decisions that are made on this topic (taking in to account that it might not be called guidance and still concerning lifelong career guidance). Since both areas for possible indicators are quite complicated, developing them would probably be a long-term goal.

Areas for possible indicators

1. Attention for guidance in policy making (developed acts, number of policy decisions)

Available data or instruments

The qualitative review of the OECD includes questions about broad goals, aims and objectives, legal basis for aims and targeted approach that favours those in greatest need.

4.3 Issues concerning the process

2.1 Content of services

To get an idea of what the service providers do with the time and money they spend on lifelong career guidance, it is important to look at the content of the services provided. In general three aspects can be considered relevant: 1) the (average) amount of time that is spent on the deliverance of services to the users, 2) the type of activities it is spent on and 3) the means that are used in providing the services. The aspect that is most easy to measure is the amount of time that is spent on the deliverance of the services. In some cases the service does not consist of a single course or advice session but includes provision of information or attention being paid throughout the year at school or in a company. Therefore it is also important to look at the methods that are used during the service. This concerns both the type of activity that is used (e.g. information, advice, assessment, counselling, APL, mentoring, work-experience) and the means that are used to provide it (e.g. telephone, face-to-face, on-line, outreach). This kind of data cost much more effort to collect, so this might be a variable that can be collected on the longer term.
In paragraph 2.4 we discerned the problem solving and the lifelong learning skills approach. In order to understand possible differences in time spent per user and activities and means used it is relevant to be informed about the focus of the guidance provided on problem-solving or lifelong learning skills.

**Areas for possible indicators**

1. Average time per user of the service
2. Focus of service (problem-solving, learning and career management skills)
3. Guidance activities used (e.g. information, advice, assessment, counselling, APL, mentoring, work-experience)
4. Means used (e.g. telephone, face-to-face, on-line, outreach)

**Available data or instruments**

Availability of data is unclear at the moment.

**2.2 and 2.3 Quality management and delivery**

This issue concerns the way in which national governments influence the activities in the field of guidance, whether they ensure quality and coordinate the services that are provided by the different service providers. To do this it is important that they collect data and use that data for policymaking. We discern various aspects on which the gathering and use of data could be relevant for defining indicators. For this we partly followed the meta-criteria for quality assurance developed by Henderson et al. (2004). These areas of possible indicators could concern both the organisational and the national level.

**Areas for possible indicators**

1. Availability and use of data on:
   a. The quality of the management of the service
   b. The quality of delivery of the service
   c. Monitoring and inspection
   d. User feedback

**Available data or instruments**

Availability of data is unclear at the moment.

**2.4 Coherence**

The extent of coherence is difficult to measure quantitatively; it needs more in depth study. Therefore it will not be possible to use indicators on the short term, but because of its importance, we have included this area for possible indicators below.

Coherence between the policies and actions of all bodies involved in guidance at different levels should include co-operation between these bodies. The extent of cooperation between service providers is something that should be asked to many different service providers separately to get a reliable estimate. This might be possible if all service providers have to fill out an evaluation form on regular bases. Since that is not the case at this moment we suggest the number of national bodies for cross-sectoral coordination on guidance and the number of conferences or forum discussions on guidance as a possible area for indicators for now. However, it should be taken into account that the thus defined area risks not to capture the real co-operation between the bodies that might be taking place apart from these bodies or conferences.
Area for possible indicators
1. Extent of coherence between national policy and the policy on the organisational level
2. Number of cross-sectoral bodies and conferences or forum discussions on guidance

Available data or instruments
Broad qualitative data from the OECD review is available. The following subjects are addressed: overlap and integration of guidance with other services, division of management and funding, interrelation of government funding, regulation and provision, mechanisms for coordination guidance between ministries, government levels and government and other parties, barriers for coordination and comprehensive approach for universal access and to meet wide range of needs.
These data are highly qualitative. It is doubtful to which extent it will be possible at all to quantitatively measure any variable in this area.

4.4 ISSUES CONCERNING OUTPUTS AND OUTCOMES

3.1 User satisfaction
Earlier we have mentioned two approaches of lifelong career guidance, a problem solving and one for lifelong learning skills. For the first approach the most important output is the satisfaction of the user that is asking for his service: is the problem solved? The satisfaction of the user gives an indication about the quality and effectiveness of the service. This might result in finding a job, or starting training, but it might also result in the decision to stay in the job or finish the study. Information on this can be found in evaluation forms, if the service provider uses these.

Area for possible indicator
1. Level of user satisfaction with the service provided

Available data or instruments
If, building on the proposals put forward in the Staff Working Paper which accompanied the Commission’s Lifelong Learning Communication of 2001, questions are added to the Adult Education Survey on information, advice and career guidance (IAG) concerning the level of satisfaction from those who used services, data could be available on the topic of user satisfaction from 2006 or, for some countries, from 2008.
In the National Career Development Guidelines in the USA questions asked about the satisfaction of the user with the services, the desire for more information and the usefulness of the information provided.

3.2 Personal development
Next to the problem solving approach of guidance, there is also a long-term goal of guidance, to help the users to obtain learning and career management skills. The direct output can be measured assessing the learning and career management skills of the users. To know if the improved learning and career management skills do help to manage the career of the users, job satisfaction or satisfaction with study or training can be an indicator. For both indicators different instruments are available.
Areas for possible indicators
1. Learning and career management skills
2. Job satisfaction or satisfaction with study or training

Available data or instruments
Building on the recommendations made in the OECD final synthesis report of the career guidance policy review, it might be possible to include some guidance related aspects in the OECD Programme for International Student Assessment (PISA). However, the earliest a question on guidance could be included would be 2009. Possibly also data on attitudes towards guidance could be made available from the Eurobarometer. Information about this data collection will be available end of 2004. Instruments for measuring LLL-skills can be found by Kuijpers (2003) and Julien (1999). Job satisfaction is included in the questionnaire of the National Career Development Guidelines.

3.3 Policy related outputs
In the literature we found the following key aspects of guidance related aims that set for guidance on the political level: 1) to reduce unemployment and early school leaving and 2) to stimulate lifelong learning. Policy related output should therefore measure if participation in lifelong career guidance helps to find a job, to continue or start education and to complete the education or training.

Areas for possible indicators
1. % of users of services finding a (new) job
2. % of users of services continuing / starting education
3. % of users completing education / training programme

Available data or instruments
Eurostat provides data about the numbers of people finding jobs, starting, continuing and completing education or training, drop out from education and training, etc. Data about the proportion of these people that have had any form of guidance will probably not be available at the moment, but possibly might be assembled in the future.

3.4/5 Educational Benefits, Economic and social benefits
Consideration was given to defining areas for potential indicators for outputs and outcomes on both the organisational and the national levels. Indicators for Educational and for Social and Economic outputs and outcomes on National level are available for Europe. The relationships between guidance and any of these indicators are indirect. Educational, Social and Economic outputs and outcomes are influenced by many factors other than guidance. It would therefore be potentially dangerous to use any of these indicators as indicators for guidance. We therefore suggest not to use these (areas for possible) indicators in this setting, but to include aspects of Educational, Social and Economic circumstances in the variables describing the context in which lifelong career guidance is organised in each country. In the questionnaire that was sent out to experts in the field of lifelong career guidance and of indicators and benchmarks, we have invited suggestions for alternative approaches for these areas.
4.5 **ISSUES CONCERNING CONTEXT**

4.1. **User characteristics**
In order to be able to understand the meaning of information about inputs, processes and outputs on the individual level, it is necessary to know which users or types of users are considered. To what extent people will ask for guidance, will use the guidance provided and will be helped by it – within the same amount of time – at least partly depends on their characteristics. Therefore it is important to take these into account when evaluating the effects of guidance.

Above – under topic 1.1 – we included the following user characteristics as relevant to the issue of coverage: a) socio-economic status, b) age, c) level of education, d) gender e) ethnic group and f) being a member of a target group, as defined by the government.

When suggesting the relevant area for indicators concerning input on individual level, we included these aspects in the issue of coverage. If available the data concerning outputs should be broken down by these 6 user characteristics as well.

4.2. **Entrepreneurial climate (‘Room to move’)**
This issue covers two – interrelated – topics:

1. The extent to which the organisation (educational institute or private enterprise) considers (lifelong) career guidance to be relevant or even a core issue. If, for instance, schools consider time spent on career guidance activities a waste of time, which distracts students from their core tasks, little time will be spent on career guidance (Watts, 2002). The same example can be given for career guidance in private companies. This will result in little ‘room to move’ for career guidance staff and thus to fewer chances for success in terms of the output issues we mentioned above. This smaller ‘room to move’ will concern both
   a. The time that an organisation is willing to spend on activities concerning career guidance
   b. The willingness of the organisation to adjust circumstances according to the results of these career guidance activities.

2. The extent to which the organisation (mostly educational institute) is able or allowed to adapt curricula or job descriptions to the wishes and needs of individual students and workers according to the results of career guidance.

Related to this topic is the independence of the delivery of guidance. If specialised guidance agencies are financially dependent on the government or on one or more companies, their room to move will be more limited then if they are not.

4.3. **Infrastructure**
For a service provider to be able to work more easily, it is important to have access to the necessary facilities. A second aspect is the access to the target group. If guidance is well known in a country it will be easier to reach the target group, compared to situations where one has to recruit actively and convince the potential users to join.

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2 This concerns for instance the situation in which a student, having learned how to manage his career and having found out e.g. he wants to specialise in the borderline area of two disciplinary fields, wants to adjust the curriculum to this wish. The extent to which the school is willing to allow such changes in the regular curriculum will strongly depend on the extent to which the school values lifelong career guidance (and vice versa). In the context of private enterprise it concerns for instance the possibilities for an employee to develop certain qualities in a situation in which these are not part of his normal work.

3 This concerns both legal and economical possibilities. If e.g. schools are bound to a national curriculum and have little free space for extra activities, they have little ‘room to move’ for students. In private enterprise the economic situation can obstruct possibilities for personnel to change tasks or try out new ways of organising work, thus disabling employees to develop new capacities.
4.4. Social, educational and labour-market situations
The goals of guidance and the demand of services are strongly influenced by the social, educational and labour-market situation. For example, if unemployment rates are high, chances of finding a job will be low. In these conditions, less students will drop out of school, more graduated students will ask for help to find a job, etc.
We suggest that the indicators concerning education and social, economic and labour market conditions that are available at the EU level are used as context descriptions for the interpretation of data concerning lifelong career guidance.

Available data or instruments
In the OECD the question is asked about Main influences that shape national policy on guidance, what gives direct a selection of the effects that have had an impact on lifelong career guidance.
5 Next steps

5.1 Planning of the second phase of the study

The next cycle in the study concerns data collection among experts concerning the relevance and the availability of data about each of the areas of possible indicators discussed in chapter 4, good examples of policy or practice and recommendations to Cedefop.

A questionnaire has been developed and sent out to the Expert Group and the members of the European Commission Standing Group on Indicators and Benchmarks. Respondents are asked to comment on

1. A framework for the description of providers and provisions and the variables this framework was based on,
2. The descriptive model of key issues in lifelong career guidance as presented in table 3,
3. The list of possible areas for indicators that was developed in chapter 4.

Good practices are described that are related to indicators and benchmarks for lifelong career guidance. The research community in lifelong career guidance was asked for inputs of good practices.

Based on this interim report and the above described next steps in the study, recommendations will be written for the development of a strategy for the short-term, medium-term and long-term development of indicators and benchmarks for lifelong career guidance.

5.2 Major design decisions for the future use of indicators and benchmarks

Taking a multi-level input-process-outcome-context model as the basic framework to categorise indicators, there are several major decisions, which need to be taken in designing an indicator system. We will briefly discuss these in the next paragraphs and come back to these in the final report.

5.2.1 Macro level or multi-level

The simplest form of an indicator system would be to use only indicators that are measured at system level and do not require the collection of data at lower aggregation levels. In terms of outcomes this would come down to a limitation to attainment (success rates etc.) indicators rather than student achievement output. As far as processes are concerned this would imply that only system level policy measures, such as the autonomy of decisional structures, and structures for evaluation and assessment, could be taken into consideration. In this case associations between input, process, and outcome indicators could only be made at the aggregate, system level, which would mean that interpretations in terms of effectiveness and efficiency would be strongly limited.

Including data at lower aggregation levels, such as regions, schools and individual students provides more opportunities and a richer database. A crucial issue is the inclusion of participant level outcome data and participant level background characteristics. This strongly enhances the possibilities for interpretations in terms of productivity, effectiveness and equity. In actual practice feasibility would depend on available assessment programs, national or international ones.
5.2.2 CAUSAL ASPIRATIONS AND THE IMPORTANCE OF LONGITUDINAL DATA

Using disaggregate data in multi-level indicator systems is an important first step in enhancing the explanatory power of indicator systems. When one takes the ambition to make causal inferences about input/process and outcome associations serious, additional design requirement are at stake. The requirement of having longitudinal data on outcome data collected among participants in lifelong career guidance (at least two measurements on two different points in time) would be the most important one. Just having SES as a background variable is only a limited proxy for longitudinal data. This need for longitudinal information brings the whole issue of following cohorts of participants over time, with testing at periodic intervals, to the fore. Needless to say that such studies are complex and expensive.

5.2.3 CONSIDERATIONS REGARDING DATA-STRATEGIES

An evidently pragmatic way to start the design of an indicator system would be to begin with an assessment of available information, in the sense of available statistics on lifelong career guidance, national or regional assessments, and possibly cohort studies. Even if an indicator project would be designed to totally depend on available data streams, specific organisation and co-ordination should be assured in order to establish the kind of information that could be provided at a certain point in time, and to combine different data streams (e.g. from descriptive statistics and from national assessments).

If it would come down to extending data availability the following steps are to be seen as increasingly complex, time consuming and expensive:

− Making incremental improvements in available national statistics
− Proposing new statistics, for example information on the qualifications of professionals in lifelong career guidance
− Designing data collection from expert panels at national/regional level, in the OECD INES project such procedures are currently used to obtain information of the distribution of decision-making authority in a country
− Designing surveys of representatives of service providers and users
− Developing new assessment instruments

Apart from data collection data strategies for indicator systems should also address the question of using census data or sample statistics, possibilities of matrix sampling and other sampling issues.
Appendix I

Report of the literature study
1 Introduction and context

The European Commission considers lifelong career guidance one of the crucial elements for achieving the 4 public policy goals related to the Lisbon Strategy: lifelong learning, social inclusion, labour market efficiency, and economic development. Lifelong career guidance is also considered as one of the key levers for open, attractive and accessible learning environments, and for supporting learning at all ages and in a range of settings, empowering citizens to manage their learning and work. Related to the 4 public policy goals, three objectives were adopted (Stockholm European Council, 2001):

1) Improving the quality of education and training systems
2) Making access to learning easier
3) Opening education and training to the world.

The Detailed Work Programme for Common Objectives in Education and Training handles the three strategic objectives, split up in 13 objectives and 33 indicative indicators. The Commission sees effective lifelong career guidance services as important factors in achieving the goals, especially for Strategic Objective 2 (European Commission, 2002).

The key contribution which lifelong career guidance can make to the achievement of four public policy goals - lifelong learning, social inclusion, labour market efficiency and economic development - is increasingly widely acknowledged (OECD, 2004). Implementing a successful lifelong learning process requires substantial counselling and guidance for citizens of all ages (European Commission, 2002). Lifelong career guidance helps to build confidence and to empower individuals as well as making people aware of new career possibilities, including civic, leisure, learning and work opportunities and promotes the balance of life and work. It promotes employability and adaptability by assisting people to make career decisions both on entering the labour market and on moving within it. Lifelong career guidance also helps improve the effectiveness and efficiency of education and training provision and labour market instruments, both by promoting a closer match to individual and labour market needs and by reducing non-completion rates. Such public policy goals are fundamental to the attainment of the Lisbon European Council (2000) aim of making Europe the most competitive economy and knowledge based society in the world by 2010.

Lifelong career guidance and counselling would therefore, when fully developed in a lifelong learning perspective, support people in order to:

- access learning opportunities,
- motivate people to learn,
- develop individual pathways and,
- make successful transitions between the education, training and employment systems.

Figure 1 gives an overview of the relationships mentioned above.

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4 Several terms are used to refer to activities embedded in the term lifelong career guidance, as used here. For example, lifelong guidance, career guidance, vocational guidance or information, advice and guidance. In this report we will use the term lifelong career guidance.
The Commission therefore calls for the strengthening of the role, quality and co-ordination of these services. The development of common European references and principles to support national policies, systems and practices for lifelong career guidance is a priority.

This year (2004), the Education, Youth and Culture Council of Ministers also took a historic step by adopting a Resolution on lifelong career guidance. This endorsement by Ministers and the decision to opt for a Council Resolution on this area of education, training and employment policies constitute a strong signal of the importance now accorded to guidance at the highest level. Clearly lifelong career guidance is no longer considered as a peripheral issue or mere accompanying action but has moved from the wings and is now firmly centre stage.

In the following paragraph we will proceed with a conceptualisation of lifelong career guidance, and an inventory of the main principles and aims underlying lifelong career guidance.

1.1 LIFELONG CAREER GUIDANCE: PRINCIPLES, DEFINITION AND AIMS

PUBLIC GOALS AND AIMS OF LIFELONG CAREER GUIDANCE

In co-operation with the European Commission’s Expert Group on Lifelong Guidance, Objectives Working Group G formulated several aims of lifelong career guidance, related to several public policy goals:

- **Efficient investment in education and training**: Increasing the rates of education and training programme participation and completion through improved matching of individuals’ interests and abilities with learning opportunities;
- **Labour market efficiency**: Improving rates of job retention, reducing time spent in job search and time spent unemployed through improved matching of individual’s competences.
and interests with work and career development opportunities, and raising awareness of current and future employment and learning opportunities;

- **Lifelong learning**: Facilitating personal development and employability through constant engagement with education and training, assisting citizens to find their way through increasingly diversified but linked learning pathways, to identify their transferable skills, and to validate their non-formal and informal learning;

- **Social inclusion**: Assisting the educational, social and economic integration and reintegration of citizens who have difficulties in accessing and understanding information about learning and work, leading to active citizenship and to a reduction in long-term unemployment and poverty cycles;

- **Social equity**: to assist citizens to overcome gender, ethnic, age, disability and class barriers to learning and work

- **Economic development**: supporting the up-skilling the workforce for the knowledge-based economy and society.

Therefore guidance aims to:

- Enable citizens to identify their capacities, interests and to manage and plan their learning and work pathways, contributing to their personal fulfilment;

- Assist educational and training institutions to have well motivated pupils, students and trainees who take responsibility for their own learning and set their own goals for achievement;

- Assist enterprises and organisations to have well motivated, employable and adaptable staff, capable of accessing and benefiting from learning opportunities both within and outside the workplace;

- Enable local, regional, national and European economies to have well developed workforces that can adapt to changing economic demands and circumstances;

- Enable societies to have citizens that actively contribute to their social, democratic and sustainable development.

**PRINCIPLES**

Next to the public goals and aims of lifelong career guidance, Working Group G (in co-operation with the European Commission’s Expert Group on Lifelong Guidance) formulated principles underlying lifelong career guidance provision:

- **Independence** – the guidance provided respects the freedom of career choice of the citizen/user

- **Impartiality** – the guidance provided is in accordance with the citizen's interests only and does not discriminate on the basis of gender, age, ethnicity, social class, ability etc.

- **Confidentiality** – citizens have a right to privacy of personal information provided in the guidance process

- **Equal opportunities** – the guidance provided promotes equal opportunities in learning and work for all citizens

- **Transparency** – the nature of the guidance service(s) provided is immediately apparent to the citizen

- **Enabling** – the guidance provided assists users to become competent at planning and managing their learning and career paths and the transitions therein
• **Competent staff** – staff providing guidance have nationally accredited competences to identify and address the citizen’s needs, and where appropriate, to refer the citizen to more suitable provision/service

• **Holistic approach** – the personal, social, cultural and economic context of a citizen’s decision-making is valued in the guidance provided

• **Continuity** – the guidance provided supports citizens through the range of learning, work, societal and personal transitions they undertake and/or encounter

• **Availability** – all citizens have a right to guidance at any point in their lives

• **Accessibility** – the guidance provided is accessible in a flexible way such as telephone, e-mail, face to face, outreach, and is available at times and in places that suit citizens’ needs

• **Responsiveness** – guidance is provided through a range of wide range of methods to meet the diverse needs of citizens

• **Appropriateness of guidance methods** – the guidance methods have a theoretical and/or scientific basis, relevant to the purpose for which they are used

• **Continuous improvement** – guidance services have a culture of continuous improvement involving regular citizen feedback and provide opportunities for staff for continuous training

• **Collaboration** – guidance is a collaborative activity between the citizen and the provider and other significant actors e.g. learning providers, employers, parents, community interests

• **Friendliness** – guidance staff provide a welcoming atmosphere for the citizens

• **Right of redress** – citizens have an entitlement to complain through a formal procedure if they deem the guidance they have received to be unsatisfactory.

Bysshe, Hughes and Bowes (2002) describe five main principles that (should) influence the process of lifelong career guidance:

- user-friendliness
- confidentiality
- impartiality
- equality of opportunity
- accessibility

**DEFINITION**

The Council adopted in their Resolution on Lifelong Guidance the following definition: “In the context of lifelong learning, guidance refers to a range of activities that enables citizens of any age and at any point in their lives to identify their capacities, competences and interests, to make educational, training and occupational decisions and to manage their individual life paths in learning, work and other settings in which these capacities and competences are learned and/or used.” (Council of the European Union, 2004).

The Council Resolution stresses that ‘all European citizens should have access to guidance services at all life stages, with particular attention being paid to individuals and groups at risk’.

Other organisations – representing Europe (or the world) – adopted definitions that address additional and/or different issues. The OECD for example (OECD, 2004), refers to lifelong career guidance as: “The assistance to people of any age and at any point throughout their lives to make educational, training and occupational choices to manage their careers. Lifelong career guidance helps people to reflect on their ambitions, interests, qualifications and abilities. It helps them to understand the labour market and education systems, and to relate this to what they
Indicators and benchmarks in lifelong career guidance – Draft Interim Report

know about themselves. Comprehensive career guidance tries to teach people to plan and make decisions about work and learning. Career guidance makes information about the labour market and about educational opportunities more accessible by organising it, systematising it and making it available when and where people need it.”

The OECD questionnaire for the career guidance policy review (OECD, 2004) provided the following definition for informing the respondents: “The term “information, guidance and counselling services” refers to services intended to assist individuals, of any age and at any point throughout their lives, to make educational, training and occupational choices and to manage their careers. It includes a wide range of activities. For example activities within schools to help students clarify career goals and understand the world of work; personal or group-based assistance with decisions about initial courses of study, courses of vocational training, further education and training, initial job choice, job change, or work force re-entry; computer-based or on-line services to provide information about jobs and careers or to help individuals make career choices; and services to produce and disseminate information about jobs, courses of study and vocational training. It includes services provided to those who have not yet entered the labour force, services to job seekers, and services to those who are employed.”

In a synthesis report (Sultana, 2004) discussing three reviews on lifelong career guidance conducted by ETF, World Bank and OECD, an important terminological distinction is drawn between guidance on personal issues - often captured by using the word counselling, and educational or lifelong career guidance. Some countries – like the Netherlands – adopted and realized a distinction between guidance and counselling, as in other countries all three guidance functions are preferred to be together.

ACTIVITIES

The Council formulated some examples of lifelong career guidance activities, including information and advice giving, counselling, competence assessment, mentoring, advocacy, teaching decision-making and career management skills (Council of the European Union, 2004).

The OECD (2004) describes that, while personal interviews are still the dominant tool, lifelong career guidance includes a wide range of other services (OECD, 2004). Plant (2004) refers in his article on quality of lifelong career guidance to the Standing Conference of Associations on Guidance Educational Settings (1992) which identified ten guidance activities: informing; advising; assessing; teaching; enabling; advocating; networking; feeding back; managing; and innovation/systems change. Ford (2001) added four more: signposting; mentoring, sampling work experience or 87 learning tasters; and following up.

LIFELONG CAREER GUIDANCE PRACTITIONERS

Sultana (2003) describes in the synthesis report on several reviews that most of the guidance survey reports implicitly or explicitly conceptualise lifelong career guidance as a pedagogical activity. A view they share with the Commission who refers to guidance workers (in a lifelong learning context) as learning facilitators who enable the acquisition of knowledge and competences by establishing a learning environment. Sultana describes that the different country reports reflect a view on counsellors as promoting a learning relationship by making available to users useful and usable information about:

(a) their own personal resources (abilities, interests, aspirations, ambitions, aptitudes - all of which can be clarified through an increasing range of assessment tools);
Guidance workers can provide training in the skills that users need to integrate and manage this information, and to use it to clarify and further their life goals - though respondents to the survey did not highlight this particular input by counsellors to any great extent, Sultana concludes. Many did note, however, that as with all pedagogical relationships, there is an ethical dimension in delivering lifelong career guidance services, where a professional code of conduct safeguards the users’ best interests. Many country reports show that they see guidance workers not as simply technocratic functionaries serving as a vehicle for information dissemination. Many in fact reported a discomfort when conflicts arose between the bureaucratic and the professional demands of their job, particularly in public employment offices. In the best of cases, guidance workers consider themselves as empowering and networked nodes, who use their information of – and contacts with - the education and labour market to ease the social inclusion of those at risk, and support all users in crystallising and pursuing of life goals, in their search for more meaningful, fulfilling and dignified living, and in active citizenship.

Sultana also concludes that countries use different terms to refer to the persons performing this complex and multidimensional activity called guidance. In the education sector, for instance, Sultana found reference to guidance counsellors (e.g. Flemish-speaking Belgium, France, Greece, Iceland, Ireland), information or documentation specialists (e.g. Greece), pedagogic advisers (e.g. Bulgaria), career education officers (e.g. Iceland), study counsellors (e.g. Finland), career path teachers and school godmothers (e.g. Czech Republic), learning path counsellors (e.g. Flemish-speaking Belgium) and education route officers (e.g. the Netherlands). In the labour market sector and in enterprises, those carrying out a guidance function can be referred to as employment counsellors/advisers, case managers (e.g. France, Greece, Malta), industrial psychologists (e.g. France), andragogues, defectologists (e.g. Slovenia), guidance technicians (e.g. Spain), skills auditors (e.g. France), mobility advisers (e.g. the Netherlands), mentors and coaches (e.g. Iceland), employment consultants (e.g. Finland), and portfolio officers (e.g. the Netherlands).

Generally, the role of career development, guidance and counselling is linked with the concept of economic growth (Watts, 1999). In this capacity, one of its aims is to facilitate personal mobility, i.e. ease the movement of manpower (and students) to economic growth areas, thus serving as a societal lubricant. Economic growth, in terms of career development, may be sustained by scientifically placing people in their proper occupational position: a testing tradition, the quality of which rested on the prognostic value of the tests. In terms of economic growth, career counselling in this approach helps each individual to unfold his or her potential, thus providing a link between personal growth and economic growth.

1.2 BUILDING A MODEL FOR INDICATORS AND BENCHMARKS

When trying to build a model with indicators and benchmarks for lifelong career guidance, it is essential that you start with a clear definition of lifelong career guidance. The definitions,
principles, aims and public goals described above are relevant for this definition of lifelong career guidance but are not sufficient. In order to develop indicators and benchmarks, we need a common framework of key issues and elements, which goes further than the general definitions and objectives. We need to know more about the actual process of lifelong career guidance, what services are provided, is realised with these services, what are the goals you want to achieve at individual level, etc.

In the next chapter we will proceed with an analysis of more specific literature and a description of more specific issues, aims and objectives. After that we will try to order them according to the key issues and more specific elements.
2 Key issues concerning lifelong career guidance

Internationally, lifelong career guidance is higher on the public policy agenda than ever before. However, in the Member States (and other countries) there are different structures and systems for the policy of guidance, the realisation of guidance, the actual guidance process, etc. In this paragraph we will try to describe the available literature on lifelong career guidance and try to reflect the main issues the different practices and policies are dealing with.

2.1 Existing research and practice on lifelong career guidance

Several authors and organisations have described or designed a view on outcomes, goals and aims regarding lifelong career guidance. In this paragraph several conclusions, views and arguments are described, helping us towards building a model on indicators.

Lifelong career guidance systems

The OECD concludes in her review report (2004) that there is no one common design for lifelong career guidance systems. They vary according to national traditions and administrative arrangements, and according to the stage of development of lifelong career guidance services. However in all countries policy-makers face common choices in designing lifelong career guidance systems.

The OECD addresses the following issues:

- In designing lifelong career guidance systems, countries must translate the need for wider access to services, and for a broader focus upon the development of learning and career management skills, into practical sets of priorities and specific decisions about how resources are used. In broad terms, the first priority should be for systems and programmes that develop learning and career management skills and provide high quality and impartial career information. Policies should not be based upon the assumption that everybody needs intensive personal advice and guidance, but should seek to match levels of personal help, from brief to intensive, to personal needs and circumstances.

While policy-makers in some OECD countries expect lifelong career guidance to be centred upon individual goals, in all countries they also expect it to contribute to public policy objectives:

1. making education systems more efficient;
2. contributing to the improved efficiency of the labour market;
3. and helping to improve social equity.

Many of these expectations are long-standing. The progressive adoption of lifelong learning strategies in OECD countries, and an emphasis upon active employability in labour market polices, pose new challenges for lifelong career guidance. It needs to shift from being largely available to selected groups, at particular points in life, to being much more widely available throughout the lifespan. And services need to shift from an approach largely focused upon helping people to make immediate decisions through face-to-face interviews, to a broader approach that also encompasses the development of learning and career management skills such as the ability to make and implement effective career decisions.
• Another key step is to identify gaps in services. These will differ from country to country. They will depend upon national demographic, economic or economic issues.

• Policy makers need to decide: when the lifelong career guidance process should start; how long it should continue throughout life; how responsibility for young people should be shared at key decision points such as the transition from school to work or to tertiary education; whether to deliver services through specialized occupational and organisational structures that provide only lifelong career guidance, or to attempt to combine career guidance with other forms of personal services; whether services should be all-age or age-specific; and what mix of present models and more innovative approaches, of the sort outlined in this report, to use to deliver career guidance for adults.

• The report concludes with six major issues that need to be considered in designing improved lifelong career guidance systems in OECD countries. They are:
  1. Ensuring that resource allocation decisions give the first priority to systems that develop learning and career management skills and career information, and that delivery systems match levels of personal help, from brief to extensive, to personal needs and circumstances, rather than assuming that everybody needs intensive personal career guidance.
  2. Ensuring greater diversity in the types of services that are available and in the ways that they are delivered, including greater diversity in staffing structures, wider use of self-help techniques, and a more integrated approach to the use of ICT.
  3. Working more closely with lifelong career guidance practitioners to shape the nature of initial and further education and training qualifications in support of the development of learning and career management skills, better career information, and more diverse service delivery.
  4. Improving the information base for public policy making, including gathering improved data on the financial and human resources devoted to lifelong career guidance, on user need and demand, on the characteristics of users, on user satisfaction, and on the outcomes and cost-effectiveness of lifelong career guidance.
  5. Developing better quality assurance mechanisms and linking these to the funding of services.
  6. Developing stronger structures for strategic leadership.

REDESIGNING THE LIFELONG CAREER GUIDANCE SYSTEM
Watts (2002) discussed in his article on Career guidance and public policy: global issues and challenges the findings of the OECD report. He concludes that all of the countries taking part in the review of the OECD are seeking to re-examine their lifelong career guidance systems in the context of encouraging lifelong learning and sustained employability for all. The balance between learning objectives, labour market objectives and social equity objectives, and the precise nature of these objectives, varies across the countries. But all recognise the need for lifelong learning strategies to be linked to employability and to be driven significantly by individuals, with potentially significant implications for the role of lifelong career guidance services in supporting such processes on a lifelong basis.

Next to this, Watts (2002) addresses that, in all countries, lifelong career guidance services are in practice still predominantly concerned with two groups: young people and the unemployed.
Their main focus is on helping young people to manage their choices within initial education and their entry to the labour market; and on helping adults who are unemployed to return to work as quickly as possible. The needs of adults who are outside the labour market altogether, or in employment but seeking to change or develop their career, are relatively neglected.

The third point Watts addresses is that, particularly in relation to these neglected groups, an important policy issue is the need for lifelong career guidance services, which go beyond the provision of career information. The necessity of making good information available to all is not in question: the Internet is increasingly providing a means of doing so. But the issue is whether this is sufficient. For career information to be of value, individuals need to be able to act upon it. This assumes that they are able to find it, understand it, relate it to their needs, and convert it into personal action. We need to know much more about the dynamics of this process, but from what we know at present, it seems likely that the availability of human mediation is crucial for many people. Strategies for providing this mediation, either from skilled lifelong career guidance practitioners, or from others supported by such professionals, are accordingly essential.

Finally, Watts concludes that in these terms, no country has yet developed a universal lifelong career guidance system capable of supporting a lifelong learning strategy. Across the participating countries, the key elements of such a system can be discerned. If one could take the strengths of each of the countries, and bring them together, a powerful model would begin to emerge. We hope to describe such a model, illuminating each of its key elements with examples of good practice from different countries. But at present no country has enough of the elements in place, or has developed them sufficiently, to claim that it has cracked the problem.

**LITERATURE ON OUTCOMES**

Much literature on lifelong career guidance considers the desired and prospected outcomes of lifelong career guidance. For example, Bysshe, et al. (2002), discuss in their article the economic benefits of lifelong career guidance. They distinguish between four different outcomes (see also Watts, 1999):

1. immediate (or learning outcomes)
2. intermediate
3. longer term (individual outcomes)
4. longer term (economic outcomes)

In figure 2 these outcomes are presented in relation to three different levels the outcomes are of influence on. In this paragraph we will elaborate on these outcomes with several applicable literature.

<table>
<thead>
<tr>
<th>Individual</th>
<th>Organisational</th>
<th>Societal</th>
</tr>
</thead>
<tbody>
<tr>
<td>Immediate</td>
<td>Learning outcomes</td>
<td>Economic benefits</td>
</tr>
<tr>
<td>Intermediate</td>
<td>School effectiveness (e.g.)</td>
<td>Social benefits</td>
</tr>
<tr>
<td>Ultimate</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Figure 2. Outcomes of guidance; derived from Watts (1999, in Bysshe, et al., 2002).
**Immediate and Intermediate Outcomes**

These categories of outcomes broadly relate to what are referred to as the learning outcomes of guidance. The immediate learning outcomes are those where the impact is evident subsequent to a guidance intervention (evidence from this type of outcome is often evidenced through user feedback forms). Intermediate learning (and other) outcomes will only become apparent after a period (with evidence often become apparent through user follow-up, and/or subsequent interventions). Killeen and Kidd (1991, in Bysshe, et al., 2002) classify these outcomes as:

- attitudes;
- decision-making skills;
- self-awareness;
- opportunity awareness;
- certainty of preference;
- transition skills.

Plant (2001) also discusses the immediate outcomes of lifelong career guidance in his article on quality in careers guidance. Plant describes which countries are active in pursuing quality in for example learning outcomes. The Canadian Blueprint builds on the NOICC Guidelines (see www.noicc.gov & www.lifework.ca for more detailed analysis). To illustrate the approach taken, the NOICC statements in terms of adults, in the common categories:

a) Self-Knowledge,
b) Educational and Occupational Exploration, and
c) Career Planning,

which include such competencies as:

- skills to maintain a positive self-concept (a),
- skills to maintain effective behaviours (a),
- skills to participate in work and lifelong training (b),
- skills to locate, evaluate, and interpret career information (b),
- understanding the continuing changes in male/female roles (c),
- skills to make career transitions (c).

In this respect, lifelong career guidance is seen as a tool for personal development, especially in relation to the need for lifelong and life wide learning. Quality in these terms is measured in terms of, for example, educational take-up rates for long-term unemployed or (wo)men returners, job-retaining, job-and-training rotation scheme participation, numbers of personal action plans, portfolios, educational drop-out rates, etc.

**Longer Term Outcomes – Individuals**

Research into the longer term outcomes relates to young people's and adults participation in 'formal' and 'informal' education and training; student retention and achievement within a further and higher education context; the role of lifelong career guidance in supporting the development of job search skills; and/or its impact on reducing unemployment. Recent studies (see Bysshe, et al., 2002) have shown that lifelong career guidance contributes to participation. Some studies that show the relationship between specific issues related to link between guidance and participation are as follows (all in Bysshe, et al., 2002):

Bysshe and Parsons (1999) found that as a result of contacting Learning Direct many users had subsequently started a course of study or training.

James (2001) conducted a small-scale study, which showed the success of a Learning Adviser approach in attracting people who would not otherwise have participated in learning.

Barham, Hughes and Morgan (2000) identified a high percentage of New Start leavers entered education, jobs and/or training as a result of support given by Personal Advisers.

Park (1994) reported on deficiencies in learning information although the vast majority of those who received 'specialist advice' found it useful.

Disentangling the role of lifelong career guidance is complex and problematic. But most of these studies suggest that lifelong career guidance makes, or is perceived to make, some positive contribution.

More recent studies focus primarily on student retention (Bysshe, et al., 2002). These suggest that lifelong career guidance has an important role to play in terms of reducing student drop-out rates. For example;

- SWA Consulting (1999) reported an association between low drop-out rates for those who had received specialist career advice.
- Sargant (2000) proposed that a lack of information and advice for students affected drop-out rates.
- McGivney (1996) suggested that a lack of pre-entry/on-course information and advice is associated with increased drop-out rates amongst mature students on further and higher education courses.

However, McGivney cautions against assuming that all 'drop-out' is negative. Some young people or adults may leave their studies in order to:

- enter the labour market;
- pursue other more relevant learning;
- assume caring responsibilities.

It was also noted that some apparent ‘drop-out’ is actually temporary suspension of study.

**Longer Term Outcomes – Economy**

These outcomes relate to the benefits of lifelong career guidance for individuals, employers and enterprises. There is very limited evidence of the economic benefits of lifelong career guidance in enterprises, with a few exceptions such as a study on 'Effective Career Discussions at Work' (Hirsh et al., 2001, in Bysshe, et al., 2002). Hirsh et al. found that company staff perceives the benefits of internal career discussions in 'indirect' terms such as, improved morale and attitudinal change, rather than productivity gains.

Research on the wider social benefits of lifelong career guidance and its potential contribution to the UK economy include issues related to the direct costs of unemployment and the GDP. In summary, lifelong career guidance may reduce unemployment in three ways (see Bysshe, et al., 2002):

- Re-stimulating ‘discouraged workers’ to become active in the labour market.
- Matching to ensure better alignment of ‘demand’ and ‘supply’ of labour.
- Increasing efficiency of job search so that duration is reduced and vacancies fill more quickly.
Economic studies have been carried out focusing on reduction in welfare payments and the net benefits in terms of increased levels of income tax deductions and contributions. Although it could be argued that cross-national studies would be helpful, in reality, such studies have been merely descriptive and, at present, the assumption of public benefit rests upon basic economic contentions about both the private and public benefits of better-informed labour and human capital markets (Bysshe, et al., 2002).

Bysshe, et al. (2002) describe that Killeen et al (1992) highlight the complexities of measuring the economic success of lifelong career guidance. They explicitly state that attitudinal change and learning outcomes are important ‘precursors’ to the economic benefits of lifelong career guidance.

- Motivational and attitudinal change include studies that examine the levels of self-confidence, more positive attitudes, greater motivation to seek employment, increased motivation and interest in education and training. lifelong career guidance is reported to be associated with, or perceived to be associated with, positive change in individuals set within a range of different contexts.
- Learning outcomes include studies that examine career learning outcomes which are defined as the skills, knowledge and attitudes, which facilitate informed and rational occupational and educational decision-making and the implementation of such decisions.
- Participation in learning include studies that focus on young persons and adults’ participation in ‘informal’ and ‘formal’ education and training. Detangling the role of lifelong career guidance is complex and problematic. However, most studies suggest that high quality lifelong career guidance makes, or is perceived to make, some positive contribution.
- Student retention and achievement include studies that refer to further and higher education contexts. The findings from their review show that further and higher education institutions and ‘quango’ agencies consider guidance to be highly important. However, it is clear that there is a lack of research evidence and closer scrutiny of the benefits and outcomes of guidance is required.
- Job search/reduced employment include studies that based on quantitative and qualitative research, most of which are based on the experiences and perceptions of those receiving or delivering guidance. The evidence shows that quite intensive, multi-method guidance intended to support the job search of non-or unemployed people does reduce mean job search time and enhance re-employment rates over the short-to medium term.
- Employment include those studies, which refer to the benefits of guidance for individuals, employers and enterprises. Generally, there is very limited evidence on the economic benefits of guidance in enterprises.
- Economy include those studies, which relate to the wider social benefits of guidance and its potential contribution to the economy. At present, estimation of the UK macro-economic benefits of guidance can only be as good as our estimates of its net impact on these and other relevant variables. This is one of the reasons why a strategic approach to guidance evaluation research is required.

Also Plant (2004) addresses the economic outcomes of lifelong career guidance. He describes that one of the difficulties of measuring economic outcomes of lifelong career guidance is that it is very difficult to establish control groups, which are not affected by lifelong career guidance interventions, in two respects. First of all, it would be morally questionable to deprive certain groups of services, which were given to everybody else. Secondly, lifelong career guidance is
difficult to disentangle from other forms of information and inspiration, the influence of peer advice, the media, chance, and from other elements of schemes of which they are an integral part. But, the economic yardstick is one-dimensional; lifelong career guidance are multidimensional interventions and need to include ethical considerations (Plant, 2004).

The Centre for Guidance Studies (2003) concludes that from the available evidence evaluating the overall impact of lifelong career guidance, a range of challenges is provided. These include:

- There are a wide range of factors which influence individual career choice and decision-making, and/or which can impact on outcomes;
- Lifelong career guidance is frequently not a discrete input, but rather is embedded in other contexts, such as learning provision, employer/employee relationships, and or within multi-strand initiatives;
- Comparing the evidence available in different studies is problematic when the nature of lifelong career guidance, the depth of work undertaken and target groups, vary considerably;
- There is not an agreed set of outcome measures for lifelong career guidance, or common methods of collecting output, or outcome data, except in the case of a limited number of discrete programmes/areas of work.

The review of Bysshe, et al. (2002) has highlighted a number of key issues for government policy-makers, researchers, managers and practitioners. The following recommendations are made:

- there is a need to identify level of evidence required to inform public policy debate in relation to levels of future investment for lifelong career guidance;
- A co-ordinated strategy is required to (a) consider relative effectiveness, cost effectiveness and cost-benefit in a degree of detail which realistically captures the diversity of guidance; and (b) examine the associations between effects of these kinds, which can be produced and demonstrated with relative ease, and their subsequent educational and career benefits.
- Short-term evaluation studies should be extended where appropriate, to include user research and to enable longer-term analysis of key findings and trends.
- A robust research programme is required that builds on current studies taking account of findings from evidence-based practice.
- A systematic review of discrete and integrated interventions is required to take full advantage of the current diversity in UK provision.
- A national research database is required to capture main findings from research in a systematic way and to help disseminate good and interesting policies and practices.

Finally, Killeen (1996, in Bysshe, et al., 2002) distinguished different outcomes and/ or benefits of lifelong career guidance, as well as contextual factors (see figure 3).
Contextual factors and determinants of IAG
Individual: Factors include – gender; age; ethnicity; educational attainment; employment status; locus of control; vocational maturity; information and guidance needs.
Personal situation: Factors include - domestic situation; local labour market conditions; geographic location; access to IAG services.
Institutional: Factors include – employer requirements, benefit conditions, school and college policies.

Information, Advice and Guidance
Factors include – intensity/duration of interventions/support; types of support available (including whether it is discreet, or integrated into other provision). Ancillary IAG outputs can include: placement into work or learning; advocacy on behalf of clients; then feedback to opportunity providers, and other bodies.

Immediate outcomes
These can include enhanced knowledge/skills in the following areas: decision-making skills; opportunity awareness; career management (including the ability to make effective transitions and plan progression). Attitudinal change in regard to: increased optimism; locus/sense of control; reduced anxiety/stress; enhanced levels of decidedness.
Motivation: In regard to work, and/or to learning.

Intermediate outcomes
Search: improved search strategy (for learning and work opportunities); intensity of search; channels/progression routes explored; duration of search.
Decision-making: Enhanced behaviour (e.g. ability to cope with, and plan beyond, disappointments).

Longer-term outcomes (individual)
Training & education: take-up of opportunities; levels of attainment; skills match; relevance to employment choice; duration of study/learning.
Labour supply effects: impact on reservation wages; labour market entry and withdrawal.
Job effects: Increased levels of job entry; career development/progression; performance and productivity improvements.

Longer-term outcomes (economy)
Employers : increased productivity; reduced recruitment and turnover costs; increased flexibility; improved ability to introduce new processes.

Figure 3. Simplified model of the relationships that need to be considered when assessing information, advice and guidance outcomes (adapted from Killeen, 1996, in Bysshe, et al., 2002).

Literature on quality guidelines and criteria
Plant discusses in his article on quality in careers guidance (2001) that in the EU Member States, USA and Canada, there are guidelines or standards aimed at the consumer, i.e. the general public; some are directed towards the guidance professionals and their competencies; others deal with the quality of the information provided in careers guidance and counselling.
The actual power issues lie embedded in such efforts: who defines, maintains and, in particular, controls such guidelines or standards?
Below, we will address the three different domains that can be distinguished in the present state of affairs (Plant, 2001): the quality of occupational and educational information; the qualifications/ competencies of guidance staff; and standards/ guidelines relating to the delivery of lifelong career guidance.
**The quality of occupational and educational information**

Plant (2001) argues that Canada and the USA have issued several guidelines about lifelong career guidance and information. E.g. NCDA, National Board for Certified Counsellors, Association for Computer-Based Systems for Career Information. Next to this, Denmark has issued a Declaration of Career Information (with a focus on information on training/educational options), i.e. a list of headings to be covered in all types of career information, regardless of the chosen media (Radet for Uddan nelses- og Erhvervsvejledning [RUE], 2001, in Plant, 2001). These include: identification (who is imparting what to whom); goal (aims, target group, usage); contents (theme, coverage, style); medium (availability in different formats: hard copy, computerised); structure (organised sequentially or as hypertext); and accessibility (computer specification; audio version of printed or computerised material) (see Plant, 2001).

**The qualifications/competencies of guidance staff**

A number of countries have established registration or licensure procedures for career counsellors (Plant, 2004). E.g.: the Deutscher Verband für Berufsberatung (www.berufsberater.net). The Institute of Career Guidance in the UK also now maintains a Register of Guidance Practitioners (see www.icg-uk.org). Further examples of guidelines/standards aimed at guidance professionals are to be found in the Canadian Standards and Guidelines for Career Development Practitioners (www.career-dev-guidelines.org) (Plant, 2001).

**Standards/guidelines relating to the delivery of lifelong career guidance**

A typical study in Denmark on the quality of lifelong career guidance listed a number of generic quality indicators (Undervisningsministeriet, 1992, in Plant, 2004): client-centeredness; accessibility, transparency and coherence of the services; well trained guidance staff; valid, precise and comprehensive career information; referral to other guidance specialists; and follow-up. No system for measuring these indicators was offered. In these reports, quality issues were linked with ethical considerations, incorporating the Danish Ethical Guidelines for Educational and Vocational Guidance (RUE, 1995, in Plant, 2004).

According to Plant (2004), a difficult point is achieving mutual ownership. It takes much more than one partner to establish the cross-sectoral guidelines that are needed in the fragmented and widespread field of career guidance and career development. Cross-sectoral co-operation is needed, and to succeed, a broad national lead body must include all relevant partners (educational and labour-market authorities, social partners, professional lifelong career guidance associations etc) in an earnest mutual developmental process over a period of time, with plenty of room for local and regional discussions and ownership. The examples from the UK (NACCEG) and Canada (Work/Life Centre and CCDF) point in this direction.

⇒ **META-CRITERIA**

In a study on quality guidelines and criteria, Henderson, Hignett, Sadler, Hawthorn and Plant (2004) produced meta-criteria to ensure Quality Assurance Systems promoting best practice in lifelong career guidance. This study was aimed at:

- producing an overview of existing quality guidelines and criteria for guidance services and products; the principles and assumptions underlying the approaches, and the challenges of their implementation, within and across sectors;
- capturing good examples of policy and practice, particularly of citizen/user involvement;
- identifying options for approaches that could be adopted at European level to assure quality guidance provision. In particular, to identify how such criteria could be designed to be citizen-friendly and to take account of the diversity in guidance settings and systems among current and future member states.

In figure 4 the meta-criteria this study finally produced, are presented.

| Citizen/ user involvement | 1a | Ensure that individual users are regularly consulted on their satisfaction with, and experience of, the service |
|                         | 1b | Require the service providers to make systematic use of the findings from such consultations |
|                         | 1c | Include information for the user about entitlement (e.g. users’ charters) and take account of the work of Consumer Associations in processes for consumer protection and redress |
| Professional practice   | 2a | Include the monitoring or assessment of practitioners to ensure they are following professional principles and/or codes of ethics |
|                         | 2b | Require guidance practitioners to hold, or be working towards, agreed minimum levels of qualification |
|                         | 2c | Require on-going professional development and service improvement |
|                         | 2d | Include all relevant professional associations in the development of standards and quality assurance procedures |
| Service improvement     | 3a | Include clearly defined standards of service, some way of monitoring whether a service meets those standards, and a procedure to follow that requires the service to take steps to achieve them if they do not already |
|                         | 3b | Include some way of monitoring and evaluating whether this in fact results in reaching specified standards and ongoing improvement |
|                         | 3c | Include some way of differentiating and monitoring service provision in relation to different target groups |
|                         | 3d | Require services to form working links with, and provide support for, groups and bodies that offer guidance informally (e.g. parents, voluntary organisations or bodies associated with leisure activities) |
| Coherence               | 4a | Include links to ensure effective working relationships within and across Government Departments on quality assurance in guidance |
|                         | 4b | Ensure there are no conflicts between different quality assurance systems operating in different guidance sectors, or in relation to different target groups |
|                         | 4c | Include ways of monitoring the use and usefulness of links between guidance-providing agencies |
| Independent provision   | 5  | Cover work done by private agencies, employers, trade unions and other providers not funded through the state |
LITERATURE ON INDICATORS AND BENCHMARKS FOR LIFELONG CAREER GUIDANCE

The European Commission’s Expert Group on Lifelong Guidance, sub-group on indicators (2003) argues that:

- given that some of the key objectives in relation to guidance concern the availability and flexibility of services, the aim should be to develop indicators which would measure access to guidance provision and the diversity of delivery;
- since the focus of the Expert Group on Lifelong Guidance is particularly on guidance from a citizen/user perspective it makes sense to address the indicators questions directly to consumers rather than providers via some kind of household survey (e.g. Eurostat’s Labour Force Survey). This means that the language has to be tailored accordingly e.g. ask questions about ‘help’ and ‘information’ rather than ‘guidance’. Questions could cover a mix of objective and subjective issues such as whether help/advice/information services were used, whether they were easily accessible and to what extent the users consider that their needs were met;
- a review needs to be done of existing indicators to see what can be built on;
- both statisticians and content experts are needed to work on the design of the indicators.

While a few countries have some information on lifelong career guidance activities, it quickly becomes apparent that a common understanding of what should be included in lifelong career guidance is lacking (European Commission, 2002). The same is true when comparing the number and the type of centres providing lifelong career guidance. If there is no consensus on how broad the concept of lifelong career guidance should be, it will be difficult to develop indicators that guarantee comparability across Europe.

In general there is not much literature available about indicators and benchmarks covering the whole concept of lifelong career guidance. Several authors however, have published articles and studies on indicators relating to single or smaller aspects of lifelong career guidance. In Appendix 4 we describe these several cases (good practices), which shows that there are good initiatives or practices concerning the use of indicators although it is just for single aspects of lifelong career guidance.

Next to this however, it is possible that countries are in practice busy with indicators for lifelong career guidance, but because of the language difference it is not easy to find when looking for English literature.

In the next paragraph we summarise the issues described above, categorised by subjects we distinguished from out the literature.
2.2 Issues related to and defining lifelong career guidance

In table 1, 2 and 3, summaries of issues and elements deriving from the literature in relation to lifelong career guidance are presented. These summaries are categorised in relation to respectively input, process (throughput) and output (see figure 1 in the report). This model helps us to choose the central themes for which indicators will be developed.

Table 1. Input related issues of lifelong career guidance

<table>
<thead>
<tr>
<th>Input related issues</th>
<th>Subjects</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Acces</strong></td>
<td>- through the whole lifespan</td>
<td>OECD, 2004</td>
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<tr>
<td></td>
<td>- lifelong access</td>
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<td></td>
<td>- independent</td>
<td>Watts, 2002</td>
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<tr>
<td></td>
<td>- comprehensive and integrated (educational, occupational &amp; labor market)</td>
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<td></td>
<td>- access to ICT</td>
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<td></td>
<td>- access to all: focus of (public) services not only upon unemployed</td>
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<tr>
<td></td>
<td>and at-risk (‘ad hoc guidance’), but also on longer-term career</td>
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<td></td>
<td>development needs and employed people.</td>
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<td></td>
<td>- who are concerned with guidance: only young people (at risk) and the</td>
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</tr>
<tr>
<td></td>
<td>unemployed, or more?</td>
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<tr>
<td><strong>Financial means</strong></td>
<td>- how much money is given by the national government to guidance services</td>
<td>OECD, 2004</td>
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<tr>
<td></td>
<td>lifelong career guidance (in every sector)</td>
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<td></td>
<td>- efficiency/ effectiveness</td>
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<td></td>
<td>- explicit funding system (concentrated on those most in need, if those</td>
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<td></td>
<td>who could afford to pay were able and encouraged to do so).</td>
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<td></td>
<td>- funding of training for employees (by government and enterprises)?</td>
<td></td>
</tr>
<tr>
<td><strong>Qualification of staff</strong></td>
<td>- qualification of teachers, guidance workers, counsellors, trainers</td>
<td>Plant, 2001</td>
</tr>
<tr>
<td></td>
<td></td>
<td>NCRVE, n.d.</td>
</tr>
</tbody>
</table>
### Table 2. Process related issues of lifelong career guidance

<table>
<thead>
<tr>
<th>Process related issues</th>
<th>Subjects (specific goals, benefits etc.)</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>- mutual ownership</td>
<td></td>
</tr>
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<td></td>
<td>- quality assurance and coordination (between ministries and governments)</td>
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<td></td>
<td>- quality standards</td>
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<tr>
<td></td>
<td>- by which is the quality standard monitored, used, handled?</td>
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<td></td>
<td>- feedback mechanisms: how and/ or is statistical information related to indicators used?</td>
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<td></td>
<td>- good planning</td>
<td></td>
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<td></td>
<td>- strong legislation</td>
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<tr>
<td></td>
<td>- explicit policy; what lifelong career guidance is, how it should be realized, how long it should continue, etc.</td>
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<tr>
<td></td>
<td>- policies and laws supervised and controlled by the society, unions and democratic institutions</td>
<td>Plant, 2004</td>
</tr>
<tr>
<td>Quality of staff professionalisation</td>
<td>- competency frameworks for lifelong career guidance</td>
<td>Plant, 2004</td>
</tr>
<tr>
<td></td>
<td>- practitioners (support staff and fully qualified staff)</td>
<td>OECD, 2004</td>
</tr>
<tr>
<td></td>
<td>- competence development</td>
<td></td>
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<td></td>
<td>- sufficient and appropriate training, covering all areas important for lifelong career guidance</td>
<td>European Commission’s Expert Group on Lifelong Guidance, 2003</td>
</tr>
<tr>
<td></td>
<td>- guidance role of teachers</td>
<td></td>
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<tr>
<td></td>
<td>- reorganizing the work of lifelong career guidance: reshaping the nature of the lifelong career guidance workforce; organizational and occupational structures should be created</td>
<td></td>
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<tr>
<td>Citizen/ user involvement</td>
<td>- demand-driven approach</td>
<td>OECD, 2004</td>
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<tr>
<td></td>
<td>- flexibility and innovation</td>
<td>European Commission’s Expert Group on Lifelong Guidance, 2003</td>
</tr>
<tr>
<td></td>
<td>- feedback mechanisms, feedback loop</td>
<td></td>
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<tr>
<td>Quality of information deliverance</td>
<td>- effectiveness</td>
<td></td>
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<tr>
<td></td>
<td>- ICT</td>
<td></td>
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<tr>
<td></td>
<td>- objective and independent</td>
<td>Plant, 2004</td>
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<tr>
<td></td>
<td>- high quality information</td>
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<tr>
<td>(Quality of the) Service process</td>
<td>- accurate and up-to-date</td>
<td>OECD, 2004</td>
</tr>
<tr>
<td>- transparent and comprehensive</td>
<td></td>
<td></td>
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<tr>
<td>- coordination between ministries and agencies or different levels of government (also supply and demand information)</td>
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<td></td>
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<tr>
<td>- user-driven (tailor-made)</td>
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<td>- standards and guidelines for the quality of information materials present</td>
<td></td>
<td></td>
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<tr>
<td>- what kind of service (assessments, mentoring, etc.)</td>
<td>Plant, 2004</td>
<td></td>
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<tr>
<td>- effectiveness</td>
<td></td>
<td></td>
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<tr>
<td>- ethics, ethical behavior</td>
<td>Mayston, 2003</td>
<td></td>
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<tr>
<td>- flexible delivery systems (diversify service delivery)</td>
<td></td>
<td></td>
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<tr>
<td>- inspirational resources</td>
<td>CeGS newsletter, 2003</td>
<td></td>
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<tr>
<td>- methods used to assess the abilities, skills and attributes of the individual; lifelong career guidance interview</td>
<td></td>
<td></td>
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<tr>
<td>- change resource allocation priorities</td>
<td>Gillie &amp; Gillie Isenhour, 2003</td>
<td></td>
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<tr>
<td>- (regionally based) independent services (some services are tied to self-interest)</td>
<td></td>
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<td>- access to an ‘expert’ adviser, if necessary</td>
<td></td>
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<td>- shorter time to graduation</td>
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<td>- management of the service process</td>
<td></td>
<td></td>
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<td>- ISO standards</td>
<td></td>
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<tr>
<td>- quality of interaction between counselor and user</td>
<td></td>
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<tr>
<td>- workplace orientation by students for exploration</td>
<td></td>
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<tr>
<td>- development of workplace guidance for VET graduates</td>
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<tr>
<td>- organizations with a good human resource development practice; quality mark schemes and reward</td>
<td></td>
<td></td>
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<tr>
<td>- role of social partners in workplace guidance (development)</td>
<td></td>
<td></td>
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<tr>
<td>- role of lifelong career guidance in reducing wastage in HRD</td>
<td>OECD, 2004</td>
<td></td>
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<tr>
<td>- VPL: Validation of Prior (informal) Learning</td>
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<tr>
<td>- benefits prior to entry for employer and employee: filtering employees with the suitable talent and motivation for the right job</td>
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<tr>
<td>- educational funds of branch organizations, connected to the collective agreement?</td>
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<tr>
<td>- learning opportunities within the company</td>
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</tbody>
</table>
School involvement  | Three perspectives on the relationship of careers programmes:  
|--------------------|-------------------------------------------------------------|
|                    | - *positively supportive view:* careers work was not only of value to pupils in its own right but also made a positive contribution to raising achievement.  
|                    | - *neutral view:* little or no impact on the achievement agenda.  
|                    | - *distractive view:* while it might be worthwhile in itself, it diverted attention from this agenda.  

Where the positively supportive view was held, careers work was likely to be seen as a whole-school responsibility; where the neutral view was adopted, it was likely to be segmented as a separate activity; where the distractive view was held, it was likely to be marginalized.

Watts, 2002
Table 3. Outcomes related issues of lifelong career guidance

<table>
<thead>
<tr>
<th>Outcomes related issues</th>
<th>Subjects (specific goals, benefits etc.)</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td>Personal development, benefits of the individual</td>
<td>- satisfaction</td>
<td>OECD, 2004</td>
</tr>
<tr>
<td></td>
<td>- job improvement</td>
<td>Plant, 2004</td>
</tr>
<tr>
<td></td>
<td>- value added to value individual’s human capital</td>
<td></td>
</tr>
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<td></td>
<td>- self confidence</td>
<td></td>
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<td></td>
<td>- improvement career decision making</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- motivation and self-esteem</td>
<td></td>
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<tr>
<td></td>
<td>- learning outcomes - personal development</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- skills for lifelong learning: developing the motivation to learn and the skills to manage one’s own learning</td>
<td></td>
</tr>
<tr>
<td></td>
<td>(“learning and career management”)</td>
<td></td>
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<tr>
<td></td>
<td>- empower citizens to negotiate progression in their learning, work and non-work lives</td>
<td>NCRVE, n.d.</td>
</tr>
<tr>
<td></td>
<td>- quality of life</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- awareness and positive attitude towards vocational training</td>
<td>Watts, 1999</td>
</tr>
<tr>
<td>Learning outcomes</td>
<td>- self-awareness</td>
<td>Watts, 1999</td>
</tr>
<tr>
<td></td>
<td>- decision learning</td>
<td></td>
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<tr>
<td></td>
<td>- opportunity awareness</td>
<td>Killeen, Sammons &amp; Watts, in</td>
</tr>
<tr>
<td></td>
<td>- transition learning</td>
<td>Watts, 2002</td>
</tr>
<tr>
<td></td>
<td>- precursors: decision-making, reduced decision anxiety, internal locus of control for career decision-making</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- positive effect on educational motivation and hence on academic attainment</td>
<td></td>
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<tr>
<td>Efficiency and effectiveness of the education system</td>
<td>- less drop out</td>
<td>OECD, 2004</td>
</tr>
<tr>
<td></td>
<td>- better match between education and labour</td>
<td>NCRVE, n.d.</td>
</tr>
<tr>
<td></td>
<td>- higher qualified people</td>
<td></td>
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<tr>
<td></td>
<td>- career self management skills</td>
<td></td>
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<td></td>
<td>- ‘guidance oriented schools’: how is guidance present in schools? different programs? integrated into the whole curriculum?</td>
<td></td>
</tr>
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<td></td>
<td>- organizational capabilities (commitments, structure)</td>
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<tr>
<td></td>
<td>- VPL for incoming students</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- better match between needs of learners and what program they get</td>
<td></td>
</tr>
<tr>
<td>Labour market goals</td>
<td>Source</td>
<td></td>
</tr>
<tr>
<td>-----------------------------------------------------------------------------------</td>
<td>---------------------------------------------</td>
<td></td>
</tr>
<tr>
<td>- labour mobility</td>
<td>OECD, 2004</td>
<td></td>
</tr>
<tr>
<td>- internationalization (increasing mobility exchange and strengthening European cooperation)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- encouraged workers</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Economic benefits</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- efficiency and effectiveness of the expenditure on education and training, and of the nation’s skills base</td>
<td>OECD, 2004</td>
<td></td>
</tr>
<tr>
<td>- reducing market failures</td>
<td>Mayston, 2003</td>
<td></td>
</tr>
<tr>
<td>- contributing to institutional reforms</td>
<td>Watts, 1999</td>
<td></td>
</tr>
<tr>
<td>- drop outs from education and training</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- reduce mismatch (possible indicator: reduction of length of job search)</td>
<td>Maguire &amp; Killeen, 2003</td>
<td></td>
</tr>
<tr>
<td>- remotive discouraged workers</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- lower health care costs</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- better individual decisions leading to an efficient workforce and better supply-demand</td>
<td></td>
<td></td>
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<tr>
<td>- higher graduation and retention rates</td>
<td></td>
<td></td>
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<tr>
<td>Social benefits, social equity</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- (re)integration of disadvantaged and poorly educated people in education and employment (indicator: close partnership between guidance and youth workers:)</td>
<td>OECD, 2004</td>
<td></td>
</tr>
<tr>
<td>- promotion of gender equity</td>
<td>Expert Group documents</td>
<td></td>
</tr>
<tr>
<td>- special programs, prevention programs</td>
<td>Mayston, 2003</td>
<td></td>
</tr>
<tr>
<td>- promotion of math’s, science and techno careers</td>
<td>Watts, 2002</td>
<td></td>
</tr>
<tr>
<td>- increased tax yields to the exchequer</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- reductions in unemployment and other social security costs to the exchequer</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- reduction in health care costs</td>
<td>Gillie &amp; Gillie Isenhour, 2003</td>
<td></td>
</tr>
<tr>
<td>- reductions in the frequency and costs of crime</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- macro economic benefits; more permanent long-term unemployment upgrading the skills of people &gt; higher standard of living</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- benefits to family, peers and community, worker satisfaction, lower incidence of work-related stress and depression</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Appendix II

Draft Overview of Indicators, instruments and data

The table on the next page shows an overview of indicators that are used or suggested in the literature. The overview is not complete, but gives an impression of what has been developed.
## Available data

<table>
<thead>
<tr>
<th>Main Subjects</th>
<th>Theme</th>
<th>Indicators</th>
<th>Qual/Quan</th>
<th>Source</th>
<th>Collection</th>
</tr>
</thead>
</table>
| Number and characteristics of participants         | Target groups                             | - Describe target group
- Examples in which individuals are required to take part in guidance | Qualitative
(one person questioned) | OECD                                                        | Per country, collected once (follow up at this moment, will not be continued) |
|                                                    | Need for career help                      |                                                                            | Quantitative       | National career Development Guidelines (US) | Used in the USA, adolescents questioned           |
|                                                    | How many people used what services        | Ask users and providers                                                   | Both?              | European Expert group on LLL
(powerpoint OECD) | Suggested indicators
Descriptive statistics on participant characteristics, overall and categorized per type of service |
|                                                    | (For this a typology of services will be developed) |                                                                            |                    |                                             |                                                |
|                                                    | Potential target groups                   | - Characteristics
- Attitudes
- Behavioural patterns
- Likely preferences
- Scope for income and quality of life improvements | ?                                | White and Mc Rae, 1989                                               |                                                |
<table>
<thead>
<tr>
<th><strong>User satisfaction</strong></th>
<th>Successful completion of the training</th>
<th>?</th>
<th>European Common Reference framework (common quality assurance framework)</th>
<th>Suggested Indicators Completion rates per category of service provider</th>
</tr>
</thead>
</table>
|                      | -Desire for more information, if starting over  
|                      | -Usefulness of information              | ? | National career Development Guidelines (US)                              | Used in the USA, adolescents questioned                             |
| **Personal development** | -Satisfaction of current job 
|                      | -Methods of choosing job or career 
|                      | -Future employment outlook 
|                      | -Adults’ perception for leaving jobs    | ? | National career Development Guidelines (US)                              | Used in the USA, adolescents questioned                             |
|                      | Relative performance in the future     |                            | Data Envelopement analysis (Mayston and Jesson, 1988)                                   |
| **Career opportunities and future employment** | -Occupations  
|                      | -Geographical areas  
|                      | -Earnings potential  
|                      | -Costs of living  
|                      | -Job characteristics and quality of life variables  
|                      | -Associated education and training needs  
|                      | -Success rate of those entering different courses and career routes | Skills Task Force, 1999, 2001  
|                      | -Local Labour Force Survey (Bell and Hussain, 2000)  
<p>|                      | -Dearden et al, 2001                     |  |  |</p>
<table>
<thead>
<tr>
<th>Lifelong learning-skills</th>
<th>Knowledge and skills of LLL</th>
<th>I know:</th>
<th>Quantitative</th>
<th>Canadian adolescents, collected once</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>- How to find out about opportunities for continuing education</td>
<td>Julien, 1999 (Canada); In: Improving career information, by Tricot</td>
<td>Barriers to adolescents’ information seeking for career decision making Heidi E. Julien Journal of the American Society for Information Science Volume 50, Issue 1, 1999. Pages 38-48</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- How to get skills in searching</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>- How to find out about different jobs I might enjoy</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Feel confident about asking info</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>- How to find out how to get money for education</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Think there are places to get answers to questions about the future</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Know what courses/grades I need to reach my career goals</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Difficult to find out everything I need to make career decisions</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Need to go to many places to get help to make career decisions</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Know what I enjoy doing for a career</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Know where to go to get answers</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Know to find out about how to get a job</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Developing skills for knowledge society and open learning environment</th>
<th>Indicators for monitoring. Quality and availability of data and indicators.</th>
<th>Suggested Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Learning to learn competencies</td>
<td></td>
</tr>
</tbody>
</table>
### Utilisation of acquired skills

<table>
<thead>
<tr>
<th>Suggested indicators</th>
<th>European Common Reference framework (common quality assurance framework)</th>
<th>Possible indicator(s)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reflection on motives</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Work exploration</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Career management</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Networking</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Career management skills

<table>
<thead>
<tr>
<th>National career Development Guidelines (US)</th>
<th>National career Development Guidelines (US)</th>
<th>Used in the USA, adolescents questioned</th>
</tr>
</thead>
<tbody>
<tr>
<td>Student and Adult Competencies. Recommended outcomes and competencies are organized around self-knowledge, educational and occupational exploration and career planning.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Organizational Capabilities. The structure and support needed to deliver quality career development programs, including administrative commitment, facilities, materials and equipment.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Professional Competencies. The knowledge, skills and abilities needed to deliver effective career development.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Types and availability of service</td>
<td>Principal service providers</td>
<td>Typology of services and provisions</td>
</tr>
<tr>
<td>----------------------------------</td>
<td>-----------------------------</td>
<td>-----------------------------------</td>
</tr>
<tr>
<td>Services in general</td>
<td></td>
<td>Organisation, management and delivery issues</td>
</tr>
<tr>
<td>About Stakeholders: Employers organisations, trade unions</td>
<td>Role of stakeholders in guidance</td>
<td>Qualitative (one person questioned)</td>
</tr>
<tr>
<td>Policies on use of advice groups</td>
<td>Policy on systematic use of groups such as alumni, parents and local employers in delivering services</td>
<td>Qualitative (one person questioned)</td>
</tr>
<tr>
<td>Career education lessons (by educational institutions)</td>
<td>Existence of separate lessons</td>
<td>Qualitative (one person questioned)</td>
</tr>
</tbody>
</table>

Notes:
- Principal service providers
- Typology of services and provisions
- Qualitative (one person questioned)
- OECD
- Per country, collected once (follow up at this moment, will not be continued)
- Matrix with two dimensions: service provider type and Service type; participation rates in each cell, possibly diversified according to background characteristics of participants
<table>
<thead>
<tr>
<th>Indicator</th>
<th>Description</th>
<th>Data Collection Method</th>
<th>OECD</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Guidance provided by public employment service</td>
<td>What services are provided</td>
<td>Qualitative (one person questioned)</td>
<td>OECD</td>
<td>Per country, collected once (follow up at this moment, will not be continued) Proportion public private among service providers</td>
</tr>
<tr>
<td>Guidance provided by tertiary education</td>
<td>Separate for separate levels (ISCED – 97, levels 5A,5B and 6)</td>
<td>Qualitative (one person questioned)</td>
<td>OECD</td>
<td>Per country, collected once (follow up at this moment, will not be continued)</td>
</tr>
<tr>
<td>Guidance by private (profit) sector</td>
<td>What is known about guidance provided, such as management consultants, outplacements services or private practitioners</td>
<td>Qualitative (one person questioned)</td>
<td>OECD</td>
<td>Per country, collected once (follow up at this moment, will not be continued)</td>
</tr>
<tr>
<td>Role of other organisations</td>
<td>- What organisations - What type of users - What types of needs</td>
<td>Qualitative (one person questioned)</td>
<td>OECD</td>
<td>Per country, collected once (follow up at this moment, will not be continued)</td>
</tr>
<tr>
<td>Recent or current initiative on internet based guidance</td>
<td></td>
<td>Qualitative (one person questioned)</td>
<td>OECD</td>
<td>Per country, collected once (follow up at this moment, will not be continued) Proportion of internet based services of all career guidance services, in terms of number of participants reached at a certain threshold of intensity</td>
</tr>
<tr>
<td>Use of screening tools</td>
<td>- Examples of use of screening tools to match user needs or type to the type of service provided - Reason for developing them - Way they are used</td>
<td>Qualitative (one person questioned)</td>
<td>OECD</td>
<td>Per country, collected once (follow up at this moment, will not be continued)</td>
</tr>
</tbody>
</table>
### Career information

- What role does the public sector play in producing career information?
- What are the specific forms of presenting?
- Towards what target groups is it directed?
- Methods of gathering?
- Distribution of info?
- Ways in which free labour-market data is typically included in info?

### Level and variability of guidance in school

**Level:** sum of q 30 and average of q31

**Variability:** standard deviations of q30 and q31

- Questions 30:
  - specific classes in curriculum
  - modules in teaching schedules
  - guidance plan
  - information about possible career provided to all students through occasional classes
  - personal guidance by tutor or counsellor
  - informal guidance given
  - invitation of employers and practitioners to talk with students
  - invitations of representatives of further education
  - visits to employment organisations or counselling services
  - invitation of institutes of further education

**Question 31:**
- % of students received individual guidance per study program

### Sources of information

- Most likely sources of career help

---

<table>
<thead>
<tr>
<th>Career information</th>
<th>Qualitative (one person questioned)</th>
<th>OECD</th>
<th>Per country, collected once (follow up at this moment, will not be continued)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Level and variability of guidance in school</td>
<td>Quantitative</td>
<td>European Expert group on LLL (powerpoint OECD)</td>
<td>Suggested indicators</td>
</tr>
<tr>
<td>Sources of information</td>
<td>?</td>
<td>National career</td>
<td>Used in the USA, adolescents</td>
</tr>
<tr>
<td>Quality management (Meta criteria)</td>
<td>Staff</td>
<td>Development Guidelines (US)</td>
<td>questioned</td>
</tr>
<tr>
<td>-----------------------------------</td>
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<td>-----------------------------</td>
<td>------------</td>
</tr>
</tbody>
</table>
| - Assistance that workers receive from their employer | - Categories of staff, e.g. Level of formal education of staff  
- What qualification are categories of staff required to have  
- What are the typical types of competencies that categories of workers are required to have  
- How are these competencies changing (and why) and what is done to meet these changes  
- Opportunities for staff to update their skills  
- Starting salary  
- Salary of 15 years of experience  
- Number of years between starting and top salary  
- Comparable info for other categories of career service providers (if available)  
- Steps taken to ensure that info is accurate and timely  
- Steps taken to ensure it is user friendly and geared to the needs of clients  
- Way to increase role of private and non-profit sector in providing info | Qualitative (one person questioned) | OECD  
| | | | Per country, collected once (follow up at this moment, will not be continued) |
| | - Planned investment in training of trainers  
- The existence of a quality management approach | |  
| | | European Common Reference framework (common quality assurance framework) | Suggested Indicators (data can be collected by means of national expert groups) |
| Ethic guidelines                          | - Client-centeredness  
|                                          | - Accessibility        
|                                          | - Transparency and coherence of services  
|                                          | - Well trained staff   
|                                          | - Valid, precise and comprehensive career information  
|                                          | - Reference to other guidance specialists  
|                                          | - Follow up            
| Registration or licensure procedures for career counsellors |  
| Content of policy                       | - Broad goals         
|                                          | - Aims and objectives  
|                                          | - Legal basis for aims 
|                                          | - Targeted approach that favours those in greatest need  

<p>| Danish study, see Plant, 2004 | No system for measuring these indicators were offered |
| Different countries developed some (Plant, 2004) | Per country, collected once (follow up at this moment, will not be continued) |</p>
<table>
<thead>
<tr>
<th>Indicators for Future Action</th>
<th>Collection of data at national level</th>
<th>Coherence</th>
</tr>
</thead>
<tbody>
<tr>
<td>Numbers of staff</td>
<td>Availability by category</td>
<td>- Overlap and integration guidance with other services</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Division of management and funding</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Interrelation of government funding, regulation and provision</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Mechanisms for coordination guidance between ministries, government levels and government and other parties</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Barriers for coordination</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Comprehensive approach for universal access and to meet wide range of needs</td>
</tr>
</tbody>
</table>

| | Qualitative (one person questioned) | OECD |
| | | Per country, collected once (follow up at this moment, will not be continued) |

Per country, collected once (follow up at this moment, will not be continued)
<table>
<thead>
<tr>
<th>Indicators with difficult causal relation</th>
<th>Context</th>
<th>Main influences that shape national policy on guidance</th>
<th>Social, educational and labour-market</th>
<th>Qualitative (one person questioned)</th>
<th>OECD</th>
<th>Per country, collected once (follow up at this moment, will not be continued)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Coordination &amp; Control</td>
<td>How important is legislation in steering guidance</td>
<td>Qualitative (one person questioned)</td>
<td>OECD</td>
<td>Per country, collected once (follow up at this moment, will not be continued)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>What other instruments are used for political steering</td>
<td>Qualitative (one person questioned)</td>
<td>OECD</td>
<td>Per country, collected once (follow up at this moment, will not be continued)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Encouragement to other stakeholders</td>
<td>Way in which policy (measures) encourage other stakeholders to become involved in guidance</td>
<td>Qualitative (one person questioned)</td>
<td>OECD</td>
<td>Per country, collected once (follow up at this moment, will not be continued)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Target groups</td>
<td>- How are these formulated (for example in law)</td>
<td>Qualitative (one person questioned)</td>
<td>OECD</td>
<td>Per country, collected once (follow up at this moment, will not be continued)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Steps taken to ensure access for target groups</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Guidance by private sector</td>
<td>- Encouragement</td>
<td>Qualitative (one person questioned)</td>
<td>OECD</td>
<td>Per country, collected once (follow up at this moment, will not be continued)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Regulations</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Guidance by other organisations</td>
<td>- Attempts to increase roles of other organisations</td>
<td>Qualitative (one person questioned)</td>
<td>OECD</td>
<td>Per country, collected once (follow up at this moment, will not be continued)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- If so, why?</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Regulation about the ways</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Policies influencing deliveries</td>
<td>These might be to improve the use of resources, policies to increase access, policies to better meet user's needs, policies to encourage equity, or other types of policies</td>
<td>Qualitative (one person questioned)</td>
<td>OECD</td>
<td>Per country, collected once (follow up at this moment, will not be continued)</td>
<td></td>
<td></td>
</tr>
<tr>
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<td>-----------------------------------</td>
<td>------</td>
<td>------------------------------------------------------------------</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
| Funding                      | Methods of funding  
- Contribution of users to funding, which users and what fees  
- | Qualitative (one person questioned) | OECD | Per country, collected once (follow up at this moment, will not be continued) |

<table>
<thead>
<tr>
<th><strong>Lifelong Learning</strong></th>
<th><strong>School expectancy</strong></th>
<th>Expected years of education over a lifetime</th>
<th>Quantitative</th>
<th>Eurostat</th>
<th>Per country collected every year</th>
</tr>
</thead>
<tbody>
<tr>
<td>LLL total</td>
<td>% of pop. (25-64 years) received education or training 4 weeks preceding the survey</td>
<td>Quantitative</td>
<td>Eurostat</td>
<td>Per country collected every year</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Education goals</strong></th>
<th><strong>Completion of secondary education</strong></th>
<th>Total population having completed at least secondary education</th>
<th>Quantitative</th>
<th>Eurostat</th>
<th>Per country collected every year</th>
</tr>
</thead>
<tbody>
<tr>
<td>Early school leavers</td>
<td>Total</td>
<td>Quantitative</td>
<td>Eurostat</td>
<td>Per country collected every year</td>
<td></td>
</tr>
<tr>
<td>Drop outs</td>
<td></td>
<td>Quantitative</td>
<td>Finland statistics</td>
<td>Followed in 2 consecutive years</td>
<td></td>
</tr>
</tbody>
</table>
| Educational goals   | Improved educational achievement  
- Improved preparation and participation in postsecondary education  
- Better articulation among levels of education and between education and work  
- Shorter time graduation  
- Higher graduation and retention rates | Quantitative | Americas Career Resource Network Association | Partly collected by different sources, partly suggestions for indicators |


### Indicators and benchmarks in lifelong career guidance – Draft Interim Report

#### Social goals

<table>
<thead>
<tr>
<th>Social goals</th>
<th>Emancipation</th>
<th>Share of women among tertiary students</th>
<th>Quantitative</th>
<th>Eurostat</th>
<th>Per country collected every year</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unemployment rates</td>
<td>- Unemployment rates of the total population by level of education</td>
<td>Quantitative</td>
<td>Eurostat</td>
<td>Per country collected every year</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Annual average of total unemployment</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Unemployment rate if population under 25 (annual av)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Population not in labour force</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Total long-term unemployment rate</td>
<td></td>
<td></td>
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</table>

#### Employment rate

<table>
<thead>
<tr>
<th>Employment rate</th>
<th>Quantitative</th>
<th>Eurostat</th>
<th>Per country collected every year</th>
</tr>
</thead>
<tbody>
<tr>
<td>Destination of (early) school leavers</td>
<td>% of 15-19 year-olds that are not in education or work</td>
<td>Qualitative (one person questioned)</td>
<td>OECD</td>
</tr>
<tr>
<td></td>
<td>% of 20-24 years-old that are not in education by level of educational attainment, gender and work status</td>
<td></td>
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</tr>
</tbody>
</table>

#### Employment of student

<table>
<thead>
<tr>
<th>Employment of student</th>
<th>Quantitative</th>
<th>Finland statistics</th>
<th>Collected frequently</th>
</tr>
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</table>

#### Transition from school to work

<table>
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<tr>
<th>Transition from school to work</th>
<th>Quantitative</th>
<th>Finland statistics</th>
<th>Collected frequently</th>
</tr>
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</table>

#### Social goals

<table>
<thead>
<tr>
<th>Social goals</th>
<th>Quantitative</th>
<th>Americas Career Resource Network Association</th>
<th>Partly collected by different sources, partly suggestions for indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>- benefits to family, peers and community</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- higher levels of worker satisfaction and career retention</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- shorter path to primary labour market for young workers</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- lower incidence of work-related stress and depression</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>- reduced likelihood of work-related violence</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

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73
### Economic goals: Potential gains for more self-reliant workforce

- Lost productivity
- Educational funding
- Health funding
- Social services
- Protection, prisons and corrections
- Employment insurance
- Lost government revenues

**Quantitative**

**Eurostat**: Canada, 2002

**Per country collected every year**: Collected frequently

### Economic goals

- Higher incomes and increased taxes
- Lower rated and shorter periods of unemployment
- Lower costs of worker turnover
- Lower health care costs
- Lower incarceration and criminal justice costs
- Increased worker productivity

**Quantitative**

**Americas Career Resource Network Association**: Partly collected by different sources, partly suggestions for indicators
Appendix III

References


Eurostat (2004). Key indicators for EU policy. Available at: http://epp.eurostat.cec.eu.int/portal/page?_pageid=1090,1137397&_dad=portal&_schema=POR TAL


