

Leading career development services into an uncertain future: Ensuring access, integration and innovation

Country paper: Germany [Insert country name]

In advance of the symposium all attending countries are asked to produce a country paper setting out the key issues for their countries in relation to the key themes of the conference.

Please use this template to enter your information. You should aim to be concise. Use bullet points and links rather than providing a lot of local detail. **The paper should be no more than 10 pages in length.**

How to submit:

- Download the Country Paper Template, save this on your computer.
- Prepare the country paper based on consultation within the country team and preferably with relevant national authorities and information sources.
- Submit the Country Paper by sending it to jmc@iccdpp.org (John Mc Carthy, director ICCDPP)
- Deadline: **31st of January**

If you have questions concerning the country paper, please contact John Mc Carthy (jmc@iccdpp.org)

Background information

1. List all of the members of your country team with their organisation.

Susanne Kraatz, PES Germany, CareersNet Member (seconded to European Parliament)

Wolfgang Mueller, PES Germany

Heidmarie Stuhler, BMBF

Karen Schober, nfb - National Guidance Forum, board member

2. What are the key aims your country has for participating in this symposium?

Learning about challenges, policy answers and practices in other countries

Role of guidance in coping with demographic change, shortages in skilled labour, adapting to digitalisation, role of guidance for integrating multi-cultural societies

Improving quality and professionalism in career development services

Exchange of national and international approaches and explore possibilities of international collaboration to strengthen the evidence base for lifelong guidance



Theme #1 - Context and challenges for career development policy.

In your country...

3. Is the level of policy interest in career development:

- Growing?
- Shrinking?
- Staying about the same?

Comment

Increasing awareness that in a well-functioning labour market with a high demand for qualified labour together with increasingly visible implications of demographic change nobody can be left behind.

A second phenomenon receiving growing attention is dropout from university studies and VET (between 20 and 30 % approximately). The rate of early school leavers was at 10.1 % in 2017 (EU average = 10.6. %), young people with an immigration background being over-represented.

At the same time, the integration of a high number of refugees requires adequate guidance to support integration.

In particular, the PES extends efforts and resources for lifelong guidance and has launched in 2017 a project "lifelong vocational guidance"

4. What are the key political, social, economic and technological issues that are likely to have an impact on people's lives and careers in your country?

Give up to five of the most important issues as you see them.

1	Demographic change, aging society
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2	Digitalisation and changing occupations, job losses, different new jobs
3	Technological change and trade patterns, in particular car industry
4	Inequality, educational segmentation, low, but encrusted long-term unemployment
5	Integration of an increasingly multi-cultural society

5. What roles do career development programmes and services play in addressing these political, social, economic and technological challenges?

1. Demographic change: strengthening guidance (and upskilling) for employed to enhance work ability and adaptability
2. Digitalisation, technological change: in addition to 1, orientation programmes at schools to raise awareness and inform young people on developments, labour shortages, including modernised online information portals
3. Inequality, educational segmentation, long-term unemployed: Specific guidance and coaching support for young people at risk at schools to avoid dropout, intensive individual guidance and coaching for long-term unemployed to ensure a higher and more sustainable integration rate
4. Integration of multi-cultural society: career guidance = role for successful transitions, preventing early school leaving, opening new opportunities (e.g. girls, women), with migrant background), educational and occupational integration as key social integration (key role of language skills and occupational competences, education)



Theme #2 - Aims for, and access to, career development

In your country...

6. What are the key policy aims for career development programmes and services?

4. 1. Better qualification of low-skilled and low-threshold access:

Expansion of lifelong guidance in connection with adult learning / training to better cover employed (in particular low-skilled, long-term unemployed)

2. Improvement of transition from school to education and work:

Expansion guidance for orientation at schools (general secondary level, risk groups to prevent early school leaving, upper secondary level to better support transition to university / VET

3. Reducing dropout and ensure training / qualification if dropout happens:

expansion careers services at universities, new guidance offers planned in VET (apprenticeships)

4. Better integration of long-term unemployed:

intensive guidance (case management), coaching to ensure a higher success rate in case of complex integration pathways

5. Faster integration of refugees: guidance and ALMP offered by PES Germany and various NGOs

7. What groups of people can access career development programmes and services and what groups are excluded?

In Germany, every person is entitled by law to vocational guidance to be provided by the German Federal Employment Agency. The Social Code III (paragraph 29) sets out that 'the Federal Employment Agency has to offer vocational guidance to young people and adults [...] and guidance on the labour market for employers. [...] Type and scope of guidance have to be tailored to the needs of a counselee. The Federal Employment Agency has to ensure a gender-sensitive approach. In particular, it shall envisage to broaden the range of vocational choices for men and women.' This law equally provides for coaching and in-depth orientation for young people at risk.

Similarly, the Social Code II stresses the role of tailor-made guidance for long-term unemployed and prescribes a ratio of max. 75 young people per counsellor (Fallmanager – case manager) in case of a situation with multiple problems.

According to federal law, Germany provides special guidance programmes to support the integration of disabled including rehabilitation.

Additional guidance services exist in nearly all of the 16 Länder (states) with different funding programmes (e.g. BBE-programme - Beratung zur beruflichen Entwicklung - Guidance for career development in North-Rhine-Westphalia) and at municipal level with a focus on education, adult learning, partially also career orientation at upper secondary schools. Since 2008, a federal ESF programme provides a training bonus (Bildungsprämie) for persons with lower incomes following a guidance session with trained educational guidance counsellors in one of the 530 guidance centres in Germany.

The Federal Ministry of Education and Research (BMBWF) has launched in 2015 a pilot for a "Weiterbildungstelefon", a hotline for further training for adults. This has been rolled out on a permanent basis from 2017. Partners are the Federal Employment Agency and also the Federal Authority for Migration and Refugees (BAMF).

The Ministry It also supports at municipal level the implementation and co-ordination of lifelong learning strategies and lifelong guidance through special funding programmes ("Learning Regions", i.e. promotion of regional networks for strategy development, "Local Learning", "Transfer initiative municipal educational management").

Further guidance offers exist in the states and at municipal level with a focus on education, adult learning, partially also orientation at upper secondary schools.

Apart from adult guidance by the Federal Employment Agency, career guidance for adults is less regulated and more programme-oriented.

In practice, coverage shows currently some limitations, mainly for adult learners and employed due to limited service capacities. However, as part of a lifelong guidance strategy adopted by the PES Germany in 2017, service offer is going to be considerably expanded.

8. How are the opinions of citizens and service users heard and incorporated into policy and practice?

Federal Employment Agency Germany:

a) Strong involvement of customers in setting up a new online platform for orientation and guidance as well as for other service innovations (e.g. mobile Apps for job search; app for choice of vocational training; online tool for self-assessment for young people interested in taking up university studies; ideas regarding the role of soft-skills; strengths and weaknesses of the Jobbörse = job search portal).

On the process: A defined period of collection of ideas is followed by a phase of systematic evaluation. As an incentive, participants can receive an award. Participants are informed by mail about about the results. These, i.e. main proposals are published and feed into the concrete reform process. Source: <https://ideenwerkstatt.arbeitsagentur.de/>

b) Regular customer surveys to identify strength and weaknesses (scale: 1 - very good, 5 - insufficient)

- unemployed: survey at the entry of and when leaving status as unemployed (1,9 quality, 2,9 impact)

- young people before job entry: at the start, during and after the end of vocational guidance provision (1,8 quality, 2,3 impact)

- disabled: feedback at assessment stage, during and after the end of the main support measure (2,0 quality, 2,4 impact)

- employers: after consultation (1,9 quality, 2,6 impact)

Source: <https://www.arbeitsagentur.de/zkm/ergebnisse>

9. Is there a framework for ethical practice in career development? How does this framework balance the interests of the individual with the demands of policy and signals from the labour market?

There are various frameworks including elements of ethical practice and how to balance potentially conflicting values and interests (client orientation, efficiency, lawfulness, available resources, political or organisational priorities) as one important component:

1. Three manuals on guidance concepts for different types of guidance provision by the Federal Employment Agency

a) Guidance concept for career guidance counsellors for vocational orientation,

b) Guidance concept for integration of unemployed (employment-oriented guidance and placement)

c) Guidance concept for integration support in a situation of complex problems.

These are reference tools used for initial and further training. They are based on the guidance research and theories specifying these for the setting of an employment agency. They include also operational guidance how to deal with competing values and conflicts such as combining a supportive with an administrative role. Moreover, they invite to a continuous process of reflection. From a management perspective, general ethical considerations form part of the PES "Leadership compass".

Ethical considerations form also part of the counselling training offered within the Bachelor study courses "Labour market management" and "Vocational guidance and employment-oriented case management" at the PES corporate university Hochschule der Bundesagentur für Arbeit (University of Applied Labour Studies).

2. Concept for quality of guidance - (BeQu) national guidance forum (nfb - Nationales Forum für Beratung in Bildung, Beruf und Beschäftigung)

The German National Guidance Forum has elaborated a Concept for quality of guidance consisting of quality standards, a competence profile and a framework for quality development. Based upon a systemic approach, these reflect the different settings, demands and potential ethical tensions guidance has to cope with. Organisations committing themselves to apply these standards can be awarded a quality label by the German National Guidance Forum (based upon commitment, no formal certification procedure, Source:

<http://www.beratungsqualitaet.net/aktuelles/neuigkeiten/das-bequ-label.html>).



Theme #3 – Integrating career development into wider society.

In your country...

10. Which ministries or jurisdictions are responsible for career development programmes and services? Clarify what programmes and services each ministry or jurisdiction has responsibility for.

The notion of career development is not common in Germany. As regards personalised services, the notion of educational or vocational guidance for orientation and employment-oriented guidance for integration (placement) is used. Career development would be interpreted in a wider sense comprising various ALMPs such as training, subsidised employment, intensive coaching for unemployed or young people not in employment, education or training (NEET youth). Independent from the notion, main actors are:

Federal Employment Agency (Bundesagentur für Arbeit)

This is an independent organisation (95 000 staff in total, 156 local branches) and the largest provider of career guidance in Germany. The Ministry of Labour has a supervisory function. Strategic planning, service and programme reforms are discussed with and have to be approved by the tripartite Administrative Council (or consultative councils at local level).

Within its remit are: vocational guidance young people, guidance for unemployed, special service offers for disabled, refugees

Mixed responsibility Federal Employment Agency / municipality or as option municipalities alone:

guidance and programmes for career development of long-term unemployed

Ministry of Education

targeted programmes: Bildungsketten, Weiterbildungstelefon ... (for Heidemarie Stuhler)

(education is regionalised and falls within the competence of the Länder - states in the federalised system of Germany)

States: In partnership with PES Germany - orientation programmes at schools; Learning regions - guidance offer for adult learning

Universities as autonomous bodies (funded by states):

careers services for students - transition from university to work (partially in partnership with PES Germany), student counselling - learning, psychosocial difficulties,

Family ministry

Programme Elternchance (ESF) trains specialists in order to motivate parents to support education of their children (Elternchance II - Familien früh für Bildung gewinnen)

As described above, vocational guidance and in general service provision by the Federal Employment Agency is law-based. Equally, vocational orientation and ALMPs, such as job entry coaching or second-chance schooling and VET are regulated by law (Social Code III, social code II).

11. What leadership, co-ordination and collaboration approaches exist within the career development system to ensure collaboration across different sectors and different types of clients. For example, how are career development systems within the education system connected to those within employment, health and youth work?

1. Partnership agreements between PES Germany and Conference of state ministers for culture
2. Partnership agreements at local level: schools - PES
3. Partnerships schools - business
4. Partnership agreements of PES and universities
5. Jobcentres: formal or informal agreements with other social or health services
6. Youth employment agencies: one-stop shop or gateway to other relevant services

12. What are the main challenges to leadership in the field and the main obstacles to effective collaboration?

Fragmented guidance offer by a variety of actors (in particular in the field of educational guidance due to federalism, even if this fact does not exclude good regional, local leadership)

Challenging for management: requires system level intervention together with corresponding process design and training at the operational level

13. What kind of cooperation (if any) is there between the career development services and stakeholders like employers, trade unions, the media, NGOs, professional organisations etc?

1. Systematic cooperation exists between the Federal Employment Agency Germany (at national, regional, local levels) and the social partners in administrative councils - national level - and advisory councils - local level. These deal with the whole service offer and strategy development.
2. The Federal Employment Agency has a dedicated service for employers feeding information into the organisation. Regular meetings are held with employer associations, chambers of commerce of trades.

2. All larger services use media for PR and information.
3. Professional organisations? not clear

14. How is the professionalism of career development workers developed and maintained whilst working with other professionals?

1. Federal Employment Agency: Professionalism through two dedicated Bachelor studies
 - a) Labour market management - employment advisers, administrative staff)
 - b) Career guidance and employment-oriented case management) at own corporate university Hochschule der Bundesagentur fuer Arbeit (HdBA - University of Applied Labour Studies) - trains approximately one third of PES counsellors, other internal training programmes for guidance, includes comprehensive training in counselling techniques, profiling, testing, action planning, ethical considerations.

In addition, this university offers since 2015, the Master study course "Labour-market oriented guidance".

Overall, increasing importance of quality of service, supervision, learning supporters in agencies

2. Other providers: ALMPs - depends on procurement conditions
3. Several other universities offer Master study courses for Career guidance as further education. Most require work experience as precondition.
4. With a focus on education, since 2004, the CAS study "Educational guidance and competence development", for example at the University of Mainz.

In Germany, no regulatory framework exists setting minimum standards or regulating the access to a profession of a guidance counsellor.

15. Do other types of professionals (e.g. teachers and social workers) deliver career development? How is a professional service ensured?

In the field of education, any regulation is the competence of the states (Laender). In a number of states, administrative regulations exist according to which "guidance teachers" have to complete a training (e.g. in Bavaria, Baden-Wuerttemberg, North-Rhine Westphalia, Hamburg).

Social workers, social pedagogues: have general career guidance tasks, for example, in the programme Job entry coaching for youth at risk in general secondary schools. They cooperate with specialised career guidance counsellors of the PES Germany.

Social workers and social pedagogues as case managers for long-term unemployed in job centres or as staff working with unemployed in ALMP programmes for intensive vocational orientation, complex integration



Theme #4 - Leading innovative change for the future.

In your country...

16. What are the key innovations or ways that career development programmes and services have changed over the last 10 years? This could include changes relating to technology, practice, management and governance and the use of new theories and evidence.

1. Development of Lebensbegleitende Berufsberatung (Lifelong Career Guidance) starting in 2017 (1. Vocational guidance before job entry, 2. Vocational guidance for unemployed and, what is new, for employed, 3. Online self-assessment tool for VET)
2. More use of online tools - more comprehensive online portal for educational and vocational orientation including self-assessment tools, more Apps for mobiles (see above)
3. More support for youth at risk (job entry coaching, social pedagogues at schools in cooperation with vocational guidance counsellors PES Germany)
4. More support for transition from university to work (careers services universities in cooperation with PES Germany) and also for coping with difficulties during studies (psychosocial counselling centres at universities)
5. More support for adult employed, in particular upskilling of low-qualified
6. Increasing use of online tools (e.g. comprehensive self-assessment tool for young people - VET and in the future also for study courses elaborated by the Federal Employment Agency).
7. More customer involvement in shaping online portal, applications, services
8. Low-threshold access for adult learners (online -> hotline) - Heidemarie Stuhler

17. How do national policies and initiatives, where they exist, ensure and support the development of innovation in career development services provision?

Federal Employment Agency Germany - Ideenwerkstatt <https://ideenwerkstatt.arbeitsagentur.de/>

Campaigns- collecting online customer ideas, suggestions for a defined period of time to feed into development projects such as apps for apprentices, job search, self-assessment tool for study choice etc. (see above).

18. What new, innovative and promising interventions in career development programmes and services is your country planning for the future? How are such innovations making the most of open data initiatives, online technologies, artificial intelligence and other forms of innovation?

- The Ideenwerkstatt of the Federal Employment Agency (ideas workshop) is working on new Apps for mobile phones (see above: job search) and a new online self-assessment tool for those interested in studying at university.

19. How is the training and continuing professional development (CPD) of careers professionals encouraging innovation and taking account of new evidence as well as changes in technology and the labour market?

The University of the PES Germany (University of Applied Labour Studies) is involved in accompanying research and evaluation for innovative projects involving also students (Modules combining teaching and research, Bachelor and Master theses).

Further, researchers from the university develop own innovative projects, such as the Praelab, starting with an EU Leonarda Project in 2010 (= counselling for prevention of dropout from VET apprenticeships including a tool for diagnostics and feedback on transversal competences and methods for a holistic identification of risks for dropout (<http://www.praelab-hdba.de/>)).

Another project is a web-based self-assessment tool (Counselling and evaluation tool under 25 - Beratungs- und Evaluierungstool BET-U25) defining the position of a young person in the process of vocational or educational choice compared to the age cohort. The survey takes 4-5 minutes and supports concrete career guidance sessions. Research using a control group provided evidence of impact (dvb-forum 1/2019, pg. 50-57).

Final reflections

20. Is there anything else that you could like to address through participating in this symposium?

It could be good to also discuss the impact of guidance on enhancing career management skills and whether there are new developments in acknowledging this set of skills as a key outcome of career guidance or career development programmes, equipping the individual with skills that can be used beyond the concrete individual choice and its implementation, a skills set that helps the individual in assessing him- or herself, in structured collection of information, decision-making and implementation in other situations of career development and life.