

# **Lifelong Guidance System in Hungary: Evaluation of the Social Renewal Operational Programme Measure**

**(SROP-2.2.2-12/1)**

**2012–2015**

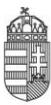
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WARWICK INSTITUTE *for*  
EMPLOYMENT RESEARCH





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## Executive Summary

### Introduction

Over the last decade, the policy theme of lifelong guidance has received increasing attention at both an international and European level. This has been influenced by major economic and technological changes that require more individuals to manage multiple career transitions throughout their working lives. Two Resolutions of the European Council (in 2004 and 2008) highlighted the need for strong guidance services throughout the lifespan to equip citizens with the skills to manage their learning and careers and the transitions between and within education/training and work.

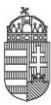
Lifelong guidance service provision and improvement strategies draw together the three dimensions of face-to-face, contact centres and distant approaches (Internet, telephone, email). Career guidance is 'an essential component of modern education and training systems to (re-)orientate younger and older generations towards the acquisition of 21<sup>st</sup> century skills'. Government is recognised as having an important role not only as a provider but also in stimulating the wider market in guidance and ensuring that it is quality assured. Every country is unique in their infrastructures and cultures for careers resources and service delivery. The programme for developing a lifelong guidance system in Hungary is part of the Social Renewal Operational Programme (SROP-2.2.2-12/1). The overall objective is to further develop career guidance and information tools and to make these available for all parties concerned and, as a result, increase the labour market efficiency of the working age population.

### Aim & objectives

In August 2015, the University of Warwick's Institute for Employment Research (IER), England was formally invited to consider how the Social Renewal Operational Programme (SROP-2.2.2-12/1) has contributed to lifelong guidance policy developments in Hungary.

### Methodology

This involved a four stage process: a review of key documentation received from the Programme Leader and online searches to identify key activities and achievements; a series of brief interviews with Hungarian colleagues involved in the European Lifelong Guidance Policy Network (ELGPN); a SWOT analysis drawing upon available evidence from the review process; and an observation session at the Masters in Guidance Summit held in Budapest in May 2015.

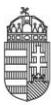


## Findings

The Hungarian policy context is outlined in section 1.3 of the main report. Major political and practical changes have dominated the Hungarian education and employment policy landscape. In this context, lifelong guidance policies and practices must find their place alongside new legislative measures, structural reform and new public policy directives. An overview of recent developments in schools, vocational education and training (VET) – including adult education - and the Chamber of Commerce and Industry, higher education, National Employment Service, National Lifelong Guidance Council and Professional Associations highlights recent changes.

Over the last three years, a series of activities have been undertaken designed to support the development of lifelong guidance services and tools across Hungary. These are characterised in the form of: translated documents for policymakers and practitioners, training support for career guidance consultants and other professionals, national career guidance portal developments, new publications for services users, the production of videos linked to professions and/or occupational profiles, impact assessment descriptors from EU and international literature, the compilation of a 'code of ethics' for professionals in the LLG field, and the dissemination of the Hungarian Lifelong Guidance Journal and associated articles. Some examples highlighted include:

- The successful translation of the 'European Resource Kit for Policymakers' and ELGPN Glossary - each designed primarily (though not exclusively) for use by policymakers. There is some evidence that these resources have supported career guidance consultants and other professionals in their continuous professional development (CPD). However, the extent to which these have been used by policymakers to inform current public policy remains unclear.
- Training support for career guidance consultants and other professionals, often referred to as 'Career-path Counselling', has been made freely available and underpinned by five modules. A total of 3,692 participants (until Spring 2015) benefited from the training (281 groups nationwide). 61% of the participants were teachers, 14% were from the human resources field, 14% from NGOs or from higher educational backgrounds and 11% were social professionals.
- A 'code of ethics' for professionals in the Hungarian lifelong guidance field, drawing upon international and European benchmarks such as the International Association of Vocational and Education Guidance (IAEVG) guidelines and European Lifelong Guidance Policy Network (ELGPN) resources. This code of ethics has been agreed, in principle, with career guidance and other professionals and there is considerable scope to further promote this across Hungary.



- Two ‘Masters of Profession’ Summits held in April and May 2015 involving 100 participants. The aim of these meetings was to strengthen the career counsellor network and to enrich participants’ knowledge of methodology.
- National career guidance portal developments – the current portal has attracted more than 900,000 visitors since the start of project SROP-2.2.2-12/1. A new portal (<https://palyaorientacio.munka.hu/>) is expected to be accessible from late autumn 2015. At the time of writing, the earlier version of the portal remains functional and has been updated throughout the project period (<http://eletpalya.munka.hu/>).
- New publications for services users were produced including a career guidance brochure for primary school pupils: 30,000 copies were distributed to 50 schools, and the brochures are also available online<sup>1</sup>. Counsellors of the Hungarian Chamber of Commerce and Industry and those at the Labour Offices were also encouraged to use this tool in their career counselling sessions.
- The production of 338 short films about different professions and 550 different occupational descriptions, with separate versions for young people and for adults, are each supported with an information sheet. 12 different questionnaires designed to identify a profession and/or occupational sector that could be a potentially ‘good match’ for individuals were developed to inform and support individual’s future learning targets.
- Seven issues of the Hungarian journal ‘*Lifelong Guidance*’ were published and distributed to approximately 500 institutions (primary and high schools, universities, social services, employment services, non governmental organisations), partners and policymakers. This is also available online<sup>2</sup>. A total of 75 newspaper articles were also published.

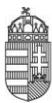
The work of the project has been closely linked to a number of other strategic initiatives such as: SROP-1.3.1-12 – Development of the National Employment Service and SROP-3.3.12-12-2013-0001 – New Generation. The latter services include ‘contact points’ where the New Generation team provides career guidance and they have close links to some schools. The Hungarian team played an active role in contributing to this and other European Lifelong Guidance Policy Network (ELGPN) work streams by providing case studies and examples of emerging and good/interesting practices.

A SWOT analysis has provided an overview of lifelong guidance achievements and challenges to be addressed. Watts (2010) described the Hungarian approach to lifelong guidance as “one of the most

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<sup>1</sup> <http://eletpalya.munka.hu/hirek/hirek-kiadvany-2014-10>

<sup>2</sup> <http://eletpalya.munka.hu/eletpalya-tanacsadas-folyoirat>



systematic attempts in any country to develop the infrastructure for a lifelong guidance system capable of supporting the career development of all its citizens throughout their lives. It is accordingly of wide international interest.” Five years on much has changed in the political and policy context; however, the SROP-2.2.2-12/1 programme (and allied lifelong guidance developments in Hungary) have stimulated interest and energised professionals to improve their service design and delivery, particularly for young people. There are areas of ‘promising practices’ that can be taken from this programme that could be further disseminated across Hungary (and further afield). For an all-age lifelong guidance system to flourish and for interest and expertise to be galvanised, it will be necessary to have the support of leaders who have a clear vision for lifelong guidance now and in the future. There is merit in drawing upon the outcomes from this SROP programme and other allied European project developments, including the European Lifelong Guidance Policy Network (ELGPN), the European Centre for the Development of Vocational Training (CEDEFOP) and International Centre for Career Development & Public Policy (ICCDPP), to engage in building a dynamic Hungarian lifelong guidance system that can benefit all citizens.

## Acknowledgements

It is more important than ever that European and national citizens connect with the best possible learning and work opportunities. New career development processes and interventions can smooth transitions that could otherwise be neglected or costly, such as school/college to work, switching jobs, or career changes including entry into active retirement. They can make learning provision more effective by ensuring that individuals are - and remain - motivated to learn because their chosen courses are firmly in line with their aspirations and personal development plans.

The aims of this evaluation report are two-fold. Firstly, it is designed to provide an external perspective on developments related specifically to testing out and providing feedback on the implementation of ELGPN key principles, policies and practices (2012–2015), designed to underpin and support the Hungarian development project. Secondly, it is hoped that this will assist in the planning of further development phases of Hungary’s lifelong guidance system.

The report was produced in mid-October 2015, following a desk-review of key documents and email correspondence written in English. I am very grateful to Réka Török, SROP-2.2.2-12/1 programme manager and Dr Erika Kispéter, Research Fellow, Warwick University for their invaluable help and support as native Hungarian speakers, given the significant limitations imposed by the fact that I cannot personally translate Hungarian text. I was also helped by the fact that I have worked as an



'expert' consultant within the European Lifelong Guidance Policy Network (ELGPN) from April 2011 – June 2015 and, as a result, I have met Hungarian colleagues willing and able to converse in English. Earlier this year, I visited Budapest to deliver a keynote presentation at the 'Masters Summit in Guidance'. I would also like to thank Tibor Borbély-Pecze (SROP-2.2.2-12/1 Programme Leader) for insights gained from his earlier published work.

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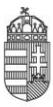
**15<sup>th</sup> October 2015**

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## **1. Introduction**

### **1.1 Background**

1.1.1 Over the last decade, the policy theme of lifelong guidance has received increasing attention at both an international and European level. This has been influenced by major economic and technological changes that require more individuals to manage multiple career transitions throughout their working lives. For Governments across Europe the need to re-balance the economy to secure economic recovery, renewal and growth, in parallel with achieving increased efficiency gains in public spending remains a priority. Skills supply (the accumulation of skills) and successful labour market transitions can be supported through effective lifelong guidance policy systems development. This widely 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” (ELGPN, 2012).

1.1.2 Individuals have a wide range of goals, aspirations, achievements and identities, which emerge in a variety of community contexts, institutions, qualification structures and labour markets. The design and development of lifelong guidance policies and practices must consider individuals’ ‘state of readiness’ to manage and implement effective decision-making in relation to learning and work (Sampson et al, 2013). There is a growing trend towards a stronger personalisation of services, especially to cater for the information, counselling and learning needs of: more hard-to-reach groups, such as young people at risk (e.g. early school leavers); the long term unemployed; older workers (50+); disabled people; and employees/workers in restructuring industries/companies, as well as addressing the needs of ethnic and cultural minorities.

1.1.3 European countries have reached different stages in lifelong guidance developments: each has its own specific features and frameworks operating in differing contexts. For Governments maintaining a cross-cutting approach to lifelong guidance provides an opportunity to deepen the policy interface within and across areas such as: schools; vocational education & training (VET); higher education; adult education; employment; and social inclusion. Two Resolutions of the European Council (in 2004 and 2008) highlighted the need for strong guidance services throughout the lifespan to equip citizens with the skills to manage their learning and careers and the transitions between and within education/training and work. The Council defined lifelong guidance as: “a continuous process that enables citizens at 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 those capacities and competences are learned and/or used. Guidance covers a range of individual and collective activities relating to information-giving, counselling, competence assessment, support, and the teaching of decision-making and career management skills”<sup>3</sup>. The Resolutions drew attention to four particular priority areas: the development of career management skills; accessibility of services; quality assurance and evidence-base for policy and systems development; and co-ordination of services.

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<sup>3</sup> Examples of such activities include information and advice giving, counselling, competence assessment, mentoring, advocacy, and teaching career decision-making and career management skills. A variety of terms is used in different countries to describe these activities. These terms include educational, vocational or career guidance, guidance and counselling, occupational guidance, and counselling. To avoid ambiguity, the term ‘guidance’ is used in the text to identify any or all of these forms of provision; the term ‘lifelong guidance’, parallel to ‘lifelong learning’, indicates the aspiration to make such guidance available on a lifelong basis.



1.1.4 Access to quality-assured lifelong guidance is a public as well as a private good. Service provision and improvement strategies draw together the three dimensions of face-to-face, contact centres and distant approaches (Internet, telephone, email). Throughout Europe (and further afield) Web 2.0 and 3.0 developments, including smartphones and greater usage of ‘mash ups’ in personal and career information within and outside of education and employment sectors (such as labour market intelligence and information), are transforming teaching and learning approaches. Practitioners and managers must be guided by strong leadership that encourages them to learn new skills, including the skills of partnership and reporting back confidently to others on the added-value benefits of lifelong guidance. Career guidance is ‘an essential component of modern education and training systems to (re) orientate younger and older generations towards the acquisition of 21<sup>st</sup> century skills’. Government is recognised as having an important role not only as a provider but also in stimulating the wider market in guidance and ensuring that it is quality assured.

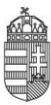
1.1.5 Key policy themes in lifelong guidance service provision include:

- Differentiated service delivery arrangements, including a rebalancing face-to-face, web-based and telephone helpline services.
- Pluralist education and employment services’ involving a public, private and voluntary sector mix has, in many cases, become a reality alongside quality-assured models and new approaches.
- A plethora of new market players and cross-sector partnerships involving public, private and third sectors are impacting upon traditional services. This trend is not unique, with the OECD (2010) reporting that many governments are increasingly using private and non-profit entities to provide goods and services to citizens.
- Financial solidarity on which publicly funded services are based, and the political consensus needed to sustain and improve lifelong guidance service provision.
- The role of national guidance forums for dialogue, consultation, policy systems development.

Every country is unique in their infrastructures and cultures for careers resources and service delivery. Increasingly, issues like quality, impact, efficiency and cost effectiveness have become guiding principles for lifelong guidance reform (*ELGPN Resource Kit*, pp.50-51).

## 1.2 The programme for developing a lifelong guidance system in Hungary

1.2.1 The programme for developing a lifelong guidance system in Hungary is part of the Social Renewal Operational Programme (SROP-2.2.2-12/1). The overall objective is to further develop career guidance and information tools and to make these available for all parties concerned and, as a



result, increase the labour market efficiency of the working age population. This builds upon earlier published work in Hungary (Watts, 2010; Borbély-Pecze, 2011).

1.2.2 The specified aim of (SROP-2.2.2-12/1) programme is “to renew lifelong guidance services and tools and make them accessible to everyone, with the longer term aim of supporting decision making related to learning and employment.” The key objectives are “to create a national network of lifelong guidance which:

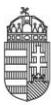
- focuses on the entire career and provides services that fit in with career decisions and critical transformations of the working life;
- makes information accessible to the general public, through the use of ICTs, classroom-based work and contact points;
- provides high quality lifelong guidance services;
- prepares lifelong guidance professionals; and
- creates a network of stakeholders.”

### 1.3 The Hungarian policy context

1.3.1 Lifelong guidance in the Hungarian education system started in the 1970s, when service delivery was assigned to the county-level institutions under the auspices of the Ministry of Labour. By the early 1980s around a thousand people were engaged in career guidance work and the majority of them were trained to carry out career guidance and related activities (Benedek, 2006).

1.3.2 From 1983 onwards, career guidance developments were merged into institutes of pedagogy (co-ordinated by the Ministry of Education), the number of career guidance professionals decreased and strong differences emerged between counties with regards to service provision and support to schools (Borbély-Pecze, 2008; Watts, 2010).

1.3.3 From 1991, in the nascent capitalist labour market, the Public Employment Service (PES) was given responsibility for career guidance. Subsequently, the majority of qualified career guidance practitioners were employed by the PES, however, after the first National Core Curriculum (1995) specified ‘career orientation’ as an area of teaching, schools increasingly employed career guidance counsellors. Meanwhile, psychologists and educational experts focusing on career guidance to pupils and students in higher education increasingly participated in international networks, such as the European Lifelong Guidance Policy Network (ELGPN), Euroguidance, the International Association for Educational and Vocational Guidance (IAEVG) and the European Forum For Student Guidance (FEDORA).



1.3.4 Since 2010, there have been major changes to the system of public and higher education, vocational education and training and to the structure of the public employment service in Hungary. Many of these changes had a profound effect on lifelong guidance. Arguably, the single most important change that took place in 2012 was the abolishment of the National LLG Council (NPT). In January 2015, the National Employment Office was formally closed and the Ministry of National Economy (NGM) took direct charge of issues related to lifelong guidance. In this context a new body, the National Office of Vocational Education and Training and Adult Learning (NOVETAL, in Hungarian: NSZFH) was established under the direction of the Ministry<sup>4</sup>. Over the last three years, these major political and practical changes have dominated the Hungarian education and employment policy landscape. In this context, lifelong guidance policies and practices must find their place alongside new legislative measures, structural reform and new public policy directives.

## 1.4 Aim & objectives

1.4.1 In August 2015, the University of Warwick's Institute for Employment Research (IER) was commissioned to undertake a brief documentary review and analysis of progress made over the last three years in relation to embedding lifelong guidance principles and policy developments in Hungary. In particular, the review focuses on many activities that have emerged as a result of Hungary's participation and contribution to the European Lifelong Guidance Policy Network from 2012-2015.

1.4.2 The main **aim of this report** is to consider how the Social Renewal Operational Programme (SROP-2.2.2-12/1) has contributed to lifelong guidance policy developments in Hungary.

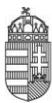
- **Objective 1** – To review key documentation and websites in order to identify key activities undertaken as part of the programme
- **Objective 2** – To undertake a SWOT (strengths, weaknesses, opportunities & threats) analysis in order to feed to future programme developments
- **Objective 3** – To provide an impartial and independent 'expert' perspective on areas for further policy development as a guide for both policymakers and practitioners.

## 1.5 Methodology

This involved a four stage process: a review of key documentation received from the Programme Leader and online searches to identify key activities and achievements; a series of brief interviews with Hungarian colleagues involved in the European Lifelong Guidance Policy Network (ELGPN); a

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<sup>4</sup> [https://www.nive.hu/index.php?option=com\\_content&view=article&id=574&Itemid=103](https://www.nive.hu/index.php?option=com_content&view=article&id=574&Itemid=103)



SWOT analysis drawing upon available evidence from the review process; and an observation session at the Masters in Guidance Summit held in Budapest in May 2015.

## 2. Lifelong guidance services providers in Hungary

### 2.1 Schools

2.1.1 Basic education is provided by the general (primary) school. Pupils and their parents have to choose between three main types of secondary school: general secondary schools (from grade 5, 7 or 9); trade schools (from grade 9); and secondary vocational schools (from grade 9). Pupils in general secondary schools and secondary vocational schools take the secondary school-leaving certificate (grade 12). Following a three year long vocational training in trade schools pupils can take a leaving certificate after completing two years of general education.

2.1.2 The first key career decision point is thus, for most pupils, at the age of 14 (few pupils go to 6- or 8-year general secondary school which start at the ages of 12 and 10 respectively). Parents play an important role in making such choices, on the basis of information provided by the school. Within the school, the form teacher performs a key role, usually meeting students for an hour a week, and responsible for collecting information about their progress from other teachers. Those who enter trade schools are usually required to have chosen their vocational pathway on entry: this means that any career education and guidance to support the choices needs to have been provided early on in primary schooling.

2.1.3 In formal terms, vocational orientation is part of the National Core Curriculum (NAT) for all types of school, but it is subsumed within a range of key competences. NAT was reformed in 2012, and the National LLG Council (NPT) published its comments and recommendations in the consultation process, for example to include references to the national career guidance web portal (developed under SROP 2.2.2) and to promote co-operation between all schools, and not only trade schools and the public employment service and employers (NPT, 2012). It is, however, unclear whether and to what extent these recommendations have been incorporated.

2.1.4 Pedagogical Institutions: The Act on Public Education (2011) and a decree of the Ministry of Human Resources (2013) reorganised the lifelong guidance-related tasks of public education institutions. County pedagogical institutions have to provide career guidance – whereas this was an optional task beforehand. It is expected that the country-wide network will contribute to a unified concept of career guidance.



2.1.5 According to a survey (2015) commissioned by the Hungarian Chamber of Commerce and Industry (HCCI)<sup>5</sup>, 92% of schoolchildren in grade 7 (age 13) had been thinking / discussing their choice of secondary school and career before the survey was administered. 69% of these pupils said that the issue had come up in a class discussion with their form teacher, 24% had participated in a career event organised by their school and 11% had participated in an event organised by the HCCI. (The role of the HCCI will be discussed in more detail in section 2.2.6).

## 2.2 Vocational education and training – including adult education

2.2.1 The system of initial vocational education and training (IVET) was completely restructured on the basis of the Act on Vocational Education (2011) (Farkas, 2013). The Act was amended in 2015<sup>6</sup> and thus, further changes were taking place at the time of writing this report.

2.2.2 The current system of IVET is referred to as a VET inspired by the “dual” principle, with students participating in technical education and training at the same time as studying ‘general’ subjects. Technical training starts in the first year of trade school (grade 9, at the age of 14), rather than in grade 11 as in the former system.

2.2.3 ‘Bridge Programmes’ have been introduced to promote the inclusion of students with incomplete primary education. The Bridge Programme can also prepare for the acquisition of partial vocational qualifications (Farkas, 2013).

2.2.4 Special vocational education and training has been introduced for students with special educational needs, who “cannot keep pace with the other students” (Farkas, 2013).

2.2.5 County–level Development and Training Committees (MFKB)<sup>7</sup> have been set up to coordinate VET provision according to the forecasted needs of the county-level labour market. The county level Chambers of Commerce and Industry are key participants of these committees (Farkas, 2013).

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<sup>5</sup> <http://www.mkik.hu/hu/letoltes/45987/f23e7>

<sup>6</sup> [http://www.fppti.hu/data/cms204082/MK\\_15\\_77\\_szakkepzes\\_mod.pdf](http://www.fppti.hu/data/cms204082/MK_15_77_szakkepzes_mod.pdf)

<sup>7</sup> <http://www.mkik.hu/hu/magyar-kereskedelmi-es-iparkamara/megyei-fejlesztési-es-kepzesi-bizottsagok-mfkb-2635>



2.2.6 The Hungarian Chamber of Commerce and Industry (HCCI) has become a key player in VET since 2011: they have a website aimed at young people looking for information and guidance related to occupations<sup>8</sup> and a list of 23 career guidance counsellors with contact details available on their website.<sup>9</sup>

2.2.7 A completely restructured National Qualifications Register was introduced in 2012 (modified in 2013 and 2014). The restructuring involved a significant reduction of qualifications/occupations.

2.2.8 The system of accrediting institutions and training programmes was also abolished and replaced by a system of 'permits', granted to the training institutions. Adapting to the new system will take time and dedicated resource. Before the redesigned training programmes can be submitted to the competent authority, they need to be reviewed by an 'adult education and training expert'.

2.2.9 The Adult Education (and Training) Accreditation Body was abolished when the new Act on Adult Education and Training (2013) entered into force. It was replaced by the Adult Education and Training Expert Committee, which acts as a consultative body and contributes to setting up new training programmes.

2.2.10 The Regional Training Centres, involved in adult education were abolished (2011) and re-organised as one large national organisation named 'Türr István Training and Research Institute', which is responsible for "training and education, social inclusion and public employment tasks".<sup>10</sup>

## 2.3 Higher education

2.3.1 Similarly to the Higher Education Act (2006), the new Act on National Higher Education (2011) states that the institute will help students to plan their careers during and after their studies, and that students have the right to counselling / guidance - no further details are provided. Watts (2010) predicted that the attention to collecting and publishing career tracking data on the employment of graduates could act as an incentive to institutions to give more support to career centres in the future – this may be the case but no data is currently available.

2.3.2 According to the National Higher Education Act (2011) teacher training institutions will take

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<sup>8</sup> <http://www.szakmavilag.hu/>

<sup>9</sup> <http://mkik.hu/hu/magyar-kereskedelmi-es-iparkamara/palyavalasztas-palyaorientacio-11013>

<sup>10</sup> <http://tkki.hu/page.php?pid=370>



part in the on-going training of teachers. The Act was modified in the summer of 2015. Hungary has adopted and developed a five-level model related to practitioner competences. It is also benchmarking Hungarian academic programmes to the NICE competence framework.

2.3.3 The organisation of counselling service providers in Hungarian higher education, the Higher Education Counselling Association (FETA) organises meetings and conferences for members and publishes books on student centred counselling.<sup>11</sup> Their website includes a list of “student counsellor organisations” – some of which also provide career guidance. The Universities and Colleges Admission and Information Centre (FELVI)<sup>12</sup> also performs a key role in student centred-counselling.

## 2.4 National Employment Service

2.4.1 The Public Employment Service (PES, in Hungarian: AFSZ), comprising a network of Labour Centres and the Public/National Employment Office was established by the Employment Act 1991. In 2010 it was renamed as National Employment Service (NES, in Hungarian: NFSZ). The core task of NES was to administer unemployment benefits, but is also involved in managing a range of active labour market measures, including training programmes and job clubs, many of which are contracted out to NGOs and private-sector organisations. Thus, labour centres have increasingly been changing into a service-providing organisation. According to the Employment Act, as amended in 2000, every Hungarian citizen has the right to approach the NES for access to human services; the services specified include career counselling as well as employment counselling and job-search counselling. The NES also participated in the career guidance offered to students studying in public education, particularly VET students.

2.4.2 Under a programme introduced with the World Bank support from the early 1990s, employment counselling services were established within the PES, based largely on the German model. Employment Information Counsellors (FIT) were employed by labour offices, with various resources including films and folders on occupations, and web access. In early 2013, Labour Offices were merged into the county level Government Offices, but they continued to provide all the services

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<sup>11</sup> [www.feta.hu](http://www.feta.hu)

<sup>12</sup> [www.felvi.hu](http://www.felvi.hu)



listed above. However, funding for training programmes at Labour Centres has been reduced, while funding for public work programmes has increased<sup>13</sup>.

2.4.3 The current National Employment Service has two main branches: the National Employment Service includes the Employment Offices (which are part of the County level Government Offices) and the FIT centres. The counselling services in the FIT centres may be outsourced to NGOs or private sector providers.

## 2.5 National Lifelong Guidance Council

2.5.1 The National LLG Council (NPT) was founded in 2008 and abolished in 2012. Its responsibilities were assigned to the National Employment Office (NMH), the organisation which played a key role in National Employment Service (NES). In January 2015, the National Employment Office was also abolished and the Ministry of National Economy (NGM) took direct charge of NES.

## 2.6 Training of career guidance practitioners

2.6.1 The Higher Education Act (2011) was modified in the summer of 2015 and several of the BA and MA courses related to lifelong guidance such as pedagogy and adult pedagogy are likely to be adversely affected. There are negotiations under way and at this time it is hard to predict which courses will be available from the academic year 2016-17. The integration of career orientation as a competency area within teacher training, which has become possible with the launch of compulsory in-service training for all teachers, may also be affected as the legal framework of public education has changed and so has the system of accrediting training courses which could be offered to teachers.

## 2.7 Professional associations

2.7.1 The Hungarian Higher Education Counselling Association (in Hungarian: FETA<sup>14</sup>, mentioned in section 2.3.3) is an association of student counsellors and student counselling services: its members, mainly though not exclusively work in higher education. The Association embraces therapeutic counselling as well as career counselling. In addition, there is a Career Guidance

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<sup>13</sup> Initially public work programmes (a form of labour market activation which started in Hungary in 2008) were also managed by the Public Employment Service. This responsibility was later assigned to the Ministry of the Interior.

<sup>14</sup> [www.feta.hu](http://www.feta.hu)



Practitioner Foundation (*Kontakt Alapítvány*)<sup>15</sup>, which connects career guidance counsellors from a range of organisations, and provides lifelong guidance to individual clients and training services to a variety of organisations, including schools, a number of local employment offices, NGOs and for-profit organisations.<sup>16</sup>

### 3. The SROP 2.2.2–12/1-2012-0001 Project

#### 3.1 Aim & objectives

3.1.1 Overall aim: To renew lifelong guidance services and tools and make them accessible to everyone, with the longer term aim of supporting decision-making related to learning and employment.

3.1.2 The programme objectives are to create a national network of lifelong guidance which:

- focuses on the entire career and provides services that fit in with career decisions and critical transformations of the working life;
- makes information accessible to the general public, through the use of ICTs, classroom-based work;
- provides high quality lifelong guidance services;
- prepares lifelong guidance professionals; and
- creates a network of stakeholders.

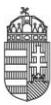
#### 3.2 The core developments and achievements

3.2.1 Over the last three years, a series of activities have been undertaken designed to support the development of lifelong guidance services and tools across Hungary. These are characterised in the form of: translated documents for policymakers and practitioners, training support for career guidance consultants and other professionals, national career guidance portal developments, new publications for services users, the production of videos linked to professions and/or occupational profiles, impact assessment descriptors from EU and international literature, the compilation of a 'code of ethics' for

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<sup>15</sup> [www.palyanet.hu](http://www.palyanet.hu)

<sup>16</sup> [op.cit.](#)



professionals in the LLG field, and the dissemination of the Hungarian Lifelong Guidance Journal and associated articles.

3.2.2 The Hungarian ELGPN Team has successfully managed the translation of the ‘European Resource Kit for Policymakers’ and ELGPN Glossary - each designed primarily (though not exclusively) for use by policymakers. There is some evidence that these resources have supported career guidance consultants and other professionals in their continuous professional development (CPD). However, the extent to which these have been used by policymakers to inform current public policy remains unclear.

3.2.3 Training support for career guidance consultants and other professionals, often referred to as ‘Career-path Counselling’, has been made freely available and underpinned by five modules. The first module is completed online in advance of the group training. The subsequent modules were delivered through group work and practical ‘hands on’ training over a three-day period. The topics included:

- **Module 1 - E-learning-based approach** focusing on the basics of career-orientation counseling with emphasis on theoretical and practical information linking into the national career orientation/ LLG portal.
- **Module 2 – The basics of practical career guidance:** Examining how to plan and manage a career guidance session and the relevant tools for use within the national career orientation/ LLG portal.
- **Module 3 – The importance of self-knowledge in career guidance:** Undertaking role-play activities, reviewing the development of questionnaires and developing methods for administering questionnaires as part of an ongoing evaluation process.
- **Module 4 – The importance of knowledge about occupations in the process of career guidance counseling:** Learning how to use the databases that accompany the national career orientation/ LLG portal and ways of demonstrating online tools that can be used by clients.
- **Module 5 – The importance of labour market information in career guidance:** Applying techniques to assist individuals to find information independently, self-management skills and making effective use of the national career orientation/ LLG portal.

A total of 3,692 participants (until Spring 2015) benefited from the training (281 groups nationwide). 61% of the participants were teachers, 14% were from the human resources field, 14% from NGOs or from higher educational backgrounds and 11% were social professionals. The training was advertised to:



“teachers and professionals working in the employment and social services whose responsibilities include career guidance.”<sup>17</sup>

This is a good example of ‘promising practice’ that can feed into EU and international mutual learning exchanges. A recurring theme in the evidence base supporting lifelong guidance is that the success of guidance processes is strongly influenced by the initial training, continuing professional development, competencies and personal capacities of the professionals that deliver it.

3.2.4 Tratnyek (2014) produced a ‘code of ethics’ for professionals in the Hungarian LLG field, drawing upon international and European benchmarks such as the International Association of Vocational and Education Guidance (IAEVG) guidelines and European Lifelong Guidance Policy Network (ELGPN) resources. This code of ethics has been agreed, in principle, with career guidance and other professionals and there is considerable scope to further promote this across Hungary.

3.2.5 Two ‘Masters of Profession’ Summits were held in April and May 2015 involving 100 participants. The aim of these meetings was to strengthen the career counsellor network and to enrich participants’ knowledge of methodology. The Summits focused on latest ELGPN developments specifically on the evidence-base supporting lifelong guidance and policy systems development and career managements skills (CMS) operating in practice within a wide range of differing EU settings.

3.2.6 National career guidance portal developments remain a key feature within the lifelong guidance system in Hungary. The current portal has attracted more than 900, 000 visitors since the start of project SROP-2.2.2-12/1-2012-0001. A new portal (<https://palyaorientacio.munka.hu/>) is expected to be accessible from late autumn 2015. At the time of writing, the earlier version of the portal remains functional and has been updated throughout the project period (<http://eletpalya.munka.hu/>). In preparation for the update and expected launch of a new portal, several events, for example, career fairs were organised throughout the country to promote this resource. This was not a main objective of the programme; however the approach offered complementary and existing practices. During these events it was reported that 5,100 people took part in one-to-one counselling.

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<sup>17</sup> <http://eletpalya.munka.hu/tamop-2.2.2-12/1>



3.2.7 New publications for services users were produced including a career guidance brochure for primary school pupils: 30,000 copies were distributed to 50 schools, and the brochures are also available online<sup>18</sup>. Counsellors of the Hungarian Chamber of Commerce and Industry and those at the Labour Offices were also encouraged to use this tool in their career counselling sessions.

3.2.8 The production of 338 short films about different professions and 550 different occupational descriptions, with separate versions for young people and for adults, are each supported with an information sheet. 10 different questionnaires designed to identify a profession and/or occupational sector that could be a potentially 'good match' for individuals were developed to inform and support individual's future learning targets.

3.2.9 During the SROP programme, 7 issues of the Hungarian journal '*Lifelong Guidance*' were published and distributed to approximately 500 institutions (primary and high schools, universities, social services, employment services, non governmental organisations) partners and policymakers. This is also available online<sup>19</sup>. A total of 75 newspaper articles were also published. The articles summarized research results, reported on international events, national good/interesting practices and regularly included interviews with leading experts on lifelong guidance.

### 3.3 Links with other parts of the SROP measures

3.3.1 The work of the project has been closely linked to a number of other strategic initiatives such as: SROP-1.3.1-12 – Development of the National Employment Service and SROP-3.3.12-12-2013-0001 – New Generation. The latter services include 'contact points' where the New Generation team provides career guidance and they have close links to some schools. There are established links to other programmes such as: SROP-2.2.1-12/1-2012-0001 "The development of quality and content of vocational and adult training" National Labour Office 2012–2014. The project aimed to improve the adaptability and responsiveness to labour market requirements of VET and adult training by developing a modular competency-based VET system. In view of recent reforms, it seems likely that much of this work could be potentially lost in major systems change; therefore, it will be important to find ways of sustaining good and interesting lifelong guidance practices.

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<sup>18</sup> <http://eletpalya.munka.hu/hirek/hirek-kiadvany-2014-10>

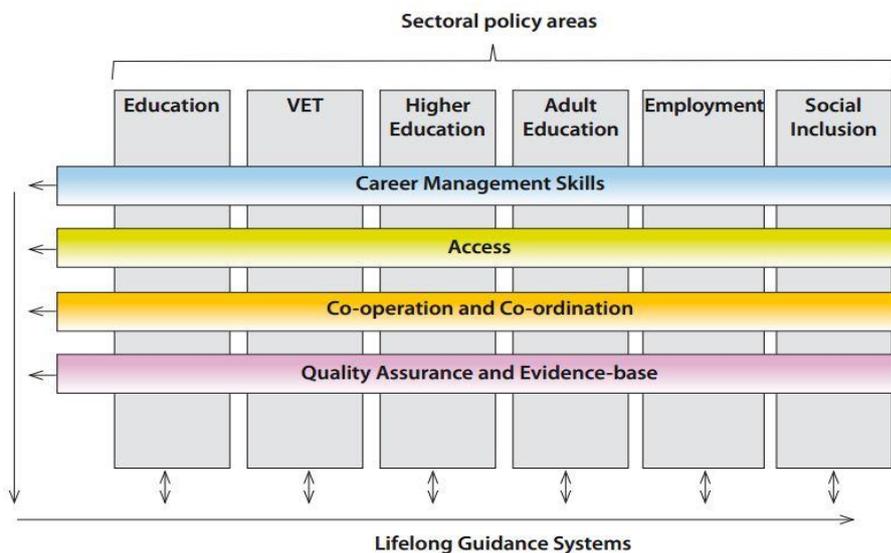
<sup>19</sup> <http://eletpalya.munka.hu/eletpalya-tanacsadas-folyoirat>



### 3.4 Links with the European Lifelong Guidance Policy Network (ELGPN)

3.4.1 Hungary performed a lead country role in the ELPN work programme in relation to quality-assurance and evidence-based policy systems developments (2011-2013). A learning outcome research approach was piloted with selected Member States. Ireland and Portugal then assumed responsibility from 2014 onwards for co-producing (with Member States) a new Quality Assurance and Evidence-Based (QAE) Framework. The Hungarian team played an active role in contributing to this and other ELGPN work streams by providing case studies and examples of emerging and good/interesting practices. In 2015, the Network had 30 member countries with designated national teams and one country with an observer status. Network activities were based on sharing experiences and mutual policy learning.

Bódy & Török (2015) co-produced a short report for dissemination across Hungary and within the ELGPN on the Hungarian Lifelong Guidance Policy System based on Interviews by Policy-Makers. This made explicit sectoral policy areas for further development as outlined below.





3.4.2 In addition, 4 main areas of special focus were defined. From this, key areas for closer examination at a national, regional and local level were made explicit to inform lifelong guidance policy systems development. These areas were also considered as part of the Masters' in Guidance Summit in April and May 2015.

Areas of special focus	Definitions <sup>20</sup>	Examined area
<b>Career Management Skills, CMS</b>	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. They are skills which people need to develop and manage their career effectively.	Educational aspects, strategies, training of professionals, monitoring and verification of the results of career guidance topics within each sector.
<b>Access to services</b>	Conditions, circumstances or requirements (e.g. qualifications, education level, special needs, gender, age, etc.) governing admission to and participation in guidance activities, and/or the right to use guidance services or programmes. A key concern is that lifelong guidance policies encourage social inclusion and that 'all citizens have a right to access guidance services at any point in their lives.' <sup>21</sup>	Expanding access supporting access, collecting data in evidence-based education and the development of policies.
<b>Cooperation and co-ordination mechanisms in the guidance policies and system development</b>	Processes, systems or organisational structures used to facilitate people or organisations co-ordinating their work or interventions together. Co-ordination of lifelong guidance activities is likely to require a co-ordinating structure, with operational powers and funding (and possibly a contract or legal mandate). The establishment of national fora is one way that has been used to encourage co-ordination of lifelong guidance activities.	Policy partnership, resources for financial support, the process of policy development, monitoring and evaluation, practical levels of experience exchange, selection of participants, commitment of patrons and key partners, and the assigned goals (communication, cooperation, co-ordination).
<b>Quality assurance and evidence based on prior assessment for guidance policy and system development</b>	Activities involving planning, implementation, evaluation, reporting, and quality improvement, implemented to ensure that guidance activities (content of programmes, design, assessment and validation of outcomes, etc.) meet the quality requirements expected by stakeholders. Quality assurance for guidance typically involves ensuring that all staff understand what is required of them, that the necessary resources (including sufficiently trained staff) for effective delivery are available, and that performance is reviewed regularly and systematically to identify areas for improvement.	Out of the quality elements the competence of the professionals, their involvement in the process as citizens/users, service assurance and development, governmental costs and their benefits, cost-benefit calculations for the individuals.

<sup>20</sup> ELGPN Lifelong Guidance Policy Development: *Glossary*, 2014.

<sup>21</sup> ELGPN *Lifelong Guidance Policy Development: A European Resource Kit*, 2012.



3.4.3 Each of these four domains provides a lens through which policymakers and practitioners can assess progress within their lifelong guidance policy framework. For Hungary, the dialogue on these matters has taken place mainly, though not exclusively, through the production of brief summary reports. There is significant scope to move beyond report writing and for policymakers and other interested parties to engage further in discussion on how best to drive forward these key elements.

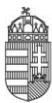
## 4. Observations

### 4.1 Programme development and sustainability

4.1.1 Demand from government for individuals to take greater responsibility suggests the need for greater personal agility, resilience and the ability to adapt to and/or embrace change. Practitioners and managers must be guided by strong co-ordination and leadership that encourages them to learn new skills, including the skills of partnership and reporting back confidently to others on the added-value benefits of lifelong guidance. This SROP programme has supported mutual learning with other Member States and, in some cases, the transfer of good/interesting policy developments. Hungary has the potential to do more in showcasing innovative developments.

4.1.2 The **key features** of the SROP-2.2.2-12/1 programme include:

- The centrality of the web portal, as a means of bringing together a range of different databases in the interests of the end-user, making use of client and practitioner questionnaire surveys, providing a common resource for career guidance services to use, and encouraging individuals to make use of online tools.
- Producing videos and selected samples of occupational/profession profiles.
- Developing a network of career guidance professionals, operating on a lifelong basis, and extending lifelong guidance practices with other professionals.
- Linking this network to strengthen networks of guidance practitioners at a local level e.g. working with teachers and employers through local Chambers of Commerce.
- Developing modular training provision to extend to these networks.
- Establishing a 'code of ethics' to inform policies and practices.
- Making information accessible to the general public through classroom-based activities.
- Disseminating 'promising practices' from Hungary and elsewhere through journal publications, articles and participation in local programs (outreach programs, career exhibitions, professional conferences) and in EU meetings.



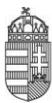
4.1.3 Csúri (Euroguidance, 2010) reported an earlier shortfall in Hungary's lifelong guidance policies and practices regarding quality assurance and ethical guidelines. The SROP programme has attempted to address these two key issues by reviewing EU and international best practice and producing key summary reports to feed into continuous professional development dialogue.

4.1.4 The design of ICT-based tools and information was identified as a priority within the programme. The creation of new career orientation videos and occupational/profession profiles has made a valuable contribution to portal developments. Most employers, particularly smaller businesses, value experience above all other criteria when it comes to recruiting young people and adults. There is a new reality of emerging enterprise policies linked to economic recovery and growth. There is growing evidence of differing trends that are shaping the future of jobs, skills and growth, alongside possible disruptions to these trends that could change the future of work. The design and development of high quality video materials and other resources that reflect these changes can add value to lifelong guidance policy dialogue at a local, regional and national level.

## 4.2 Strengths

4.2.1 The main **strengths** identified were as follows:

- Stakeholder involvement: 35 experts (from the National Employment Office and the National Office of Vocational Education and Training and Adult Learning) were partners in developing the descriptions of occupations and professions, selecting the content of the new portal, recruiting training participants as well as helping to validate the 'career-pathway orientation' questionnaires; 15 firms were partners in developing research-based methodology and working out studies and complex R&D surveys; 40 trainers were tutors of 'Career-path Counselling' training.
- Increased awareness raising of lifelong guidance with employers, teachers and other professionals at a local and county level.
- Design and introduction of various online self-awareness and career assessment tools.
- Training modules now available to inform and develop knowledge and skills in career guidance practices in differing settings.
- A dedicated lifelong guidance journal and use of media to promote lifelong guidance practice.
- Hungary has been strongly influenced over the last two decades by international guidelines and resources. In particular, it has utilised practices and resources drawn from Germany, Croatia, Austria and Canada, as well as translating key policies and practices from ELGPN, Euroguidance and EURES networks.



## 4.3 Weaknesses

4.3.1 The main **weaknesses** identified were as follows:

- The scale of legislative transformation and new policy directives within the current system has resulted in lifelong guidance potentially getting 'lost' in the myriad of new and emerging state approaches to pedagogy and andragogy. There exists a gap and lack of clarity in lifelong guidance statutory roles and responsibilities.
- The co-ordination of lifelong guidance as 'a cross-cutting theme' in schools, vocational education & training (VET), further and higher education, employment services and social inclusion policies needs to be strengthened significantly in the current system.
- Lifelong guidance provision, beyond some individuals having access to a national portal, also requires further attention.
- Adult guidance remains under-developed compared to guidance policies for young people and those 'at risk' or unemployed.
- There is a lack of agreement across sectors on the definition of the core concepts that describe the lifelong guidance process and practices.

## 4.4 Opportunities

4.4.1 There are many **opportunities** for lifelong guidance policies and practices to be introduced, built upon and/or extended at a local, county and national level. Some were identified as follows:

- Make explicit the legislative, statutory and non-statutory roles and responsibilities with the Hungarian lifelong guidance system.
- Support the co-ordination of the Hungarian lifelong guidance system so that good and interesting practices can be cascaded across professional boundaries.
- Maintain a 'methodology centre' to strengthen professional practice and policy support.
- Focus on initial and mandatory teacher training programmes to develop lifelong guidance curriculum and resources that support teaching and learning and encourage students to develop career management skills from an early age.
- Improve the use of ICT and labour market intelligence/information in career guidance policies and practices within schools, further and higher education institutions, employment services and professional networks.
- Make greater use of destination data and evidence-based research to feed into the design and delivery of lifelong guidance services e.g. Open Source Data.



- Continue to capture 'promising practices' and disseminate findings through collaborative approaches between educationalists (including career guidance consultants) and employers.
- Strengthen the content of the national portal and promote this widely to various individuals and groups.

## 4.5 Threats

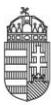
4.5.1 The major **threat** within existing arrangements is the scale of fragmentation in the current system. Also,

- the fact that lifelong guidance policy systems development in Hungary has lost ground in recent years, when compared to other EU and non-EU countries.
- the absence of detailed lifelong guidance plans for sustainability and growth.
- the uncertainty about future lifelong guidance policy developments in EU.

## 4.6 Where next?

4.6.1 The SROP programme has produced some good quality reports and high quality resources. There needs to be stronger clarification of the best practice models of delivery to be adopted in education institutions, with clearer specification of the roles of career specialists, teachers and subject teachers inside and/or outside of these.

4.6.2 The professional team involved in managing and delivering the programme are to be congratulated for their tremendous efforts. But moving forward there does need to be a strategic and operational plan endorsed by policymakers to build upon the achievements, learn from setbacks and, most importantly, move forward in embedding lifelong guidance principles that support young people and adults across Hungary.



## 5.0 Conclusion and recommendations

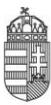
### 5.1 Monitoring in publicly-financed lifelong guidance provision

5.1.1 The general trend across Europe is for more quality-assurance and monitoring in publicly-financed lifelong guidance provision. There is a strong policy focus on strategies for addressing the economic and social costs associated with skills shortages, skills gaps and skills mismatch (Europe 2020). There are at least **four broad areas** that require further attention:

- Ensuring that resource allocation decisions give the first priority to systems that develop career self-management skills and career information, and that delivery systems match levels of personal help, from brief to extensive, to personal needs and circumstances, rather than assuming that everybody needs intensive personal career guidance.
- Ensuring greater diversity in the types of services that are available and in the ways that they are delivered, including greater diversity in staffing structures, wider use of self-help techniques, and a more integrated approach to the use of ICT.
- Investing in the co-ordination of lifelong guidance policies and dissemination of good/interesting practices emerging from new forms of partnerships between institutions, employers and careers professionals.
- Developing stronger education, employer and enterprise networks that open up more opportunities for young people and adult to gain access to meaningful experiences of the world of work.

5.1.2 These four issues are particularly important in relation to the **sustainability** of the lifelong guidance infrastructure in Hungary. Fundamentally, **access to lifelong guidance services** still needs to be sufficiently developed across Hungary, particularly for a wide range of groups of citizens, including adults within and outside of the workplace. Whilst career management skills (CMS) are widely recognized across Europe as a critical success factors in supporting productivity and economic growth, as well as assisting individuals to navigate uncertain labour markets, Hungary has yet to fully embrace this concept.

5.1.3 While there have been a lot of projects funded by the EU and other international organisations, this has not yet resulted in systemic service provision available to all citizens.



This SROP programme now situated within the National Office of Vocational Education and Training and Adult Learning, represents a wide range of activities designed to support ‘a lifelong guidance system’ for young people and adults across Hungary. Steps taken to modernise and strengthen the Hungarian lifelong guidance policy system are closely linked to achieving the Europe 2020 Strategy. There is an urgent imperative to set out strategic clear lifelong guidance policy directions to re-invigorate economic growth that is smart, sustainable and inclusive.

## 5.2 Access and quality

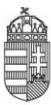
5.2.1 In recent years, new major constitutional changes have dominated the education and employment policy landscape in Hungary. In this context, the main features of the career guidance system have weakened and overall the system appears fragmented and under-developed. A key issue for the future relates to the balance and relationship between the two key aspects of service delivery identified in the 2008 EU Resolution (see para. 1.1.3): namely, access and quality. These two aspects might at times be in some tension with one another. Quality is concerned with understanding how services work and ensuring their consistency and accountability. Evidence seeks to describe and quantify whether lifelong guidance works, what its impacts are and what approaches are most effective. Clearly there is a strong relationship between these two concepts. The ELGPN Quality Assurance and Evidence-base (QAE) Framework provides a powerful tool for Hungary to draw these together in the next phase of its development work.

## 5.3 Evidence and impact assessment

5.3.1 There exists an extensive research base on lifelong guidance, some of which is set out in the ELGPN Evidence Handbook (2015), including detailed references. The findings from this SROP programme and other evidence-based policies and practices demonstrate there are many beneficiaries of lifelong guidance, including individuals, their families and communities, and the organisations where they study and work, as well as society as a whole. For Hungary, there is significant scope to develop more systematic approaches that build upon existing impact assessment frameworks in order to gather further evidence on ‘what works best’, in ‘what circumstances’ and ‘with whom’?

## 5.4 Final commentary

5.4.1 Watts (2010) described the Hungarian approach to lifelong guidance as “one of the most systematic attempts in any country to develop the infrastructure for a lifelong guidance system capable of supporting the career development of all its citizens throughout their lives. It is accordingly of wide international interest.” Five years on much has changed in the political and policy context; however,



the SROP programme and allied lifelong guidance developments in Hungary have stimulated interest and energised professionals to improve their service design and delivery, particularly for young people. There are areas of 'promising practices' that can be taken from this programme that could be further disseminated across Hungary (and further afield). For an all-age lifelong guidance system to flourish and for interest and expertise to be galvanised, it will be necessary to have the support of leaders who have a clear vision for lifelong guidance now and in the future. There is merit in drawing upon the outcomes from this SROP programme and other allied European project developments, including the European Lifelong Guidance Policy Network (ELGPN), the European Centre for the Development of Vocational Training (CEDEFOP) and International Centre for Career Development & Public Policy (ICCDPP), to engage in building a dynamic Hungarian lifelong guidance system that can benefit all citizens.

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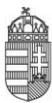
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