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'How to prevent unemployment in a changing world of work?'

Workshop 2 "Prevention for active people: career guidance"

Discussion paper



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Introduction

Globalisation and the current industrial revolutions have been reshaping the structure of wage work. Employee sharing, job sharing, casual work, ICT-based mobile work, portfolio work and several other new forms of work (Eurofound, 2018) are in the market, and, in the meantime, current legal and institutional structures are increasingly seeming outdated in the current labour market.

The Cambridge Dictionary provides different definitions for the phrase “industrial revolution”, such as “the period of time during the 18th and 19th centuries in which work began to be done more by machines in factories than by hand at home”. In current times the definition has been widened as newer waves of industrial revolutions have been arriving: “any period of time during which there is a lot of growth in industry or in a particular industry.” (Cambridge Dictionary).

Career transition is one of the most recurring phrases in the literature on modern labour markets. It is connected with the changing nature of work and the new shape of the labour market. The Bureau of Labour Statistics counted 12 job/career changes during the lifespan of the average USA worker in 2017 (BLS, 2017).

The concept of Transitional Labour Markets (TLM; Brzinsky-Fay, 2010) describes these changes as a result of the new labour market segmentation and polarisation with the emerging share of the precariat, the phenomena of automation, urbanisation and increased geographical mobility. Most importantly from the perspective of the Public Employment Services (PES), the new labour market overrules the traditional life-courses (Super, 1980) which were well-accepted until globalisation rearranged the production chains of nation-states.

PES as such are also the structural outcomes of industrialisation, and the original missions of these services were set in the 1940s-1950s (ILO C88). The departure point of these norms was that employers offer wage work and jobseekers exclusively seek out these type of work opportunities; therefore, the established relationship between employers and employees was 1:1, and it lasted for a long time in the same occupation. The original idea of vocational guidance – helping people before they begin their stable career – fits well into this rationale.

This status quo has been challenged in the last decades as the idea of lifetime employment at a single company has become less realistic. New keywords have been emerging, such as employability, lifelong learning, key/life skills, competencies, career-resilience from the employees’ side, and job sharing, just-in-time sources, lean management and outsourcing from the employers’. In the meantime, the notion of vocational/career guidance has changed as well. The main objective is no longer only support to the unemployed, but also support of job-to-job changes and the management of transitions.

The new European definition of vocational/career guidance, moving towards the lifelong, life-wide perspective, also covers the population currently at work. It offers the following definition: “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.” (EC, 2008)

It also means that the current role of guidance services within PES is much wider than before. It could/should cover: i) outreach activities (citizens outside the PES registry); ii) supporting the “learning for jobs” issue, also called school-to-work transition (working with career starters/youth); iii) supporting labour mobility (geographical in/outourcing); iv) assisting silver/third age employment; and v) supporting career transition management during the active life, even in the prime age.

Unemployment prevention in post-modern societies and labour markets also means developing career management skills and providing access to career guidance services in order to support career changes/transitions.

This changing need for career/lifelong guidance has been confronted with the lack of access to these services. There are relatively few studies of public access to career guidance, the most notable of which is the special Eurobarometer (European Commission, 2014) which surveyed 27,998 citizens across 28 EU countries, focusing on skills and qualifications. In this survey, 45% of the respondents stated that they did not use career development services because they did not have access to them (McCharty & Borbély-Pecze, 2019).

1. Current measures implemented by PES and other actors and how these should evolve

Lifelong/career guidance has many names. Originally, in the turn of the 19th and 20th centuries, it was named "vocational guidance". The word "guidance" stems from the Latin word of "consulere", and vocation was the marker of the notion of the activity: signposting unskilled workers (mainly unskilled internal and overseas migrants) towards vocation in the industry. From the 1970s onwards, the word "vocation" was either replaced or used in parallel with "career", as many new clients of the counsellors already held vocations and jobs but were eager to change them. The link to the vocational dimension did not, however, disappear. The European network Euroguidance, which trains local counsellors to provide guidance on learning mobility, was created in the early 90s as the network of resources centres for vocational guidance. Currently, post-modern societies outside Europe have been talking about workforce development and livelihood planning while the European Union, based on its core values, developed the definition of lifelong guidance. This definition combines the individual right to lifelong learning with the employability (employees' perspective) and workability (employers' perspective) of career development in the labour market. A European network called the European Lifelong Guidance Policy Network (ELGPN, 2007-2015) has been working together for a decade, bringing up several good cases as well as policy handbooks and policy instruments for the further development of career guidance practices, services, systems and policies. In 2012, the European Lifelong Guidance Policy Network (ELGPN, 2012) noted:

Lifelong guidance has been receiving increasing attention at both European and national levels. It is recognised as a crucial dimension of lifelong learning, promoting both social and economic goals: in particular, improving the efficiency and effectiveness of education, training and the labour market through its contribution to reducing drop-out, preventing skill mismatches and boosting productivity; and also addressing social equity and social inclusion.

In parallel, the European Network of Public Employment Services (and its predecessors), has also been providing several strategic overviews. For example, recently the practitioners' toolkit series dedicated a volume to the PES building career guidance and lifelong learning systems, partnerships and services (Arnkil&Spangar&Vourinen, 2017). In 2011, the Network of the Heads of the Public Employment Services developed a new European strategy including a strong vision statement for 32 European Public Employment Services (HoPES, 2011). This strategy has been regularly updated, and it was a backbone of the 2014 Council and the European Parliament decision on the establishment of the European Network of Public Employment Services.

The PES Network Strategy to 2020 and beyond has three key pillars, all of which are interlinked with the future of work, prevention of unemployment and the mobilisation of lifelong guidance services. These pillars are as follows:

- i) **Outreach** – reaching out to new client groups of the PES including NEET youth, employed workers, inactive citizens, etc.;
- ii) **transition management** – support to individual careers through the transitional labour market, not only focusing on the unemployed;
- iii) **partnership** – network-building and co-creation activities with different stakeholders such as education systems, social services, employers’ and employees’ associations, which all have a role in the world of work.

The conductor role of a PES means the combined acquisition of these elements. Different measures implemented within the geographical borders of the EU and at the global level have resonated to this paradigm shift of careers.

The contemporary implementation of career (transition) management services, however, differs from member state to member state as a result of several factors such as socio-cultural, geographical, economic and labour market circumstances. Policy design and the institutional settings of policy implementation are always embedded in a historical and cultural context. In some countries/regions, education or social inclusion service providers are better established in the local context while, in other countries, PES have long-standing histories in vocational/career guidance service delivery. In fact, the economic development and employment sector are usually more powerful and have a stronger financial and institutional background compared to the education sector or social inclusion services.

The roles and the level of involvement of social partners also differ greatly from country to country. In some cases (Austria, Germany, Estonia), trade unions and employers’ associations are on the board of the national PES while in some other countries (Hungary, Czech Republic) they are not. There are experiences where chambers, employers’ associations or trade unions have been running career guidance services without state involvement.

Outside Europe, in terms of structures and legislation, the most developed system of career transition management services has been run by the Republic of Korea. In Korea, the National Career Development Framework was developed in 2014 and in 2017 a national law on career guidance was passed (KRIVET, 2017). However, the young adult and adult guidance services are under the responsibility of the Korean PES (ILO, 2015.) Within the geographical borders of the European Economic Area (EEA), France and Norway have been showing interesting developments. In France, since 2009, a law has established the right for every citizen to benefit from lifelong guidance, including career information. This law set up an inter-ministerial delegate reporting to the Prime Minister on educational and career guidance (ELGPN, 2012). Later on, as part of the reinforcement of the regional policies, a law (2014) addressed this requisition and created a “regional public guidance service” (SPRO - Service Public Régional de l’Orientation²) in each region in France.

In Norway, with the brand of the OECD (2014), lifelong guidance as part of the national skills policy has been singled out as one of the solutions to challenges in a changing Norwegian society (ICCDPP, 2019). Out of the five key policy priorities, development of career guidance systems and services stands as the fifth element. The Norwegian national strategy uniquely addresses all functionalities of career guidance, including the social inclusion element of the low-skilled population and further development of the competitiveness of the labour force.

² La loi du 5 Mars 2014 relative à la formation professionnelle, à l’emploi et à la démocratie sociale instaure le Service Public Régional d’Orientation (SPRO)

As for other European countries, three different models of the management of career guidance transition services seem to be common: i) internal service delivery (BA), ii) outreach model (Finland), iii) parallel structure within the PES (Croatia).

The BA (Bundesagentur für Arbeit), the German Federal Employment Agency with the authority at the national level, is the partner of the school system, which is in the hands of the Landers. Vocational/career guidance has been handled alongside placement and labour market adjustment for a long time. It also used to have a monopoly in school guidance services. The BA developed several vocational/career guidance tools and services such as the BIZ (Berufsinformationszentrum) and ZAV (International and Specialized Services). Recently, these traditional services have been updated with online services such as the KursNet³ or the Planet Beruf.de⁴. Because of the size of the agency, the BA is the only PES in the EU/EEA which maintains its own applied university, in Mannheim and Schwerin (HdBA: Die Hochschule der Bundesagentur für Arbeit), with the capacity to train career/vocation counsellors internally⁵.

The most recent Finnish model updated the one-stop-shop model and combined it with the outreach principle. The Ohjaamo initiative^{6 7} – literally meaning a cockpit or cab in Finnish – is a smart further design of the youth guarantee initiative. The simple idea has several strong points: i) setting up offices outside the official offices, where there is a limited chance that dropout youths are eager to pay a visit; ii) Ohjaamo is a low-threshold service and finally iii) professional services have been built around the clients. In the Finnish case, integrated service centres now serve 80% of the youth up to the age of 30 years. In this model, the PES is a human resource provider towards the centres but also a case manager outside the traditional offices. VDAB and Le Forem in Belgium have been trying out similar methodologies. In Denmark and Iceland, the workplace guidance initiative has the same target: to reach out to the adult working-age population with guidance services at the workplaces (Plant, 2008).

The third contemporary possible way of organising career guidance services can be studied in Croatia, where the HZZ (Hrvatski zavod za zaposljavanje), the Croatian Public Employment Service, used IPA funds to set up a parallel model. The CISOK⁸ (Public Employment Service and Centres for Information and Career Counselling) were established to provide lifelong career guidance services to all citizens based on their identified needs, with the main aim of enabling (re)integration into the labour market. Professional career guidance services are provided in an accessible, open and distinct fashion to all citizens, free of charge. Their activities are particularly focused on inactive young people (NEET not registered with the Croatian PES) in order to integrate them more effectively into the labour market. The programme foresees to open 22 centres by 2020 to increase accessibility (EC, 2017)⁹. The idea behind the Croatian model is that young people may feel stigmatised when visiting the local (un)employment offices, especially in smaller cities, therefore a physically separated office could provide accessibility for new customer groups.

³ <https://kursnet-finden.arbeitsagentur.de/kurs/>

⁴ <http://planet-beruf.de/schuelerinnen/>

⁵ <http://www.hdba.de/start/>

⁶ <https://ohjaamot.fi/etusivu>

⁷ <https://ec.europa.eu/epale/en/content/what-ohjaamo>

⁸ <https://www.cisok.hr/>

⁹ <https://ec.europa.eu/social/BlobServlet?docId=18449&langId=en>

2. Challenges for PES

Despite these promising developments, **none of the EU countries have currently deployed a comprehensive all-age lifelong guidance system and service.** The strategic role of vocational/career and lifelong guidance thus needs to be further explored. Its role will most probably be the same as it was at the turn of the 19th and 20th centuries, when vocational guidance showed the way for millions of unskilled workers towards the workplaces in heavy industry, and, in the meantime, supported social inclusion during urbanisation.

Lifelong guidance is first of all a service for employment services but also a tool which can be used to reshape the traditional business model of PES. As the ILO pointed out after the 2008 Global Crisis (ILO, 2013), labour legislation needs to be amended in order to cover all forms of employment. The capacities of PES also need to be reinforced and rearranged in order to cover the needs of new clients such as platform workers or employed jobseekers.

The European Network of Public Employment Services has been continuously working on the implementation of the PES 2020 model, which evokes the further development of career (transition) management services and tools. In recent years, the PES Network has issued several relevant papers such as:

- The PES Network Working Paper: The Future of Work, Implication and Responses by the PES Network (2018)¹⁰;
- Practitioner's toolkit for PES: Building career guidance and lifelong learning (2017)¹¹;
- Position Paper for a Proposal for a structured cooperation between Public Employment Services (PES) and the education sector for better school-to-work transitions (2017);
- Analytical Paper for European Public Employment Services and lifelong guidance services (2011).

One more study needs to be mentioned; although almost 15 years old, it still stands as the most comprehensive review of EU PES and career/lifelong guidance:

- EC/Sultana & Watts, Career Guidance in Europe's Public Employment Services: Trends and Challenges (2006)¹².

These documents highlight a number of challenges facing public policies, including employment policies and policy implementation bodies such as the European PES. These issues can be broken down into external and internal factors. PES have little influence over external factors such as the ageing society, urbanisation, migration, green economy, technological trends, automation, or artificial intelligence. These are challenges – so-called megatrends – to which PES need to adapt. Most of these megatrends require a smart response from public bodies such as PES. These responses lead to internal factors such as:

- i) changing PES client groups,
- ii) focusing on skills rather than occupations,
- iii) developing, updating and using labour market intelligence (LMI),

¹⁰ Most of these papers are available under the EU PES Knowledge Centre: https://ec.europa.eu/social/main.jsp?catId=1163&langId=en&internal_pagesId=3457&moreDocuments=yes&tableName=INTERNAL_PAGES

¹¹ <https://publications.europa.eu/en/publication-detail/-/publication/c9033aa1-f683-11e7-b8f5-01aa75ed71a1/language-en>

¹² https://www.um.edu.mt/library/oar/bitstream/123456789/33148/1/Career_guidance_in_Europe%E2%80%99s_public_employment_services_trends_and_challenges_2005.pdf

- iv) changing the mission statements of PES based on the PES 2020 & beyond model,
- v) explaining the new role of PES to the traditional-value driven decision makers.

- **Changing PES client groups:** Once the PES as an institution opens up for job-to-job change management, it also means that client groups with new and different attributes and needs will show up in the PES client system. The current office working hours may not be sufficient for them to receive counselling, as they are in jobs. The existing profiling and segmentation protocol may not be valid for them; for example, measuring the risk of long-term unemployment is meaningless in these cases. In other cases, they simply need active measures such as micro-credentials (short targeted training) which are not in the current toolbox of most PES. "Portfolio-workers", "patchwork-style" career owners will seek out regular support for career transitions during the lifespan, even without being traditionally registered as unemployed, as wage workers used to be.

The same changes are applicable to the demand side, as several new ways of work do not include jobs *per se* nor a labour contract with a formal employer. For a portfolio worker, traditional active measures such as wage subsidies are meaningless. The legal forms for which these active measures were designed have been vanishing from a significant segment of the labour market.

- **Focusing on skills rather than on occupations:** Economic policy is no longer concerned with a temporary match between an individual and an occupation, but rather with the match between skills and job tasks (Borbély-Pecze, 2019). The traditional, industrial-society and labour market-based job matching was based on occupational taxonomies as the ILO-developed International Standard Classification of Occupations (ISCO). Currently, in the EU member states' economies, the tertiary (or service) sector is the most populated. Often soft skills are more important for certain jobs than vocational/hard skills. There are also several transferable skills represented by the prime-age labour force as well as the 50/60+ age groups. This means that vacancy announcements are often flooded with different skills and attitude requests rather than demand for a vocation/occupation. These changes have reshaped the business of job matching, which is mainly the primary mission of PES. The Google Jobs¹³ or LinkedIn job search applications are currently zooming on the skills-based level and often temporary matching between people and their jobs.

Different PES have been piloting and developing more dynamic skill/attitude-based job matching systems such as the ROME¹⁴ (Répertoire Opérationnel des Métiers et des Emplois) system adopted by the French PES (Pôle emploi) or the different and more dynamic AI-based matching solutions worked on and run by the Flemish PES (VDAB). At the EU level, ESCO¹⁵ (European Skills, Competences, Qualifications and Occupations) is the latest attempt of the community to re-shape career inventories. The key purpose of ESCO is to create a common platform for vocational training and job brokerage terminology. ESCO currently includes 13,485 skills. It will create a massive need for career/lifelong guidance services.

- **Developing, updating and using labour market intelligence (LMI):** Technology has been constantly reshaping the daily life of societies, including the labour market. Information asymmetry – when the seller has greater knowledge than the buyer – leads to market failures. Based on our technology, the knowledge of the parties in the labour market has been rapidly changing. For example,

¹³ <https://www.youtube.com/watch?v=GNKben7z3q8>

¹⁴ <https://www.pole-emploi.fr/candidat/le-code-rome-et-les-fiches-metiers-@/article.jspz?id=60702>

¹⁵ <https://ec.europa.eu/esco/portal/occupation?resetLanguage=true&newLanguage=en>

jobseekers have no access to online career platform and career information systems (such as O*NET¹⁶) to make well-informed decisions about career transitions. Plenty of labour market information is now available for all of the stakeholders of the labour market. However, the flow of unstructured or often manipulated information also creates stress and misinterpretation in the market. Different stakeholders have different interests; therefore, the systematic interpretation of such a volume of labour market information also creates a strong need for career/lifelong guidance services. As Cedefop stated¹⁷, the labour market information for lifelong guidance is defined as information about the following items:

1. Labour market profile and trends including employment, unemployment and earnings outlooks by sector, occupation. Data should be available at a national, regional and local dimension where statistically reliable information and non-disclosive data are available. Basic principles of labour market regulation, laws and labour market policies.
2. Trends in skills, including skills needs and mismatches, skills gaps, together with current and future skill demands. The regional and local dimension should be included if statistically reliable and non-disclosive information is available.
3. Information on occupations including information on skills requirements, educational background, interests, working conditions, skills shortages, pay and earnings.
4. Entry and progressions routes into and through occupations including job vacancies.
5. Entry and progression routes in education and training in order to gain skills for an occupation or bridge a skills gap for a desired occupation.
6. Career planning information on where to find information and assistance.
7. Equal opportunities and diversity issues (support measures) and changing workforce profile.

The interpretation and adaptation of such a vast quantity of information require professional support. Learning and using career management skills are also processes in themselves and must be in the core focus of career transition management service delivery. Career Management Skills (CMS) are defined as:

“A range of competences which provide structured ways for individuals (and groups) to gather, analyse, synthesise and organise self, educational and occupational information, as well as the skills to make and implement decisions and transitions.” (ELGPN, 2010).

Finally, two more institutional and policy challenges need to be addressed: the changing nature of the PES mission statements based on the implications of the above-mentioned trends, and the public policy-related lobbying activity. This means the following:

- **Changing the mission statements of PES based on the PES 2020 & beyond model:** Public institutions such as PES can be identified as delivery bodies of government policies. Therefore, the mission statements and the activities based on these statements need to be agreed upon at government level. Employment policy as such is part of the EU Open Method of Coordination (OMC) Model. Since 1997, when the European Employment Strategy was first created, and then mainly since the establishment of the Europe 2020 objectives together with the European Semester Process, there have been common European targets such as the employment rate of the 20-64 active age population and others. However, the implementation of these targets, though supported by European tools such as the EISF (European Structural and Investment Funds)¹⁸, is in the hands of the Member States and regional/local governments. The European network of Public Employment Services is a perfect example of such a multi-actor-based system setting. There are centralised services such as in Germany, municipality-based

¹⁶ <https://www.onetonline.org/>

¹⁷ <https://www.cedefop.europa.eu/en/toolkits/resources-guidance/toolkit/what-is-labour-market-information-for-lifelong-guidance>

¹⁸ https://ec.europa.eu/regional_policy/en/policy/what/glossary/e/esif

services as in Denmark, regional-led services such as in Poland, Italy or Spain and even PES which are part of the central government administration, as in Hungary.

Although the Network has been highly successful at European level, first of all with the drafting process of the PES 2020 strategy in 2011 and later on with the establishment of the benchmarking process in 2014, the meta-framework has been created as a European benchmark which needs to be translated to the 32 agencies' mission statements and strategies. This process needs time and, as it is usually the case with public policies, different stakeholders have different views about the mission of the public employment agencies. So far, existing strategies have never been cross-analysed in order to identify – in this case – the role of career transition management services within these agencies.

- **Explaining the new role of PES to the traditional value-driven decision makers:** Finally, having a new mission statement is only part of the process. The active engagement of the national/regional/local decision makers and the influence of the public opinion is a much longer process. Even the languages used in the interpretation of the PES 2020 Model and the so-called traditional ILO Convention 88 based models are different. Traditional value-driven decision makers may see the role of PES only in connection with direct registration and placement of the registered jobseekers where career transition management and lifelong learning have no or very little role to play.

The same issue, the conflict of different viewpoints, is present in the daily communication between different communities/citizens and PES, and within the communication between PES and employers. The Lifecycle investment framework (Heckman, 2016), as an idea behind the renewal of the European human resource investments, could be in conflict with short term placements. The EU PES Network has been developing the concept of sustainable activation and the management of transitions (Section C of the Benchmarking Manual, 2017), providing a unique, measurable selling-point of the new operational model of PES in the transitional labour markets of Europe.

3. Existing good practices

As discussed in the paper, there are no fully established lifelong guidance/career transition management services either in the EU member states or outside the geographical borders of the EU. However, there are several significant examples. In this chapter, a few of these are presented.

Ohjaamo¹⁹ – Finland

Ohjaamo is a one-stop-shop model, putting all the services targeting young unemployed adults under one roof. At these guidance shops, personal guidance and counselling – specifically focusing on learning and employment and related transitions and pathways – are offered to youngsters by experts representing different fields of expertise as well as different administrative sectors involved in guidance service provision. The services are tailored according to the needs of the clients, and the aim is to assist and support the young person until a more long-lasting or permanent solution is found in terms of a job, study place or another type of activity. Services are provided through multi-channelling (e.g. face-to-face, electronic, online, phone)²⁰.

Ohjaamo is a low-threshold service which makes it unique when compared to the PES daily practices where a law-based (Employment Act) assessment is usually part of the first

¹⁹ <https://ohjaamot.fi/>

²⁰ Source: *Mika Launikari, EPALE* <https://epale.ec.europa.eu/en/content/what-ohjaamo>

contact (when the Agency considers the applicant as a new client). Currently, there are 70 units nationwide, and 145,000 young adults have been served so far.

Skills Development Scotland (SDS)²¹

The mission statement of the Scottish government-funded agency is simple: "Across Scotland, we support individuals to build their career management, work-based and employability skills, throughout their career journey, from school into further learning opportunities and employment." The Career Information Advice and Guidance (CIAG) services focus on equipping Scotland's current and future workforce with the Career Management Skills (CMS). The Scottish strategy connects school-based guidance with young adults' engagement with the labour market and the development of the Scottish enterprises. This makes SDS very unique at the global level. SDS served 206,000 secondary school pupils in the 2017/2018 school year.

Lifelong Career Guidance Centres (CISOK) – Croatia²²

The Croatian example represents a case where a relatively late introduction of the system has developed into a very modern service, immediately moving to the concept of lifelong guidance. The concept of the CISOK was developed under an IPA project. The network was established to provide lifelong career guidance services to all citizens based on their identified needs, with the main aim of enabling (re)integration into the labour market. Professional career guidance services are provided free of charge to all citizens, in an accessible, open and distinct fashion. Activities are particularly focused on inactive young people (NEETs not registered with the Croatian PES) in order to integrate them more effectively into the labour market. The programme foresees to open 22 centres by 2020 to increase accessibility and quality of career guidance services across the country.

Career Informing and Counselling Centres (CISOK) have been operating outside PES. The mission of CISOK centres is to provide vocational and career guidance services to all citizens in order to help them improve their personal potential and position in the labour market by opting for further education or acquisition of additional knowledge and skills, thus improving their employability. The activities of the centres are based on the principles of self-help and the provision of counselling services in accordance with the needs of the users. The centres provide information about the labour market, occupations and education along with other information relevant for career development and improvement. Since their establishment in August 2013 until the end of the year, 10,643 persons used the services of the centres, including jobseekers, unemployed persons and pupils of primary and secondary schools who are also the most frequent users of the services provided by the centres (Yearbook of the Croatian PES (HZZ), 2013).

Jugendcoaching - Austria²³

Since 2013, the Ministry of Social Affairs and the Federal Ministry of Education, Science and Research have been running a national career guidance/youth coaching programme for NEETs and drop-out youth. The programme has a preventive and an outreach pillar. Pupils between 15 and 19 years of age can receive youth coaching sessions from professionals. The programme has several internal and external partners who work closely with schools. The introduction of youth coaching and quality assurance measures in schools and tuition are having an effect. According to calculations for the EU Benchmark representing Early School Leaving, 7.3% of adolescents aged 18-24 did not graduate in

²¹ <https://www.skillsdevelopmentscotland.co.uk/what-we-do/>

²² http://www.hzz.hr/UserDocsImages/CES_Yearbook_2013.pdf

²³ <https://bildung.bmbwf.gv.at/schulen/pwi/pa/jugendcoaching.html>

2018 and were not currently in education, the school drop-out rate is therefore continuing to fall (Federal Ministry of Education, Science and Research of Austria).

La méthode de recrutement par simulation (MRS) - Pôle emploi, France²⁴

Providing career guidance for low-skilled clients is often challenged by simple language barriers. It holds back talented individuals from schooling or from placement. This issue is not only connected with the integration of migrants; it also matters in the case of school dropouts or citizens with old professional certifications or no vocational diplomas. However, it does not mean that these people are not experienced. It means that they are not able to talk about (verbalise) their work-related experiences, whether they come from informal or non-formal learning or from the informal labour market. The simulation-based recruitment method, implemented by the French National Employment Agency (ANPE) in 1995, has been developed further since 2008 by Pôle emploi, allowing it to expand recruiting beyond traditional criteria such as experience and degrees. MRS does not ask the candidates to tell their experiences but to simulate and try them out under a protected, safe circumstance.

²⁴ <https://www.pole-emploi.fr/employeur/le-recrutement-par-simulation-@/article.jspz?id=60657>

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