

The role of policy, services and stakeholders in supporting VET systems: Workshop(Deliverable 7.3)

Skills2Capabilities Report
June 2025

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ABSTRACT

This deliverable reports on the online workshop held on 18 June 2025 as part of work package 7. Findings from deliverables 7.1 and 7.2 on national VET systems, innovative practice and key learnings were shared.

ACKNOWLEDGEMENTS

Work package 7 is coordinated by Professor Jaana Kettunen with Dr Sally-Anne Barnes. The following contributed to the workshop: Eva Steinheimer and Tessa Pittrof, 3S Research & Consulting (Austria); Dr Svetlana Alexandrova, Dr Veneta Krasteva, Dr Pepka Boyadjieva and Dr Petya Ilieva-Trichkova, Institute of Philosophy and Sociology, Bulgarian Academy of Sciences (Bulgaria); Maaris Raudsepp, Tallinn Ülikool (Estonia); Hanna Pullinen and Professor Jaana Kettunen, University of Jyväskylä (Finland); Dr Daniel Neff and Isabelle Le Mouillour, Federal Institute for Vocational Education and Training (BIBB) and Professor Philipp Grollman, TU Dortmund University (Germany); Dr Markus Roos Breines and Tove Mogstad Aspøy, FAFO Research Foundation (Norway); and Dr Chandrima Roy and Dr Sally-Anne Barnes, University of Leicester School of Business (UK).

Skills2Capabilities, a Horizon Europe study, is about understanding how skills systems need to develop if they are to assist people to make labour market transitions – i.e. between jobs, employers or sectors – and thereby reduce the level of skill mismatch which might otherwise arise.

This report is part of the Skills2Capabilities Work Package 7 entitled 'The role of policy, services and stakeholders in supporting VET systems: innovative practice'.

For more information, please visit skills2capabilities.eu

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1. Introduction to work package 7 – The role of policy, services and stakeholders in supporting VET systems: innovative practice

1.1. Introduction

Work package 7 is one of two work packages researching the policy dimension, which links individuals to VET and adult learning provision. Work package 7 is specifically focused on career guidance and counselling policy and practice in VET systems. Contemporary labour markets are dynamic and complex, impacted by shocks such as the pandemic, war, political and societal changes, technology and economic changes. Career guidance and counselling span different policy areas with growing evidence of the benefits of guidance at the individual, economic and societal levels (see for example Cedefop, ETF, European Commission, ILO, OECD & UNESCO, 2021; Mayston, 2002; Percy, & Dodd, 2021; Whiston, Mitts, & Li, 2019). As a policy, career guidance or lifelong guidance is seen as one instrument which countries can use to variously enhance education outcomes, reduce school dropout rates, improve individual transitions from education to the labour market, address social inclusion and equity, and reduce unemployment levels (see for example Hooley, Sultana, & Thomsen, 2018; OECD, 2004; Robertson, & Borbély-Pecze, 2021; Herdman et al., 2024; Watts & Sultana, 2004).

Across Europe and internationally, nations have been working towards more developed systems of lifelong guidance (Barnes et al., 2020; Herdman et al., 2024; Kadletz et al., 2021). At a European level, developments in lifelong guidance have been driven by the 2004 Council of the European Union resolution on lifelong guidance and its 2008 resolution on better integrating lifelong guidance into lifelong learning strategies. The establishment of the European Lifelong Guidance Policy Network (ELGPN) (2015) guidelines for policies and systems development for lifelong guidance provided a reference toolkit in which policymakers and developers can systematise national guidance services and programmes. Recent research reported that career development experts have aspirations for a more systemic and holistic system of lifelong guidance (Kettunen et al., 2023), with several countries evidencing progress towards a developed system (Barnes et al., 2020). Alongside aspirations for more comprehensive lifelong guidance systems, there is recognition that supporting individual engagement with learning and skills development throughout their life course meets the needs of a changing labour market (OECD, 2021). However, a range of mechanisms need to be in place to support individual skills development, including legislation, strategy, funding, labour market information and key stakeholders.

Work package 7 addresses recent advances in lifelong guidance with a focus on what constitutes effective systems which convert resources into capabilities. This work package is designed to explore, using qualitative scientific methods, the role of policy, different stakeholders (such as career guidance and counselling practitioners, educators, trainers, employers, etc.) and services in VET systems to understand the relationships between policy and practice at national and regional level in seven case study countries. This will enable an understanding of how national VET systems are supported or overlooked by those delivering support programmes and services. It will assess how these services could develop and evolve now and, in the future, to resolve skills demands and mismatches. Lifelong guidance can be seen as a building block in VET systems by supporting the delivery of services, but also supporting those undertaking a VET transition with guidance and labour market information, including industrial insights and data on skills demands. It is, therefore, important to understand how systems





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are established, evolve and develop in response to changing labour markets, skills supply and skills demand.

1.2. Work package 7 objectives

- To understand the role of policy, service and stakeholders in supporting VET systems to better understand how services and support programmes are operating in the current environment with the aim of building better VET transitions.
- To examine lifelong learning and lifelong guidance (or career guidance and counselling)
 legislation and strategies at the national and EU level with a particular focus on support for VET systems and transitions.
- To explore the impacts of different national contexts and skills formation systems on fostering positive transitions in the VET system and the extent to which different regulatory constraints in countries under study result in distinct strategies with regard to addressing skills mismatch.
- To explore the impact of current structures and dynamics in the economic and social environmental impact on national VET systems and what the implications of recent changes in these environments (for example COVID pandemic, economic and fiscal crises, industry trends, socio-demographic trends) entail for addressing skills mismatches at the local, regional and national level.
- To explore what areas of policy and delivery would benefit from greater intervention at a national and/or EU level.





2. Overview of the workshop – "What can we learn from VET and skills practices across Europe?"

The international workshop, titled "What Can We Learn from VET and Skills Practices Across Europe?", was organised and hosted by the University of Jyväskylä. The event aimed to foster dialogue and knowledge exchange on vocational education and training (VET) systems and skills development practices across Europe and beyond. Invitations were disseminated through multiple channels, including the project website, social media platforms, and professional networks, ensuring broad outreach. The workshop attracted thirty-five registered participants from across Europe, the UK, and other international contexts. Attendees represented a diverse mix of stakeholders, including:

- Policy makers and government representatives;
- Vocational education and training providers;
- Career guidance and counselling professionals;
- Representatives from employment and welfare services;
- Researchers and international organisations.

The workshop was structured into two main parts. The first session provided a comparative overview of skills ecosystems in seven European countries. This session drew on findings from Skills Formation
Systems (Deliverable 7.1), offering participants a contextual foundation for understanding how different national systems approach VET and skills development. A commentary was provided by Professor Terence Hogarth. He raised five key considerations:

1. Skills Ecosystems Are No Quick Fix

While ecosystems of employers, providers, and governments can drive transformation, as seen in Flanders' textile revival, they rely on long-term trust, funding, and clearly defined roles. Importantly, the learner's voice is often missing from these networks.

2. Uncertainty Is the New Normal

With AI, climate change, and geopolitical shifts reshaping work, skills anticipation is becoming more difficult. In response, Hogarth urged systems to prioritise foundational knowledge and adaptability over narrow, short-term skillsets.

3. Just-in-Time Training: Fast but Fragmented

Short, targeted learning (e.g. bootcamps, micro-credentials) is gaining ground. But is it sustainable for individuals to constantly update skills in a fluid labour market? What's the cost to career identity and long-term development?

4. CVET: The Weak Link?

While initial vocational education (IVET) is generally well-structured, continuing vocational **education (CVET)** remains fragmented and underfunded, just as lifelong learning becomes more essential.

5. The Changing Employment Relationship

As labour markets become more flexible and less secure, employers may invest less in training. This shifts the burden to public systems, raising tough questions about who should pay for upskilling in the future.





The second session showcased innovative and effective practices from national VET systems, based on <u>Vocational Education and Training systems in practice: Country Case Studies</u> (Deliverable 7.2). Through country case studies from Austria, Bulgaria, Estonia, Finland, Germany, Norway, and the UK, the workshop revealed a diverse but converging landscape of VET innovation:

- Estonia is extending compulsory education to age 18, introducing flexible learning pathways, digital platforms, and integrated career guidance.
- Bulgaria is scaling up dual education, closely aligning vocational schools with local businesses to deliver real-world work experience.
- Austria's "Vienna Weeks" initiative brings education and guidance directly into communities, lowering access barriers.
- Germany continues to strengthen local youth employment agencies and peer-led career awareness via vocational training ambassadors.
- Finland's Ohjaamo centres offer one-stop, low-threshold support for young people, integrating education, health, and employment services.
- Norway and the UK are piloting multi-agency approaches and modular, just-in-time training like Skills Bootcamps, tailored to fast-changing labour market needs.

These case studies highlighted real-world examples of how VET initiatives and services are implemented, what strategies are proving successful, and the challenges faced in delivering VET-related services, particularly those linked to lifelong career guidance and learner support. Despite national differences, common threads emerged: the importance of employer engagement, multi-agency collaboration, and personalised, accessible career guidance.

To encourage participant engagement and gather insights, a chat feature was implemented in which participants presented questions and insights, as well as shared resources on the topic. In addition, two interactive polls were conducted during the workshop:

Which of the following do you see as the most critical factor for improving vocational education and training (VET) in your country?

- Better integration of career guidance and counselling
- 2. Stronger collaboration with employers
- Increased government funding for VET programmes
- 4. More flexible and modular learning pathways
- 5. Improved digital tools and infrastructure
- 6. Raising the status and visibility of vocational education

Which policy area should be prioritised to strengthen VET systems and better support learners' transitions into the labour market?

- National strategies to embed lifelong guidance in VET
- 2. Incentives for employers to participate in dual or work-based learning
- Strengthening collaboration between education, welfare, and employment services
- 4. Scaling up local innovations through EUlevel funding and coordination
- **5.** Supporting inclusion of vulnerable groups in VET (e.g., NEETs, migrants)





From the poll, the most critical factor for improving VET systems in their countries included:

- Better integration of career guidance,
- Stronger collaboration with employers,
- More flexible and modular learning options.

Another key takeaway from the discussions was the need for smarter policy coordination, both at national and EU levels, to support innovation, scale up good practices, and ensure that systems evolve alongside economic and social changes.

Several ideas resonated throughout the workshop:

- Career guidance is crucial: It is not just about helping people find jobs, but also supporting them find direction, build confidence, and adapt to changes over time. Many countries are now integrating lifelong career guidance more systematically into education and employment services.
- Collaboration matters: Effective VET systems are built on strong partnerships between educators, employers, public employment services, and communities. The more connected the system, the better it can respond to individual needs and labour market demands.
- Inclusion and equity need attention: Reaching vulnerable groups, such as NEET youth (not in education, employment, or training), migrants, or adults with low qualifications, is essential for social cohesion.
- Digital transformation is underway: While progress varies, there is growing momentum to use technology to deliver more accessible and personalised guidance services, and to share real-time labour market data with VET learners, those providing support, and educators/trainers.

The overall aim of the workshop was to critically review and discuss emerging research evidence to inform the development of the cross-country comparative report. This report, forming the final component of Work Package 7, will synthesise findings and propose actionable recommendations. These recommendations will focus on how the VET system and career guidance services can be enhanced through targeted interventions at both national and EU levels, ultimately aiming to strengthen support for learners and improve the effectiveness of VET systems across Europe.





3. Workshop agenda and Slide deck



Agenda

11:00-11:10	Welcome and context	
	Sally-Anne Barnes, University of Leicester & Jaana Kettunen, University of Jyväskylä	
11:10-11:40	Evidence on Skills Ecosystems	
	 Presentation Sally-Anne Barnes & Jaana Kettunen Commentary: Terence Hogarth, Warwick Institute for Employment Research 	
11:40-13:20	Practices across Europe: Case studies	
	Management and organisation of VET:	
	Estonia - Maaris Raudsepp & Triin Roosalu, Tallinna Ülikool	
	Bulgaria - Petya Ilieva-Trichkova, Veneta Krasteva, Svetlana Alexandrova & Pepka Boyadjieva, Institute of Philosophy and Sociology, Bulgarian Academy of Sciences	
	Delivery and support:	
	Austria - Eva Steinheimer & Tessa Pittrof, 3s	
	 Germany - Daniel Neff (BIBB), Isabelle Le Mouillour (BIBB) & Philipp Grollmann (TU Dortmund) 	
	Multi-agency collaborations:	
	☐ Finland - Jaana Kettunen & Hanna Pullinen, University of Jyväskylä	
	 Norway - Markus Roos Breines and Tove Mogstad Aspøy, Fafo 	
	UK – Chandrima Roy & Sally-Anne Barnes, University of Leicester	
	Q & A	
13:20-13:30	Closing remarks	

Sally-Anne Barnes & Jaana Kettunen







"What can we learn from VET and skills practices across Europe?"

18 June 2025

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Welcome and context

Professor Jaana Kettunen, University of Jyväskylä, Finland Dr Sally-Anne Barnes, University of Leicester School of Business, UK Welcome
Velkommen
Benvenuto
Bienvenido
Καλώς ήρθες
Willkommen
Bienvenue
Tervetuloa
Tere tulemast
Welkom
Добре дошъл
Välkommen





Skills2Capabilities

Skills2Capabilities explores how education and training systems need to develop if they are to help people make labour market transitions. The study is about the capabilities individuals will increasingly need in future labour markets. better prepare individuals for changes in the job market.

The study looks at:

- The demand side what skills are in demand now and in the future
- The supply side how capabilities are reflected in vocational education and training (VET)

It aims to provide decision-makers in government and education with a better understanding of the capabilities that skills systems will need to supply in the future.

Project co-funded by the European Union

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Partners



























The role of policy, services and stakeholders in supporting VET systems

Focus of this workshop is on one package. Objectives of which are to:

- Understand how policies and services support VET, and how they can improve transitions between education and work.
- Review national and EU laws and strategies on lifelong career guidance, focusing on how they support VET and career transitions.
- Compare how different national skills systems impact VET transitions and how they tackle skill mismatches.
- Examine how recent economic and social changes are affecting VET systems and their ability to meet **local and national skill needs**.
- Identify where more national or EU-level action could improve VET policies and services.

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Focus of workshop

Understanding national contexts and skills formation systems for VET

- Desk-based research of the skills formation systems in Austria, Bulgaria, Estonia, Finland, Germany, Norway and the UK
- Examination of lifelong career guidance legislation and strategies, organisation and management, resourcing of guidance and support, stakeholders, digitalisation of services

Exploring VET systems in practice

- Case studies of innovation and interesting practice examining how skills systems operate in practice at a national, regional or local level by exploring services and programmes.
- Case studies have variously included secondary data analysis, interviews, focus groups









What is a skills ecosystem?

Community (businesses, industry/sector, education and training providers, NGOs, local or regional stakeholders, etc.) in which individuals and organisations connect and interact to address skill needs and develop, use and transmit, in an autonomous way, knowledge, abilities and competences.

Source: Cedefop (2025)







Key elements of ecosystem

- Education and training providers (e.g. schools, colleges, universities, VET institutions)
- Employers and industry bodies (who define and demand skills)
- Government and policy-makers (who regulate and fund the system)
- Learners and workers (who acquire and apply the skills)
- Support services (like career guidance, job placement, and upskilling programmes)

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What is a good skills ecosystem?

- People are trained in the right skills for current and future jobs. They can adapt to labour market demands and are resilient.
- Employers can adapt to labour market changes and find workers with the skills they need.
- The economy can adapt to changes and 'external shocks', like new technologies, COVID-19 or industry shifts.







The operation of guidance in VET systems

VET legislation	Examines regulatory frameworks, legislation and policy for VET focusing on career
	guidance
Strategy	Examines whether VET formation system is responding to changes in context
Resourcing of guidance and	support in VET systems
Funding	Examines funding for career guidance
Data	Examines who collects data and what data are collected
Guidance support	Examines what support is available to those considering and engaging in VET
Stakeholders in VET	
VET and guidance stakeholde	rs Examines the stakeholders and key actors
Cooperation	Examines how stakeholders work together to provide career guidance



VET legislation (and legislation referencing career guidance and counselling)

- All the case study countries have legislation in place that supports the organisation, structure and management of VET systems
- This legislation is explicit in all the case study countries, covering the provision of services across sectors and contexts
- It guarantees individual rights to VET that align with their interests and capabilities
- Aim is to meet the demand for a skilled workforce in the labour market and employer needs.







- Across all case study countries, a VET strategy was available and often linked to other strategies
- Strategies were found to set out mechanisms enabling cooperation and collaboration across a range of stakeholders
- · Strategies were found to be
 - independent guiding provision in their own sectors (e.g. Germany, Norway and the UK)
 - coordinated, integrated and interdependent (e.g. Austria, Bulgaria, Estonia and Finland)
- A multi-level approach to strategy can enable the implementation of career guidance support and services at regional and local levels as well as involving different stakeholders.

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The role of employers

- Across all case study countries, the role of employers in VET systems is legislated
- Focused on how they contribute to the development and currency of VET
- Aim is to ensure that VET is relevant, upto-date and meets the needs of a changing labour market

Quality frameworks and standards

- The importance of national quality frameworks and standards is evident in all country case studies
- Embedded in legislation and referenced in various strategy documents
- Considered an integral part of a VET system







Resourcing of guidance and support

- All of the case study countries legislate funding for VET and, most, the provision of career guidance and counselling support and services
- VET is state-funded and mostly free of charge, regardless of age, educational background, and individual needs
- VET is funded variously through a range of sources:
 - European Social Funds (ESF) (i.e. Austria, Bulgaria, Finland and Germany)
 - apprenticeship levy or employer contribution (i.e. Austria, Finland and the UK)
 - non-governmental organisations (NGO) and the third sector (i.e. Austria, Bulgaria, Finland and Germany)
 - Private sector (i.e. Bulgaria, Finland, Germany and the UK)

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Labour market information and data

- All were found to collect data which does (and could) feed into the VET system but how developed and established mechanisms for collecting and disseminating data are varied
- · LMI is used to:
 - Monitor enrolments, progression and outcomes contributing to understanding how the system functions.
 - Understand labour supply and demand to support educational planning
- In developed systems, data are being used to inform curriculum development, programme evaluation, and the regional adaption of VET, as well as being used by employers, career guidance and counselling services, and policy makers





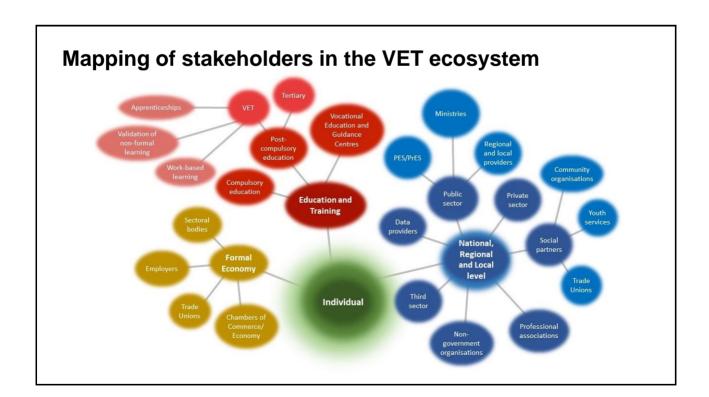


Career guidance delivery

- · Career can be seen as a building block in VET systems
- Delivered in compulsory and post-compulsory education, public and private employment services, training institutions, third sector and in the workplace
- Provision is **resourced**, **organised** and **delivered** (at a minimum) at key transition **points** within an individual's pathway
- · Integrated and coordinated guidance system:
 - · utilises a range of stakeholders
 - · guided by legislation and national strategies
 - organised (and implemented) at the regional or local level (i.e. Finland and Germany)
 - shared quality standards and frameworks to support guidance delivery (i.e. Austria)









Cooperation and collaboration



- Case study countries feature common stakeholder landscapes, but their governance structures differ
- Strategies and mechanisms for cooperation in place, mostly ad hoc
- Multilateral cooperation occurs within sectors and is vertically coordinated (i.e. Austria, Bulgaria, Estonia, Norway and the UK)
- Multisectoral communication occurs within and across sectors involving diverse stakeholders and actors that share diverse experiences, processes and approaches (i.e. Finland and Germany)







Digitalisation of career guidance and counselling supporting VET

- Aimed at developing practices and systems that integrate existing and new methods
- Provide educational and guidance services in a unified and accessible manner, plus access to LMI
- National strategies highlighted digitalisation Infrastructure changes, and digital skills of the workforce across different occupational groups and within the education and training systems
- However, significant variations in the stage of digital development



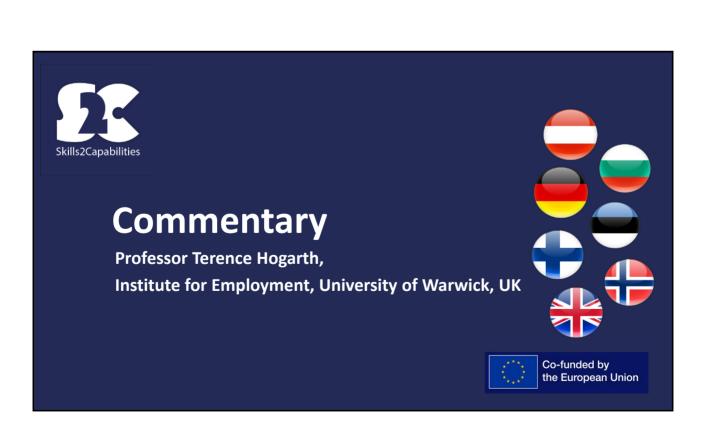






- Strong **legislative frameworks** support VET systems, but vary in how career guidance is integrated, delivered, and embedded
- **Sectoral strategies** for education, training, and skills exist, though not always linked to VET; more impact is seen where strategies are coordinated and interdependent
- Career guidance services are present in education and training, but less is known about workplace practices
- · LMI is widely collected and shared
- · Digital guidance tools are emerging in VET
- Stakeholder **cooperation** is beneficial, though its extent and maturity vary
- Developed stakeholder collaborations form coherent VET systems where guidance is integral

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Management and organisation of VET: Estonia and Bulgaria

Break!

Delivery and support: Austria and Germany

Multi-agency collaborations: Finland, Norway and UK

Q & A







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The role of policy, services and stakeholders in supporting VET systems: innovative practice case studies

Estonia: Compulsory Education Reform
- bring joy to learning?

Maaris Raudsepp & Triin Roosalu June 18th 2025





What?

Comprehensive national reform extending compulsory education to age 18 – supported with several innovations, such as integrated digital platforms and nationwide support systems



Why the reform?

Following long-term political decisions

- Estonian development plan: by 2035 90% of 20-24 year olds have secondary level education
- Action program of the government 2023-2027: compulsory education until reaching the age of majority or acquiring a professional qualification

Solution offered:

support learners in their post-basic education studies so that dropout rates are as low as possible and learners are able to acquire an education that meets their abilities



Also - VET only second best option, with negative selection

- Estonia is **outstanding in PISA** in reading, maths and sciences
 - → In grade 9 (age 16), only 25% of students make a choice to enter the vocational track on upper secondary level
- Negative selection
 - → average grades from 9th grades were lower among those continuing in VET
 - > Further learning pathways are open in principle but rarely travelled
- 60% of Russian-speaking boys enrol VET/ 10% of Estonian-speaking girls
- Lower prestige track after 9th grade, but highly popular as adult learning option
 - → share of 25+ VET students increasing since 2010 (partly 'hobby education')
- → Large differences regionally as well as between fields and schools

Main Changes - to promote joy in learning:

- Change of official terminology (replacement of school obligation with learning obligation), reflecting the active role and responsibility expected of the learner
- Basic education will be more individualised non-formal education as a motivational resource
- Career guidance will be provided for everybody at school
- Need-based time for learning additional and preparatory studies
- United infotechnological online admission system nobody will be left out
- More flexible learning paths in secondary vocational education
- More individualised learning paths in secondary education universal credit points
- Collaboration of schools and local administrations in monitoring and supporting young people
- Timing of basic school final examinations to occur earlier in the academic year
 - to make the graduation process less stressful and more student-friendly,
 - schools to incorporate exam results into their admissions processes,
 - reducing the need for redundant testing

Diverse Learning Paths

to accommodate diverse learner needs and aspirations, **five distinct post-basic education pathways**:

- 1. academic upper secondary school,
- 2. applied upper secondary school,
- 3. part-time upper secondary school (usually for adult learners),
- 4. vocational education,
- 5. and **newly established preparatory studies programme** for students who are not yet ready to commit to one of the four primary options

.... to empower students to make informed choices aligned with their interests and capabilities.



VET to be Changed

- Vocational (applied) secondary education will become an alternative to academic secondary education, 4 years
- Increase in the number of study programmes and study places in vocational education
- Change in the content of study programmes (green skills, digital skills etc.)
- More personalised learning paths within VET study programmes
- Increase in the volume of **general education** subjects (from 30 to 80 credit points)
- Taking into account non-formal learning towards completing the curriculum



For who? Main Target Group

- From the birth cohort of 15 000-16 000, 12,5% about 2000 young people annually leave the school system early
 - 550-650 do not continue any studies after completing compulsory education (9 grades/ age 16)
 - **350-450** leave vocational education programme first year of studies
 - **100-150** leave general education programme first year of studies
 - Increasing number of NEET youth and people with basic education only
- Different causes of students' demotivation:
 - School bullying, dissatisfaction with relationships with teachers and fellow students, ...



Also Target Group:

- All other students in basic education
- Everyone until 18 years
- and their parents
- All teachers, non-formal learning facilitators, career counsellors...
- and everyone teaching and supporting them
- especially local governments and communities



Key Message of the Reform

Bring joy and level the playing ground:

- empowering vulnerable early school leavers vis-à-vis their employability...
- across the country...
- by turning rights into duties...
- to equip those that can provide support

But: acknowledge the impact on other students - how to prevent losses?



Highlights

- Lure: when making learning a duty, focus on learning (not education)
- Ease: recognition of non-formal learning (even in VET!)
- Support: unified electronic admissions systems, individual (career) counselling

But: employability vs empowerment, agency and capabilities?



Lessons

- Unique window of opportunity politically
- Several reforms at the same time exhaustion ©
- Change all to support VET orientation → empowerment or employability focus?
- Balance national coordination with local flexibility when addressing
 - (gendered) early school leaving, and...
 - regional & school disparities, and...
 - teacher shortages...

But: think of transparency (and accountability) on risks for possible negative effects

Transferable Practice

- Focus on continuous learning and lifelong learning mindset
- Integrating non-formal and formal
- Integrating general ed and VET programmes
- New preparatory study programs
- Digital platform integration for experts, parents, and kids

But: don't try it at home when windows closed...



THANK YOU!





Management and organisation of VET: Dual Education Implementation in Bulgaria

Petya Ilieva-Trichkova, Veneta Krasteva, Svetlana Alexandrova & Pepka Boyadjieva (Institute of Philosophy and Sociology, Bulgarian Academy of Sciences)



Workshop:

What can we learn from VET and skills practices across Europe? 18.06.2025 (online)







Development of Dual education in Bulgaria: the context

- **Since 2015** in response to the growing needs of qualified workers in the Bulgarian economy and the high youth unemployment in Bulgaria.
- The main policy document is the Strategy for Development of Vocational Education and Training (2015-2020) ensuring the quality and efficiency of VET through Dual education.
- Organisation and structure: Dual training is organised as a form of partnership between a
 vocational high school and an employer. It includes theoretical and practical training in a
 real work environment.
- Accessibility: The aim is to expand and facilitate access to vocational education and training for people over 16 years of age.
- Business Connection: Creating a permanent and effective connection between vocational education and business, with opportunities for a smooth transition between school and the workplace.





The Role of Domino project (2015-2019)

- DOMINO project "Swiss Support for the Introduction of Dual Track Principles in the Bulgarian Education System" (2015-2019) financed by the Swiss Confederation under the Bulgarian—Swiss Cooperation Programme.
- Carried out jointly with the Bulgarian Ministry of Education and Science, the Ministry of Labour and Social Policy, and the Ministry of Economy.
- Created a practical guide for dual education to support its implementation; to develop new curricula, to train teachers, mentors, and dual education experts.
- Coordinated the participation of all stakeholders (states, employers, schools, etc.).
- At the end of the project, 1,600 students had completed dual education in 12 professions in 32 vocational schools in 19 cities across the country. 170 Bulgarian and foreign firms were involved, and capacity-building was achieved through the training of 112 teachers, 199 mentors in enterprises, and 25 experts in dual education (Evtimova, 2019).







Students from Vocational High School of Mechano-Electrical Engineering and Electronics – Burgas, 2018. Source: <u>Facebook</u> – DOMINO



Students in the profession of chef, specialty "Production of culinary products and beverages", 2018. Source: Facebook - DOMINO







The case study: A good practice for cooperation between VET school and business

- Methodology: Desk research, interview with a representative of the vocational school.
- The vocational high school is located in a small provincial town near Sofia. Several enterprises operate in the area, specializing in metal production, ore extraction, mining, electrical equipment, construction, and repair of machinery and equipment.
- The school principal decided to focus on the dual education system in 2017/2018;
 combining 2 majors in one class one supported by the DOMINO project with 12 students and one supported with funding from partner companies with 13 students.
- The high school is changing its profile from agricultural to industrial, following the current demand for personnel in the area. The specialties are at the request of local companies
- The training is 5 years long with admission after grade 7 and is divided into 2 stages: theoretical training at school (grades 8, 9 and 10); 3 days at school and 2 days of paid internship at a company, under the guidance of mentors (grade 11); 2 days at school and 3 days of paid internship at a company (grade 12).





Additional incentives and support

- Internship in enterprises is considered paid work experience and a monthly remuneration of 50 BGN is provided.
- Free transportation and courses to obtain driving licenses for various vehicles.
- Working with students from vulnerable groups and providing scholarships for excellent students and socially disadvantaged families with a grade point average above 4.50.
- Additional training opportunities in the training centers of the high school and partner companies.





Benefits

- Staff is provided for local enterprises and the reduction of internal migration to the capital and larger cities is supported.
- Learning through practice helps to improve the quality of vocational training.
- By working in a real work environment, students acquire professional and soft skills. Opportunity for access to more modern technologies and the experience of mentors.
- 2/3 of the former students of the school who graduated from the dual education system in the last three grades have continued to work in the acquired specialty or have chosen to continue their education at university.





Factors for successful implementation of dual education

- Communication with the students and their parents; aim to create conditions for successful realization through up-to-date professional qualifications and opportunities for continuing education.
- Partnership with employers and the municipality; offering students from vulnerable groups the opportunity to acquire professional qualifications and find a job.
- Support the career guidance for students. Regularly conducts and participates in information campaigns, open days for visiting companies.
- Provision of real opportunities for improving the quality of education and for acquiring skills in the conditions of an economy in digital and ecological transition – through numerous projects and programs financed by national and European funds.
- **Involves all stakeholders** (school team, local employers, universities, municipal and state, experts (DOMINO project), with attention to the learners, their parents, and vulnerable student groups).





Challenges to dual education in Bulgaria

Despite the vocational secondary school's successful example, the gradual national increase from **0.1%** (2017/2018) to **6%** (2022/2023) of 12th graders registered in a dual form of learning as well as the observed trends of stable employment for graduates from a dual form of learning and high levels of employment among those who obtaining a diploma and certificate of professional qualification from vocational education (Open Society Institute-Sofia, 2024: 46-47), dual education in Bulgaria has to still overcome some challenges:

- Negative attitude among society towards vocational education and training.
- Demographic processes (aging and depopulation of settlements, migration).
- The macroeconomic context and the (limited) opportunities the state offers for investments.
- Insufficient assistance to facilitate cooperation between the education system and business.
- Complicated administrative procedures for participating schools and businesses.
- Uncertainty about retaining trainees on the job and lack of guarantees for the time and effort invested by enterprises.







THANK YOU FOR YOUR ATTENTION!

The Bulgarian team worked on Task 7.2:

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Practices across Europe: Case study Austria

Eva Steinheimer, 3s Research, Vienna Tessa Pittrof, 3s Research, Vienna

Online Workshop: What can we learn from VET and skills practices across Europe?

18 June 2025





Vienna Weeks – a Large-scale Outreach Framework

- Introduction key characteristics of the Vienna Weeks
- Objectives and strategic policy making
- Outcomes and key figures
- Success factors

3s.co.at



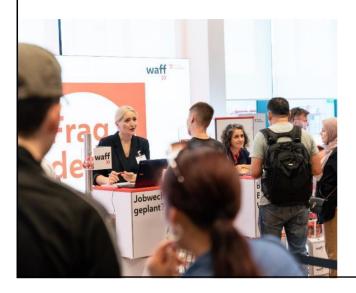


The Vienna Weeks for Lifelong Guidance and Further Education

- Taking place annually since 2015 across various city districts in Vienna (relaunched under new trademark in 2025)
- Low-threshold counselling and interactive events on education, career guidance, and further education and training
- Familiar public spaces like parks, shopping centres, community and youth centres, preschools etc.
- Built on strong local networks, with numerous partner organisations
- District administrations contributing to event delivery and promotion
- Organised and funded by waff Vienna Employment Promotion Fund
- Co-financed by the European Social Fund (ESF) until 2023

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Objectives of the Vienna Weeks Framework



- Offer training and further education programmes, career guidance and support services to hard-to-reach groups
- Guide people with (latent) interest in pursuing career development or training to existing service structures
- Support individual empowerment, while also addressing broader goals like improving employability and tackling skills shortages

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Positioning Within Strategic Policy Making

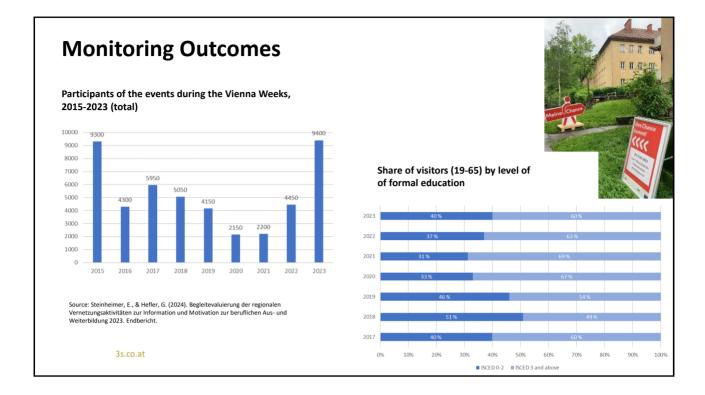




of the Vienna Qualification Plan 2020/2030

Target groups:

- adults with low formal qualifications
- adults with higher qualifications but in unskilled work
- migrants
- NEETs
- pupils during the last two years of compulsory schooling (lower secondary schools)



Identified Success Factors 1

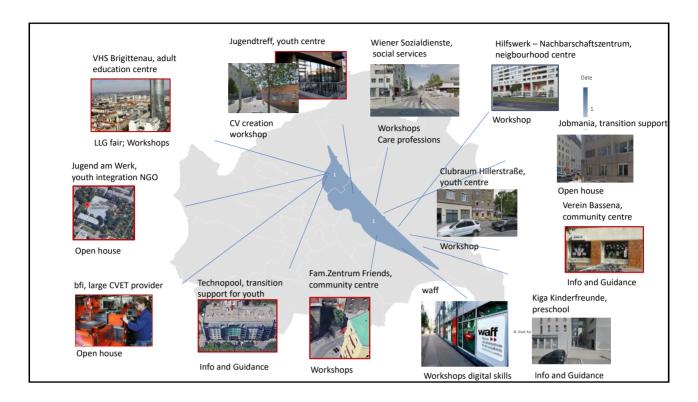
Broad partner network

- Core organisational unit at waff
- 100-130 partners involved each year
- adult education providers, schools, youth centres, community centres, healthcare institutions, enterprises, migrant and refugee support groups, women's advocacy organisations, and other NGOs

Closeness to social space of target groups



3s.co.at 58



Identified Success Factors 2

Support of Vienna district administration

- Invitation letter to all residents between 20 and 45/50 years
- 50-75% of all participants come after having received the personal invitation



Adaptive design

- Established as stable framework
- Mix of innovative and tested event designs
- Flexible approach, e.g. going digital during Covid19
- Regularly setting new focal topics (digitalisation, care professions, youth)

Vielen Dank für Ihre Aufmerksamkeit



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Case study Germany

Youth Employment Agencies
Vocational Training ambassadors

Daniel Neff (BIBB) Isabelle Le Mouillour (BIBB) Philipp Grollmann (TU Dortmund)

Youth Employment Agencies (YEAH)



- Local-level co-operation in youth support between
 - Employment agency (Arbeitsagentur),
 - Job center (Jobcenter) and
 - Local youth welfare organization (Jugendhilfe)
- = "One-stop government" / bundeling of competencies
- Individual casework with young people; not deficit-oriented
- Flexibility able to adjust services to changing needs of their clientele



Vocational Training Ambassadors (VTA)



- VTA are vocational training students who visit schools and/or fairs
- Direct and authentic career orientation at eye-level; first-hand information ((student role model)
- May help to reduce gender-specific stereotypes and increase confidence in their own abilities, enhance self-efficacy
- Win-win-win situation for all involved actors (students, school, company, VTA, company)







Finnish context



- Strong commitment to education equity and inclusive lifelong
- Compulsory education extended to age 18 (2021)
 - aims to ensure that all young people acquire at least a secondary-level qualification, thereby enhancing their employability and reducing the risk of social exclusion.

In realm of VET reform introduced a competence-based approach, emphasizing individualized learning paths and workplace-based learning

 aims to provide students with the skills and competencies required in the modern workforce, fostering a closer alignment between education and employment.

3

Finnish context



- Persistent issues: Youth unemployment, disengagement
- Service fragmentation across sectors creating barriers for youth transitions
- Thy Youth Guarantee laid the groundwork for the establishement of Ohjaamo Once-Stop Guidance Centres
- Reducing discontinuation of studies one of the defined objective for VET in Current Government programme.

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Ohjaamo - One-Stop Guidance Centres Model



Coordinated network of guidance centers providing integrated, lowthreshold services to young people under 30

Established 2014 as pilot, ~70 centres across Finland

- Integrated, one-stop guidance centres for 15–29-year-olds
- Low-threshold, no referral needed
- Offer support in: education, employment, health, housing, finances

5

Objectives



- The Ohjaamo model was established with the central aim of improving young people's transitions into education, employment, and adult life by integrating support services under one accessible and youth-friendly umbrella.
- Its objectives are rooted in both social inclusion and labour market participation, recognizing that young people's challenges are often multifaceted and cannot be addressed through siloed services.
- The overarching vision of Ohjaamo is to ensure that no young person is left behind due to systemic gaps in support structures.

One-Stop Guidance Centres Model - Service Delivery



- Multidisciplinary teams under on roof: career counselors, VET advisors, social workers, employment advisors, health professionals, youth workers
- Walk-in, phone, online, outreach
- Youth-centred, informal approach
- "No wrong door" principle
- Integrated with outreach youth work and VET institutions



20.6.2025

VET integration



- Strong links with vocational education, apprenticeship providers
- Guidance on VET pathways, re-skilling, preparatory education (TUVA/VALMA programmes)
- · Career exploration workshops, job fairs, application clinics
 - co-developed with local educational institutions and employers
- Specialised support for dropouts, migrants, young adults re-entering education

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Target group and access



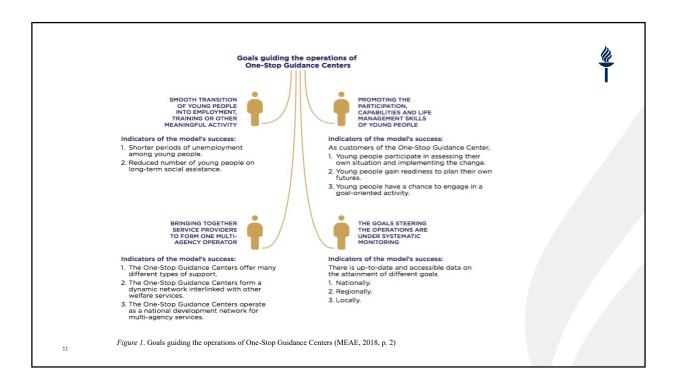
- Youth aged 15–29 living in Finland
- NEET youth, early school leavers, migrants, youth with disabilities
- Proactive outreach through integrated or closly parnered outreach youth work (etsivä nuorisotyö) - reaching "invisible youth" not registered with other services.
- In 2024: 203,000 contacts. In 2023: approx. 60 % visitors were were either unemployed or inactive at the time of their first visit, and roughly one-third had previously had no recent contact with public education or employment services.
- 85-90% satisfaction; 91% would recommend Ohjaamo to peers

Stakeholder involvement



- The operation is nationwide and originates from
 - the ministerial level through collaboration between the Ministry of Economic Affairs and Employment, Ministry of Education and Culture, and Ministry of Social Affairs and Health.
 - Keha-Center
- Local:
 - Municipalities (operational backbone), employers, NGOs, schools, VET providers
 - Career counsellors co-located or seconded from VET institution
- Employers co-develop opportunities (internships, training)





Resourcing



- European Social Fund (ESF) initial development
- Ministry of Economic Affairs and Employment
- Ministry of Education and Culture
- Now integrated in municipal budgets
- EU Recovery Fund (2023 strengthening)
- Multi-source funding: ministries, municipalities, project grants



Outcomes and impact



- ~60% of users transition to education or work
 - Among those engaging with Ohjaamo services, roughly one-third transition to education or training, and another one-third into employment, either directly or through intermediary support measures such as job search coaching, apprenticeships, or short-term vocational courses. (KEHA.-keskus, 2022)
- Boosted trust in institutions, reduced disengagement
- Increased coordination between public services
- Greater access to career services for vulnerable youth



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Key Learnings



- The importance of service integration and low-threshold access
- the power of multidisciplinary teams and co-location multidisciplinary cooperation improves quality
- Youth participation (involment and feedback) is critical for trust and relevance
- · Local flexibility is essential, but national coordination is needed
- the recognition that career guidance and counselling must be understood as a life-wide and life-long process
- Evaluation must include qualitative + long-term data
 - data have enabled continuous improvement, informed policy adjustments, and supported evidence-based advocacy for continued funding.

Conclusion



- Wide-reaching implications for both policy and practice within Finland's vocational education and training (VET) ecosystem and beyond.
- Makes a strong case for embedding guidance and counselling across multiple service domains, with vocational, psychological, and social elements offered in parallel.
- Shows that multisectoral governance can lead to improved outcomes when underpinned by shared objectives, collaborative leadership, and adequate resourcing.

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Fafo

VET for employment

Collaboration between the welfare administration, career centres and upper secondary schools in Norway

Markus Roos Breines and Tove Mogstad Aspøy

The Norwegian context

- Apprenticeship-based vocational training the dominating VET-model (2+2)
- The use of VET eases access to the labour market
- Existing collaboration between employment services and career centres throughout Norway
- The delivery of career guidance and counselling services in person and online:
 - Karriereveiledning.no
 - · Utdanning.no
 - Vilbli.no



The project

- A project to improve the use of VET in labour market inclusion in Trøndelag county.
- Aim: To reduce exclusion from education and work, and fill the needs of the labour market.
- Closer collaboration between:

Nav advisors, secondary schools, qualifications

'market advisors', career guides, upper employers, adults with limited formal

Target population

- Those thinking about, considering and engaging in VET
- Those transitioning from VET
- Those continuing their training
- Young people up to the age of 30
- Adults (unemployed/in-work/returners)
- Employers
- Career guidance and counselling professionals



How the collaboration worked

- Joint meetings knowledge exchange between Nav and career centres
- VET schools adapting training
- But variations between areas with different labour needs and subjects taught at VET schools
- Challenges of financial support throughout VET education
- Collaboration challenges of GDPR

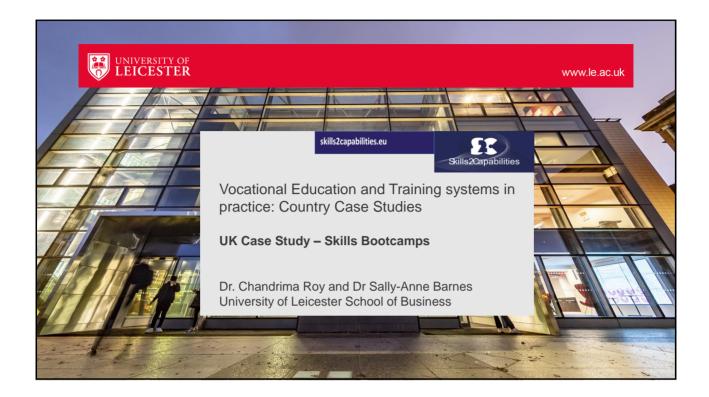


Key learning

- Demanding for schools to provide fast-track VET training
- Overreliance on digital meetings a limitation
- Despite challenges, the collaboration between institutions, schools and employers and invididuals appear to be beneficial in facilitating access to education and, possibly, also for employment (but no data available)









www.le.ac.uk

Sources of information

- Primary and secondary
 - Data collection from a city in England's East Midlands region
 - Semi-structured in-depth interviews with key stakeholders from local council, training providers, leading business representation organisation in the East Midlands region
 - Desk research published reports (DfE, CIPD, Institute for Employment Studies), news items (FE Week, House of Commons, Labour Newsroom)



Skills Bootcamps

- A government-funded outcome-based approach to upskill and retrain adult (19 and older) in England, UK
- Launched in 2020 and promoted as key part of the government's skills and job creation strategy
- Short-duration, flexible training courses that can last up to 16 weeks and are generally co-designed with employers
- Available to people who are unemployed or inactive, self-employed and those in employment and free for all learners
- A core component of the Skills Bootcamps' offer a guaranteed job interview upon the completion of course



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UK Context

- "UK's low productivity level and the associated high proportion of low-skilled and low paid jobs in the economy" (Crowley, 2024)
- Emphasis on improving the skills system
- UK's Skills Agenda improve workforce readiness, promote economic growth and social wellbeing
 - UK's VET system an integral component of the UK's skills strategy
 - Development of T Levels, Skills Bootcamps, the expansion of apprenticeships, funding for further education, and Local Skills Improvement Plan (LSIP) (DfE, 2022)



Objectives

- Provide lifelong learning opportunities for adults and address skills gaps in sectors facing skills shortages
- Part of Lifetime Skills Guarantee scheme 'Skills for Life' campaign launched by the Department for Education (DfE) in the UK
 - "designed to be employer driven [...] it's about the needs of employers and matching the skills" (Senior Leader 2 – Adult Education, Senior Leader 1 – Local Council)



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Commissioning of skills bootcamps

- A pilot rollout to test the approach followed by two waves of Department for Education (DfE) commissioned Skills Bootcamps, in six regions in 2020-2021 and then scaled up to all regions of England from 2021
- A wide range of sectors covered digital, green, technical, health and social care, construction, HGV driving
- Face-to-face, online or blended delivery methods and structured in modular formats
- Commissioned locally in the case study site by the city council on behalf of the city and the wider county



Multi-agency collaboration

- Delivered in partnership with employers, further education colleges, independent training providers, national training providers and local government, Department for Education (DfE)
- Employers one of the key stakeholders co-designing content with employers or employers having the opportunity to input into the content of the bootcamps
- In the case study site the council an important stakeholder, training providers, the regional chamber of commerce



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Resourcing

- Significant government investment in Skills Bootcamps through the National Skills Fund
- Fully funded by the UK government for independent learners (individuals not being co-funded by their employer) and for the self-employed
- Case study site city council, the lead accountable body for the procurement of Skills Bootcamps across the city and the county through grant application process
- Funding allocation: 40% 30% 30%



Career guidance

- Providing extensive or long-term career guidance or career counselling services **not** within its remit
 - "does not sit very well in the skills agenda" (Senior Leader 3 Policy and Strategy)
- Wraparound career and personal development support for learners of skills bootcamps
 - Job search assistance, connecting participants with job opportunities,
 CV reviews, and interview preparation, one to one professional development discussions/plans, having in-house 'employment coach'



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Outcomes and impact

- Get a new job or apprenticeship, progress in their current job, expanding network or find new business opportunities if self-employed (Skills for Careers, DfE, 2025; interview data)
- Helped businesses to increase the diversity of their organisation and supported them to recruit underrepresented groups with diverse previous experiences
- National level completions and outcomes suggest a completion rate of 65.6% 15,570 reported positive outcomes
- Completion rates reported higher than the national average in the case study site



Outcomes and impact

- Learning providers reported keeping in touch with learners until they got their positive work outcome
- Enhanced skills provision in the local area by focusing on high-priority sectors such as construction, digital marketing, cyber security, and environmental management (Senior Leader 1 – Local Council and Senior Leader 2 – Adult Education)
- "opened up opportunities" "an intensive programme is quite a good way to create a change in someone's life" "gives them quicker returns" (Interviewees learning providers, local council senior leaders)



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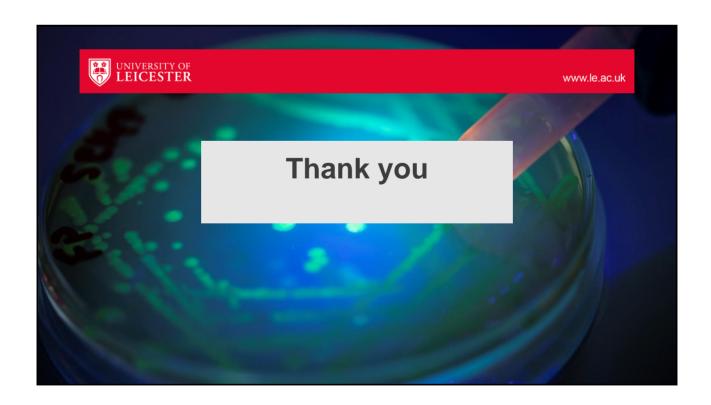
Implications for policy and practice

- Significant implications for VET policy in the UK
 - A growing policy emphasis on rapid upskilling to meet immediate labour market needs, especially in sectors facing acute skills shortages
 - A move toward more decentralised and responsive VET planning, where local authorities and employers play a central role in shaping provision
 - Introduction of Performance –based model results-driven approach that ties funding to learner outcomes, such as course completion and employment
 - Employer codesign and co-funding has strengthened the alignment between training content and labour market demand



Key learnings

- Skills Bootcamps model presents both opportunities and limitations
- Need for a more holistic approach to career development within VET
- Need for including learning voice in programme design
- Need for longer term, robust funding cycles and reducing administrative burden on learning providers
- Need for a "coherent" skills strategy (Senior Leader 3 Policy and Strategy) for employers to get more involved





Q & A







Insights for policy development

- 1. Integrated career guidance enhances system resilience Systems that embed career guidance across education and training pathways are better equipped to adapt to changing labour market demands and learner needs
- 2. Employer engagement ensures relevance Active collaboration with industry, including through mentoring, workplace learning, and input into curriculum design, helps align training with real-world career opportunities
- 3. Strong coordination supports effective delivery Clear roles and collaboration between schools, training providers, employers, and guidance professionals ensure coherent and accessible support for learners
- **4. Inclusive guidance promotes equity** Tailored career guidance services for disadvantaged or underrepresented groups help ensure all learners can access meaningful VET pathways and make informed choices

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Insights for policy development

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All current and future reports can be accessed on the S2C website

- Vocational Education and Training systems in practice: Country Case Studies (Deliverable 7.2)
- Skills Formation Systems (Deliverable 7.1)

Coming in Autumn – Cross Country Comparative Report, which will focus on lifelong career guidance practice in VET systems across Europe, and include policy and practice recommendations

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This report was authored for Skills2Capabilities by Professor Jaana Kettunen and Hanna Pullinen (University of Jyväskylä, Finland) and Dr Sally-Anne Barnes (University of Jyväskylä, Finland). This paper is a deliverable from the work package entitled 'The role of policy, services and stakeholders in supporting VET systems: innovative practice' led by the Finnish Institute for Educational Research at the University of Jyväskylä, Finland.

This report represents the views of the authors based on the available research. It is not intended to represent the views of all Skills2Capabilities affiliates.

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