

INTEGRATING CAREER INFORMATION AND GUIDANCE SERVICES AT A LOCAL LEVEL



Lynne Bezanson & Ralph Kellett

For the Canadian Career Development Foundation (CCDF)

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ABSTRACT

- Career information and guidance services are provided by many different organisations, in many different settings. To create a coherent service delivery system, robust collaborative mechanisms are needed at local community level.
- Building such collaboration requires strong leadership from national/regional policies and from national/regional collaborative structures.
- Levels of collaboration can vary from network models, through co-location and one-stop models, to full integration. In many cases, what is feasible may be limited by the fact that career information and guidance is part of the wider provision of education, training, employment and other social services.
- Higher priority should be attached in national policies to supporting local integration of services, using appropriate instruments for this purpose.
- In particular, more attention needs to be paid to the level of integration that should be encouraged:
 - Between services in the education sector and services in the employment sector.
 - Between services for young people and for adults.

1 INTRODUCTION

Career information and guidance services have traditionally been seen as a public service available from educational institutions, government departments and their agencies. Increasingly, in countries competing in the global economy, common notions about career information and career development are emerging:

- It is an individual responsibility – services should help people help themselves manage their career development. This is career self-management;
- It is an ongoing (lifelong) learning process – it is everybody’s business and not just something undertaken at a time of crisis;
- It requires worker and learner flexibility and adaptability – changes in the nature of work and employment require that most individuals be prepared to successfully manage several work and learning transitions; and,
- It requires different kinds of tools and services at different points across the life span.

In most countries, there are gaps and overlaps in the career information and guidance services. Availability is uneven. Few countries, it seems, have coherent policies, systems and delivery structures for career information and guidance that support transitions across the span of life, learning and work.

Several challenges tend to be common across countries and provide an important context for considering local level services.

- Services to youth and adults have tended to be separate, thereby not reinforcing lifelong access to learning, skill and career development;
- Guidance and career development is both a specialized field and, at the same time, is part of many social services whose focus is not exclusively guidance. Social work, community development and rehabilitation are some examples. The issues of qualifications and assuring quality service are therefore complex;
- Access to ongoing learning opportunities tends to be offered by employers who already have highly skilled workforces. This learning/skill divide has significant economic and social implications;
- There has been an explosion of technology, resulting in more resources devoted to developing career information systems and self-service delivery systems and at least the perception of fewer resources devoted to career counselling and guidance services than ever before;
- In many countries services for youth within the educational systems have often focused on at-risk and marginalized youth and/or on post-secondary bound youth. The school to work bound population has received less emphasis and there is risk they may fall through service cracks once outside the education system itself; and,

- In general, services to adults have been spotty. This is perhaps based on an employment model which is increasingly being questioned, in which adults, once attached to the labour force, were expected to remain attached with permanent and sustainable work and limited career change.

Strategies that focus on a consolidation of services under one national government department or another may not necessarily result in the provision of coherent and seamless career information and guidance services across the life span. Many different kinds of support are likely needed from a variety of agencies. Support is needed where people learn, live and work. And it has to be relevant to their community context.

The Organization for Economic Cooperation and Development (OECD) recognizes that career information and guidance delivery strategies centered at the local (community) level are essential. There are many fine examples of local level cooperation and partnerships that respond to one or more of the challenges outlined earlier. A lot can be learned by examining these experiences. That is the purpose of this paper.

2 RATIONALE FOR THE INTEGRATION OF CAREER INFORMATION AND GUIDANCE SERVICES AT THE LOCAL LEVEL

2.1 Shifts in the World of Work

Over the past decade, many countries have witnessed significant changes in the structure of work and learning. The globalization of markets and the need to remain competitive have led business and industry to seek increased flexibility in their workforces. Workers are increasingly expecting to move back and forth between education/training and work.

These shifting expectations are creating greater demand for career information, career counselling and guidance services. There is much diversity across countries with respect to how these services are organized at the national, provincial or regional and local levels, and what models best meet the need for periodic and lifelong services. But at the local level, many individuals are closely connected to their communities, and these communities have unique local labour markets and opportunity structures. A “one size fits all” information and guidance service would make no practical sense; local approaches and local information are essential. The larger debate is around the degrees of decentralization which are effective with respect to strategic leadership, overall policy development, funding of career and guidance services, equality of access to services and quality assurance of services.

2.2 Lifelong Learning – The Cornerstone of Modern Economies

Lifelong learning sits squarely at the centre of public policy in most OECD countries. For example, successive governments in Canada, the United States and the UK have allocated significant public funds for research, policy development, program design and delivery that support continuous learning among youth and adults. For those countries at least, lifelong learning is on the short list of priorities for 2001 – 2005.

Policy makers have promoted lifelong learning over the past two decades as an important route to secure individual and societal welfare. It is an issue around which governments at all levels, community-based organizations, learning institutions, enterprises and unions have coalesced. For business, it is not a social but an economic issue. Lifelong learning among employees is the key to maintaining currency of skills. Organizations must provide learning opportunities over the span of a career in order to retain and develop valuable people.

Lifelong learning becomes a reality when:

- Different kinds of education and training are interconnected, transparent and accessible to the learner (primary, secondary, post-secondary education; classroom, workplace and web-based learning);
- Life and work goals are both served across the life span;
- Individuals, institutions, organizations all have a means to plan and support continuous learning;

- Learning is clearly situated in a career development process; and,
- Learning opportunities are accessible for all workers.

The kinds of skills that form the human capital in a country range from job task specific ones to essential skills that are used both at work and in daily life. The skills needed in a growing knowledge economy change constantly. Clearly, skill development starts in elementary school and extends to people in their retirement years. Meeting skill needs involves all levels of government, public and private education, business, organized labour, the voluntary sector, and all sorts of community interest groups. For individuals, ongoing skill development is a key ingredient of career development.

2.3 Key Trends Affecting the Organization and Delivery of Career Information and Guidance Services

Key Trends in Europe

According to Watts (1995), three major emerging trends appeared in the decade of the 1990's.

- Guidance is being viewed as a *continuous process* that should start early in schools, continue through the often extended transition period to adult and working life, and should then be accessible throughout adult life;
- A more *open professional model* is emerging as guidance specialists are expected to apply a range of interventions (e.g. curriculum programs, group work, computers and other media). They are more often working with and through networks of other individuals and agencies (e.g. supporting guidance roles of teachers and supervisors, and involving parents in the guidance process). The personal advisor role within the recent Connexions program in England links guidance specialists more closely to front-line youth workers, and so is an application of a more open and networked professional model; and,
- There is a greater emphasis on the *individual as an active agent*, rather than a passive recipient, within the guidance process.

There are also clear signs in several European countries of career information and guidance being accorded a higher priority than in the past. This is particularly evident in parts of the UK, especially in Scotland and Wales. Career information and guidance are seen as important measures in the improvement of people's skill levels, and in the full utilization of a country's human resources.

The delivery of career information and guidance services is also becoming *deregulated*. In a few countries there has even been some limited application of market and/or quasi-market principles. For example, in the UK, many responsibilities of the Employment Department for training and guidance have been devolved to Learning and Skills Councils (LSC's). In France, the inter-institutional skills assessment centres (CIBC's) derive their income from assessments they carry out, with explicit costing and the threat of closure if they fail to attract clients. In the Netherlands, more autonomy was given to schools to determine their own guidance structures within national guidelines. The Advisory Offices on Education and Employment (AOB's) offer services to schools, to the Manpower Service Organization, and to employers on a contractual basis.

Decentralization of service delivery has occurred to some extent in most countries. In Denmark, most initiatives are taken at the regional or local level. Just a few years ago in France, all guidance organizations were run by the central government. Now a large number of initiatives and

services are based on local structures or associations. In Spain, Autonomous Communities have grown in importance, resulting in a diversification of guidance services.

A complementary development is the *formation of national councils* that bring together a range of bodies directly involved, or with a stake in the delivery of career information and guidance services. Such national councils have been established in Denmark, The Netherlands, Italy and the UK.

Key Trends in the United States

In the United States, career information and guidance services are envisioned as an important component of the preparation of students for the world of work. Given its importance, the United States government has provided a *legislative basis* for federal support to career guidance and counselling in American schools. The first set of federal statutes are contained in the Carl D. Perkins Vocational and Applied Technology Education Act of 1990. The second is contained in the School-to-Work Opportunities Act (STWOA) of 1994.

Both the Perkins Act and STWOA call on state and local agencies to bring together *partnerships* of educators and businesses to build high quality school-to-work and vocational/technology education programs. Both laws call for *professionally licensed and trained counsellors* to administer career information and guidance programs.

Another major trend in the US is the establishment of *standards* and professional and technical support in the delivery of career information and guidance services. There are signs of an increasingly open and networked professional model seen in the certification of both professional Career Counsellors and Career Development Facilitators. Leadership in this area, until 2000, was given by the National Occupational and Information Coordinating Committee (NOICC), and a network of parallel state committees (SOICC's). This was a joint project of several US departments of government including Labor and Education. Career information, Information systems, and Career Development were together. NOICC has now been replaced by the American Career Resource Network and State Career Resource Networks. In this current structure, there has been a separation between career development which is within the Department of Education while information systems are within Labor.

Key Trends in Canada

Privatization and *decentralization* have become buzz words for all levels of government and almost every government agency in Canada. The method of "outsourcing" and the providers of services may vary, but the result is the same. Fewer social services are being provided directly by government staff, with larger numbers of non-government agencies involved in the service delivery.

Career information and guidance services are, in the main, public services, available through educational institutions, provincial and federal departments, and municipal agencies. Career, employment and outplacement counselling in the private sector have existed for many years, largely on a fee for service basis for those able to pay. But the landscape has changed. Many more private practitioners are providing services under government contracts to a more diverse clientele. Service provision under these agreements continues to be free of charge for the clients. The largest numbers of practitioners work under the umbrella of not-for-profit community groups. This is also an extremely diverse group with multiple skill sets and diverse professional backgrounds.

Public policy in Canada over the past five years or more has emphasized *individual responsibility* and self-sufficiency or autonomy in career development. Youth and adults are encouraged to independently use the materials and services available through federal, provincial/territorial, or community-based resource or career centres. All levels of government have poured the lion's share of

funding into *client self-service*. Much of the impetus for self-service comes from government's desire to reduce the cost of services. It is also being driven by the rapid development of Internet technologies offering high levels of interactivity, visual appeal, and even the use of audio communications. Career information can be more efficiently delivered over the Internet in a self-service mode than can career guidance and counselling. Cost-benefit research continues to be needed on the effectiveness of different delivery methods for different clients to provide a foundation for resource allocation.

Client case management is becoming a keystone of the integrated service delivery approach in Canada. Case management aims to ensure continuity and availability of service in a community partnership environment. It helps the client to connect to different services offered by different organizations and to integrate self-service outcomes into the provision of individual assisted services. In its contracting of career information and guidance services, the federal department of government responsible for labour market programs (Human Resources Development Canada) insists on the use by all service providers of a common approach to client management involving their own computerized system (*Contact IV*).

The use of technology is changing the delivery of career information and guidance. Increasingly, clients are expected and able to do more on their own. Many use computers to explore careers and the world of work. They use self-assessment programs that help them to evaluate their interests and make occupational choices. Programs are in place to match job-seeker skill sets with available job openings. Very little practitioner intervention may be involved when these systems are used. The role of the guidance or career development specialist has come under greater scrutiny as a result. Specialists are increasingly being required to provide evidence of the tangible educational, economic and social outcomes of their services.

2.4 The Need for Coherence in Service Delivery at the National and Local Levels

Career information and guidance services are provided in many different organizations - classrooms, guidance offices, human resources departments, community agencies, private practices, employment agencies. However, it is often difficult for clients to find their way to the right service. Delivery systems at the local level are often neither user-friendly nor transparent.

There are at least two major hurdles to overcome:

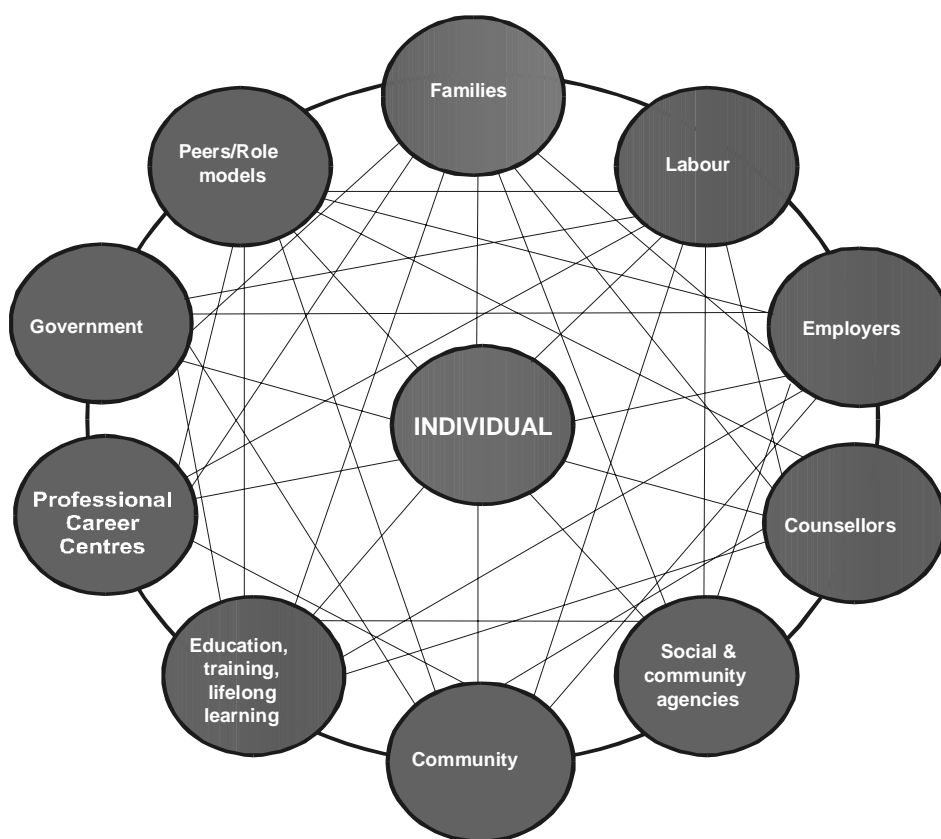
- Efficiency - An efficient system is one where need is matched to the service provided. More work is needed in most countries to map out the types of interventions (i.e. self-service; one-on-one; group; peer) that best suit different client needs and to experiment with and evaluate the effectiveness of the different methods;
- Gaps in service - In many countries, Canada being one, there is a disconnect between educational departments and labour or employment departments. A seamless service bridging the two often does not exist. As a result, there is no natural transition for school leavers to enter the workforce in terms of where they go for career information and guidance assistance. Help may be available from a community agency, but it is often difficult to find out which one to go to. Government service delivery points frequently have specific criteria to access levels of service other than self-serve (being an employment insurance recipient for example). These criteria can create access barriers and result in service gaps.

The experiences to date of many countries would suggest that the collaborative interactions of many players or stakeholders are necessary to create a coherent career information and guidance service delivery system. These interactions need to occur at the national, regional and local levels. Figure 1 shows

the wide spectrum of groups involved who must work together to diffuse information, design and implement policies, and deliver services to clients.

In a coherent system, the interactions between stakeholders would tend to complement each other. In an incoherent one, the individual is confused, and this often leads to an inefficient allocation of resources, both human and financial. Countries need to identify the stakeholders in the design and delivery of career information and guidance services, determine the potential roles of each, and establish a mechanism(s) for bringing the stakeholders together to develop or improve the system.

FIGURE 1: Stakeholders in a Coherent Career Information and Guidance System



(Taken from: Canadian Labour Force Development Board, 1994)

3 THE IMPORTANCE OF NATIONAL LEADERSHIP TO THE DEVELOPMENT OF AN INTEGRATED LOCAL LEVEL SERVICE

To provide coherence and integration, many countries have centralized their career information and guidance policies, programs and services under one or two government departments. In the UK for example, two government departments are largely responsible for the provision of career information and guidance services – the Department for Education and Skills and the Department for Work and Pensions.

Canada and the United States have taken a contrasting route. Canada's alternatives for bringing coherence to the overall system, and for integrating different service elements, have included: collaboration of the various players involved through labour market boards; better connecting diverse services through local service delivery networks; and developing complementary policies and services at the national and provincial government levels.

Building collaborative and complementary career information and guidance services requires strong leadership. In Canada and the United States, career and labour market information has become a shared role of their federal, provincial and state governments while guidance and career development services have become the primary responsibility of the provincial or state governments. However, the majority of local level "success stories" found in the research done for this paper occurred within the context of strong national or regional policies or legislative initiatives. Three examples of such initiatives are provided in the following sections.

3.1 Legislative Basis for the Provision of Career Information and Guidance Services at the Local Level

As noted earlier, the United States established (early 1990's) a legislative base for federal support to career information and guidance. Both the Carl D. Perkins Vocational and Applied Technology Education Act of 1990, and the School-to-Work Opportunities Act (STWOA) of 1994, are designed to respond to the critical need to prepare young people for the world of work and to make the workforce more competitive. The purpose of the STWOA is to establish school-to-work systems that bring together partnerships of educators and businesses to build quality programs. It is designed to provide all students – not just students in vocational and technical education programs – with the opportunity for work-based learning experiences. The Perkins Act sets the direction for state and local agencies as they develop vocational and applied technology education programs to equip youth and adults with the academic and technical skills needed in today's and tomorrow's labour market. Both laws include explicit guidance provisions.

The STOWA legislation encourages states to employ various approaches to developing and implementing school-to-work opportunities programs. These include school-based learning, work-based learning, and connecting activities. It requires states to provide professionally licensed and trained counsellors to administer career guidance and counselling components.

The Perkins Act requires that each state provides assurances it will provide leadership, supervision, and resources for comprehensive career guidance and vocational counselling. It stipulates that

states must make career and guidance programs equally accessible to students from special populations. State programs must also include professional development activities for teachers and counsellors working with vocational education students and community-based organizations.

More recently, the United States enacted (1998) the Workforce Investment Act. This act reforms federal employment, adult education, and vocational rehabilitation programs to create an integrated, “one-stop” system of workforce investment and education activities for adults and youth. Organizations/agencies that carry out post-secondary vocational and technical education activities are *mandatory* partners in this one-stop delivery system. The WIA is administered by the Employment and Training Administration of the US Department of Labor (Sampson and Reardon, 1997).

Federal funding is available under the Perkins Act, STOWA and WIA to states, and through the states to local agencies that design and implement initiatives. “Core indicators” that are similar for the three programs are used to measure state and local performance.

3.2 National/Regional Policies Can Foster Local Level Collaboration

The European Approach

The European Commission’s White Paper on education and training (European Commission, 1995) was part of a process to simultaneously provide analysis and to put forward guidelines for action in the fields of education and training. The paper sets out the action to be taken in the member states, and the support measures to be introduced at the European Community level. Given the diversity of national situations and the inadequacy of global solutions, the paper does not propose a single *model* for education and training in the EU. Rather, it provides suggestions and guidelines intended to support and supplement policies and programs devised by the national, regional and local authorities.

The paper clearly states the importance of promoting access to education and training. One of the necessary conditions for access is adequate information and guidance. According to the Commission, the citizen of Europe has better information when choosing a hotel or a restaurant than when choosing a type of training. To provide better career information and guidance, the paper suggests that member states set up “knowledge resource centres”. It further advocates the establishment of “external cooperation networks”. These centres and networks are seen as the outcome of local cooperation between research institutes, companies and teaching establishments.

At the national level in Europe, many countries have created labour market boards or councils. These boards or councils were first established at the national level, and then later were propagated at the local community level. It has already been mentioned that career information and guidance services councils are well established in Denmark, The Netherlands, Italy and the UK. These national and local councils are responsible, among many other things, for the inclusion of quality career information and guidance in labour market transition programs. National governments made the decision to use boards or councils for the development and administration of labour market policies, programs and services. National policy and funding supports the boards and councils. In almost all cases, partnership arrangements at the local level are encouraged as the primary delivery mechanism for programs and services. For example, in the UK there are currently 76 partnership arrangements for the provision of career information and guidance to adults (National Institute of Adult Continuing Education, 1999).

The Canadian Experience

Historically, the federal government has had primary responsibility for labour market matters. Over the past several years federal responsibilities have been handed over to some of the provinces through Labour Market Development Agreements (LMDA's). Five provinces have taken on the delivery of all career development services except for the provision of labour market information (LMI). Four provinces co-deliver the services with the federal department responsible for labour market matters, Human Resources Development Canada (HRDC). Many of the services have been outsourced to the private (not-for-profit and for-profit) sector. The only universal service is access to LMI. Entitlement to services such as career or employment counselling, skills upgrading, and re-training varies by province/territory. Job placement is almost entirely left to the private marketplace except for the provision by the federal or provincial governments of self-serve job banks. The governments got out of the job placement business mainly because their placement services were not broadly used by employers. The self-serve job banks were, however, well patronized by employers and job seekers.

It is important to note that the devolution of labour market programs and services to the provinces/territories was the subject of considerable public debate, with all communities of interest (business, organized labour, education/training, employment equity groups) having had their say. The LMDA's are the result of a considered policy debate and decision.

In Canada's highly decentralized system, it is difficult to align policies, programs and delivery mechanisms around countrywide priorities such as lifelong learning, skill development, use of technology, and active measures for unemployment and welfare clients. To arrive at common and less fragmented views and approaches to career development services, intergovernmental bodies have been established such as the Council of Ministers of Education – Canada (CMEC) and the Forum of Labour Market Ministers (FLMM).

Canada's national approach to decentralized service delivery also includes the use of economic sector organizations. Both the federal and a number of provincial/territorial governments are collaborating in the establishment of sector-wide organizations mandated to develop and implement career development and training initiatives. The governments provide all or some of the funding for the organizations. Industry provides some funding and expertise. The sectoral organizations try to establish partnerships at the local community level for the delivery of initiatives created by their organizations. Their role in career information and guidance has mostly focused on the development and dissemination of career information specific to their sector. But they have traditionally had difficulty in doing this. For one thing, they are often not well connected to the community and volunteer organizations that work with youth. And the educational system is so inundated with information they do not always react positively to the provision of more information from national or provincial sector organizations. The Canada Career Consortium, a national partnership of career development community members including Sector Councils and funded by HRDC, is playing a facilitating role in co-ordinating and developing strategic implementation strategies to make sectoral materials available and used locally.

3.3 Career Information and Guidance Services Professionals Can Lead the Way

Canada has maintained the tradition of providing guidance and counselling services in secondary schools. Guidance counsellors, who are qualified teachers and guidance specialists provide a full range of counselling and crisis intervention services as well as career and post-secondary planning. Sheer student case-loads mean that not every student has access to a counsellor. In spite of the introduction of government and private sector policies and programs aimed at encouraging youth to enter the trades and technology, students who are not post-secondary oriented tend to receive little guidance.

In the Province of Quebec a somewhat different approach was taken. In Quebec's case, the decision to move to a new *preventive policy model* was suggested by the Professional Order of Quebec Guidance Counsellors at a general forum on education. There was consensus among career development practitioners and policy makers to introduce a new approach on an experimental basis. Funding over four years was provided to implement the "école orientante" (the guidance-oriented school). The Ministry of Education is evaluating the approach.

What is the guidance-oriented school? It is the creation of an educational environment where everyone is concerned with:

- Helping students understand why they are learning languages, maths, sciences, and so on;
- Giving students a coherent message about the usefulness of their present studies; and,
- Providing students with personal experiences enabling them to build their own identity, work experiences and meaningful contacts with the labour market, and obtain information about what is available (jobs, careers, training, etc.).

Increasingly, there are efforts to place career education into mainstream curriculum. The internationally acclaimed Real Game series is one Canadian example of curriculum-based experiential career education. Several provinces have also recently adopted a compulsory volunteer community experience credit as a prerequisite for graduation. Several have also adopted a compulsory career education classroom credit.

4 LOOKING AT WHAT WORKS – SOME EXAMPLES OF INTEGRATED CAREER INFORMATION AND GUIDANCE SERVICES

Coherent, integrated career information and guidance services can be seen to exist in many countries at one or more of three levels:

- National level;
- Regional/state/provincial level; and,
- Local/community level.

In the previous section, the case was made that national-level leadership, policies and approaches are important to the development of regional and/or local level service integration.

The integration of career information and guidance services into a coherent, and possibly a seamless, service delivery structure at one or more of the three levels typically occurs within the wider context of the delivery of employment, education, training, and other social services. This will be seen in most of the examples presented in this section.

It is also possible to find examples of integrated service delivery of career information and guidance services for one group of clientele and not for another. In some countries, integrated services at the local level exist for youth in secondary and post-secondary school, but not necessarily for adults. Sometimes integration is achieved for both youth and adults in transition, but not for people across the entire life span. In looking at examples of what works for the integrated delivery of services it will be made clear whether the initiatives apply to just youth, or adults, or if it exists for people across the life span.

Finally, it should be understood that there are different types and degrees of integration among organizations that provide career information and guidance services in a country. A continuum of types or degrees exists. For simplicity, four types of integration are demonstrated in the examples that follow. They are, from the least to the highest degree of integration:

- Information sharing, networking and possibly staff exchanges (network model);
- Co-location of services where the organizations share premises but retain separate staff, their own funding, and distinct boards of directors (or advisory councils) (co-location model);
- Single points of service where the organizations share premises and staff, where they may combine their funding sources, but they retain separate organizational mandates and boards of directors (or advisory councils) (one stop model); and,
- All services organized under a single organization and governed by a department of government, or single board of directors/advisory council (full integration model).

In the examples that follow, an attempt is made to provide insight into the dynamics, such as the types of partnership involved or degrees of legislative support, of the initiatives cited. For each example, key learnings are noted about the elements that contributed to the successful integration of services at the national, regional or local levels.

4.1 Partnerships That Improve School-to-Work Transitions

4.1.1 Cooperative Education and Apprenticeship Programs

In many OECD countries, employers, unions and the schools are all realizing that there is too little about the world of work in the schools, and too few contacts with students in the workplace. Cooperative education, work experience, and apprenticeship programs are intended to provide a bridge between school (or learning) and work.

Apprenticeship and work experience programs are broader initiatives that should, and usually do, have an important career information and guidance component. Within the wider program, the career information and guidance component may be fully integrated across the national, regional and local levels, or it may be integrated only at the regional or local levels.

4.1.1.1 Integrated Services at the National, Regional and Local Level

Many European countries have a dual-track education system. Both Denmark and Germany have systems for preparing youth for work that are an integral part of the educational and adult training systems. Following ten years of compulsory education, almost all youth in these countries participate in two or three-year apprenticeships, attend technical school, or receive a free university education. These systems are quite transparent, with pathway entrance requirements, procedures, and outcomes that are clear and well-known to students, parents, teachers, workers, and employers.

The various youth apprenticeship programs that students may attend run for different periods on different schedules and with different curricula, yet they are all linked together into a coherent system that is governed by common rules and requirements. Employers express confidence that apprentices, regardless of the school they attend or the firm in which they apprentice, gain a high level of skill and a good attitude toward work. This systemic approach to providing career information, vocational guidance and training contrasts sharply with the wide variety of programs to which youth in other OECD countries have access, most of which have different entrance and exit requirements and about which little is known in terms of student outcomes. The transparency of the Danish and German systems enables everyone - parents, teachers, students, employees, and employers - to understand the choices available and the ways to follow a given pathway. Students, too, understand fully the linkages among their school performance, their future choices, their ability to learn skills, and their chances of obtaining good jobs (National Governor's Association, 1995).

The Danish and German apprenticeship systems, with their guidance components, are examples of a full integration model.

4.1.1.2 Integrated Services at the Regional and Local Level

Some Canadian provinces have actively promoted cooperative education and work experience programs in the secondary school curriculum. In some cases, a career development component is attached

to the program (e.g. career information exploration; career counselling before and after a work experience). A significant percentage of colleges and universities have cooperative education programs that form part of the requirements for specific programs (e.g. engineering).

Business and industry associations in Canada have long supported an expansion of cooperative education programs. But at the practical level, cooperative education coordinators in the secondary schools often find it difficult to get placements with employers for their students. Employers sometimes cite, as reasons for their inability to offer placements, health and safety regulations or union objections to the use of unpaid student help. Approaches, such as the use of intermediary or brokerage organizations, need to be found to help employers and unions supply cooperative education work placements for students.

Public sector budget cuts over the past number of years have also led to a significant reduction in the number of school staff assigned to coordination of the cooperative education program. In response to overall staff reductions, schools have expanded the role of parents in education, for example through voluntary teaching assistant programs. A greater role for parents in connecting education with work is a possibility yet to be fully exploited by Canadian schools.

There are some examples of efforts to include parents more centrally. The program “Take your Kid to Work” is an example of a program designed at the national level but delivered by local level organizations. At the local level, one secondary school in Edmonton has implemented a job-shadowing program organized by a guidance specialist and the school’s parent advisory committee. Parents register to provide a one-day job shadow at their worksite. This is an innovative local example to expand worksite experience and exposure for students. There are legal and safety issues and insurance protections which must carefully accompany these programs. However, they hold promise for greater exposure for larger numbers of students.

The Canadian experiences with cooperative education and work experience programs demonstrate the provision of national or provincial leadership and funding for resource development, but with the actual delivery of information and guidance services made available at the local level and effectively tailored for local community applications. This is an example of the network model for type and degree of integration.

In looking at the Canadian cooperative education and work experience programs, it is also evident that career development researchers should play an important role in demonstrating the contribution of viable cooperative education programs to the achievement of mandated curriculum requirements in the schools, and to the readiness of youth for work.

4.1.2 Employer-Based Career Information and Guidance Initiatives

There are many examples across Canada of business and industry setting up special career information and guidance experiences for elementary and high school students. One is in the automotive industry.

General Motors uses an interactive distance learning network program to train technicians in dealerships (over 7000 hours of instruction were given in 1999). The company uses the same system to hold seminars for high school class groups, parents and guidance counsellors. The sessions are typically held in the evening at various local dealerships. The distance learning network is used for a video presentation, questions and answers followed by a tour of the dealership (sales, finance, parts, service, body).

Even in the absence of the distance learning system, groups of students are invited to dealerships as part of a curriculum-based learning experience. The students are exposed to all aspects of the operation, and complete an assignment on something like “how different parts of the industry relate to one another”. Free tickets to an auto show are often given out as an incentive for attendance.

This is an example of the network model for integrated services. It is also a career information and guidance services initiative undertaken in isolation, and not part of a wider services integration initiative. It is an important example, as well, of the role in career information and guidance that can be played by employers.

4.1.3 *Building School-to-Work Networks*

Developing local networks among schools, community organizations, labour, and employers is critical to the success of school-to-work systems. The Kalamazoo Valley Consortium Education for Employment Program (EFE) is a county-wide school-to-work system in Michigan that uses a number of strategies to build business-education partnerships for the benefit of in-school youth (The National School-to-Work Learning and Information Center, 1996a).

At the beginning of their efforts, EFE organized an Education for Employment Outcomes Task Force to identify the workplace know-how skills expected by employers in the local labour market. The Task Force allowed employers, educators, and intermediary organizations to meet and discuss their needs and expectations regarding the school-to-work transition system for the community's youth. The system continually engages representatives from business and industry through EFE advisory committees, which are organized around occupational areas. The committees meet at least twice during the school year, helping to develop a wide range of work-based learning opportunities.

Local corporations, non-profit organizations, and government agencies have worked with EFE to develop work-based learning programs, offering students formal classwork in worksite settings. The partners work together to develop curricula and on-the-job training experiences, and the business provides classroom space. Business partners also offer paid work experiences in students' occupational areas of interest, and some formal apprenticeships.

Employers in Kalamazoo point to several key factors that have contributed to the success of EFE business partnerships: logistical support provided by EFE staff; mutual respect between representatives from business and educators; personal commitment to EFE by businesses in time and resources; the willingness of EFE staff to grant business-led advisory committees a substantial leadership role; the hiring of instructors and school-to-work coordinators with relevant business background; and a network among EFE administrators and business leaders.

This is an example of the network model of service delivery integration at the local level.

4.1.4 *Inter-Governmental Partnerships for School-to-Work Transitions*

A further Canadian “network model” for relating education and work is Applications of Working and Learning (AWAL). This is a professional development activity for secondary school teachers developed in British Columbia with joint funding from the British Columbia Ministry of Education and a federal department of government (Human Resources Development Canada). It has also been adopted in the province of New Brunswick. In AWAL:

- Teachers visit a worksite;

- They talk with management and with an employee about one particular job, using a questionnaire that helps them obtain information about the use of the essential skills and other characteristics of the workplace;
- They develop hands-on learning activities that they could use in their classroom to develop one or more of the essential skills, inspired by the real world application of these skills; and,
- Classroom activity ideas are put on the Internet at the AWAL site to make them available to other teachers.

One of the keys to success of this *local level* initiative is the provision of funding from the national and regional (provincial) levels, and the built-in mechanisms for networking between school teachers and employers, and among school teachers themselves.

4.1.5 Bringing Parents into School-to-Work Systems

Parents play a key role in the development of career opportunities for youth by providing support and working with counsellors, teachers, and employers. Parents and guardians who become engaged in school-to-work systems not only improve the future prospects of their children, they also contribute valuable insight to school-to-work partnerships and can serve as community advocates for a school-to-work transition system.

Social and economic changes in the structures of contemporary families and workplaces often constrain the time and effort parents can devote to the educational and career development of their children. Across the United States, practitioners are applying various strategies to overcome these barriers to parent involvement in school-to-work. For example, in the spring of 1994, American College Testing (ACT) and the National Career Development Association released *Realizing the Dream*, an innovative program for involving parents in their teenagers' educational and career planning (The National School-to-Work Learning and Information Center, 1996b). *Realizing the Dream* contains the resources necessary for a school or community organization to introduce the program during a two-hour workshop, including leader's materials and guides for parents and students. As well, local program operators have used several techniques to provide parents with information about school-to-work, including publishing brochures and inviting parents to attend informational meetings, orientations, and workshops. Several school-to-work initiatives have contracted with family resource hotlines, which parents and employers can call for advice and information on education-related issues. In addition, on-line connections to resources and organizations that provide support for families on educational issues offer easy access to a wealth of information.

Many school-to-work systems require that parents co-sign training agreements, a step which initiates communication between parents and employers. Some parents take the next step, actually visiting worksites and conferring with employers and supervisors to gain firsthand information with which to encourage and support their children.

Promoting parent involvement in advisory committees and governance structures is essential. School-to-work should operate as a community-wide effort, recognizing that parents bring invaluable perspectives to the partnerships that guide local systems. Parents who serve on governing bodies speak with informed voices regarding the experiences of their children in school-to-work. They are in a position to advocate and work for better information, services, and other resources for their children, and to become leaders and catalysts for other parents.

The Rochester City School District employs a parent outreach coordinator to build parent involvement in school-to-work (The National School-to-Work Learning and Information Center, 1996b). The coordinator has developed parent/family courses to assist parents according to their needs in the school-to-work system. The parenting/family courses are designed to be interactive sessions which include practical techniques that apply to real-life needs and situations.

A highly innovative parent application is currently being implemented in the Canadian province of New Brunswick's Family and Social Services Department. Many recipients of welfare support are single parents with adolescent children. Voluntary workshops are being provided to help these parents understand career development issues their teens face and to assist them in supporting their teens as learners and workers. It is hoped these experiential workshops will similarly motivate and bring a sense of optimism to the parents themselves. The New Brunswick initiative thus reflects a "family learning approach" to career development.

4.1.6 Organised Labour in School-to-Work Systems

Labour unions are most effective in a school-to-work system when viewed as catalysts for program development and not as special interests that must be recognized. As a result, it is critical that organized labour be involved in a school-to-work initiative from the very beginning. Often, employers and schools collaborate to develop a school-to-work structure, recruiting labour unions to sign on only after a framework has been developed. Labour unions, however, can play crucial roles in the initial planning and development stages of a program through their strong working relationships with employers and experience in working with employers to develop on-the-job training programs. These existing partnerships and experiences can assist in recruiting employers for participation. Some schools, for example, have reached out to unions first, allowing labour to make the first contact in recruiting employers for participation in a school-to-work system (The National School-to-Work Opportunities Office, 1996).

This is also an example of the network model for the provision of career information and guidance services at the local level within the context of a broader labour market transition program.

4.2 Relating Community Capacity Building to the Provision of Career Information and Guidance Services

Capacity building is an ongoing process for individuals and for communities. Just as individuals must develop their self-esteem, confidence and skills to succeed in the economy, so too must a community. Often, community is thought of geographically. However, communities are also defined as communities of interest, joined by the need to take collective action to find solutions to shared problems. With respect to career and guidance services, community capacity building is a grassroots process by which communities organize and plan together to reduce poverty, increase literacy, create employment and economic and learning opportunities in order to achieve social, economic and cultural goals.

Career information and guidance services, as well as other roles related to helping individuals access education, training, and work, are linked to community capacity building in a very substantive way. The community's role is to embrace collective processes such as community planning and collective skill building. The goal is to prepare the community at large as well as individuals for an often unknown and/or underdeveloped community-based labour market.

A community-based labour market frequently differs from a traditional industrial-based labour market in that much available work exists outside of the formal economy. Making career connections for individuals is more complicated in this type of market and is closely tied to community planning and

priority setting. Normally, these two roles - that of career counselling and that of community planner/developer - are not connected. Bringing community and economic planners and developers together with career information and guidance specialists in new organizations for the design and delivery of services leads to some new roles for career practitioners and community leaders alike. It opens up new possibilities for connecting school and work and identifying and developing opportunities within local labour markets.

4.2.1 Career Guidance and Community Capacity Building in Argentina

For 11 years an agreement has been in place between the Psychology Faculty of the Buenos Aires University and a local county for the development of a program for the community.

The general approach is to support youth through collaboration between the University and local town councils. Organizational agreements are reached that aim to:

- Develop psycho-social programs for young people, children and families that are delivered in educational centres offering technical assistance;
- Provide teacher and guidance assistant training; and,
- Conduct applied research on community capacity building and career development.

The southern belt of Greater Buenos Aires has a high population density. Originally, the whole suburban area formed an industrial region. Over the last decade it experienced an abrupt decrease in permanent jobs and the sudden closure of many companies. Increasing unemployment, sub-employment and unstable labour conditions now affect mainly women and young people. These conditions narrow expectations for the future and affect individuals' personal identities.

Intervention activities are focused on vocational and occupational guidance in order to help young people to develop personal projects for their life, studies, and work. Activities are carried out at town councils, in local social clubs, and in schools. Efforts are made to develop ad-hoc methods and techniques that may actually help, and assess their effects. A "Reflection Workshop on Vocational Guidance" has been created where young people, under the coordination of a psychologist or teacher, are able to reflect and talk among peers about their vocational and transitional conditions, what they intend to do in the future, and about their expectations and personal interests. Possible jobs, activities, and roles they may expect are carefully reviewed. The purpose is to develop self-confidence and promote actual trust in their capabilities, to widen current alternatives and activity fields by conceiving innovative projects and strategies, and to acquire new tools to face transitional conditions in restrictive, marginalizing contexts such as poverty, unemployment or unstable jobs.

Programs are targeted at elementary and high-school counsellors, and kindergartens that are located in the poorest neighbourhoods, working with care givers and parents. In countries that suffer from prevailing poverty and marginalization, attitudes emerge that tend to "naturalize" such conditions. While some processes create vulnerability, some protective aspects facilitate resilience which is the ability to face adversity. The resilience comes from the people, institutions and the community.

To date, it has been observed that the co-location of services model increases community capabilities to develop life-work projects, helps people plan careers, and develops individual and community resiliency.

4.2.2 Linking Regional Economic Development with Career Preparation: A Newfoundland Initiative

In 1992, the province of Newfoundland and Labrador, Canada, was delivered a devastating blow when a moratorium was placed on cod fishing. The cod defined life for Newfoundlanders; it was the reason people first came from the old world to fish on a seasonal basis before returning to Europe. Newfoundlanders had not only their source of employment taken from them but also lost a way of life.

The atmosphere in the schools with respect to opportunities for youth became dismal. Youth and adults believed they would have to leave the province to have a sustainable future. The provincial government set to work to develop a plan that would assist rural and remote areas of the province deal with this crisis.

The Regional Economic Development and School Initiative (REDAS) was the result of a creative collaboration between a guidance and career development specialist and an economist who determined to find a means to assist youth to become aware of the potential for work opportunities in their own regions or communities (Canadian Career Development Foundation, 2001b). The challenges of bringing practical career education into the schools are common to many countries. Chief among these are:

- If not mandated as part of the regular curriculum, career education components would not be delivered by teachers. But the only way to reach all students is through classroom teachers; and,
- Teachers are subject matter experts. Most have limited if any expertise in career development, economic development and labour market analysis.

Imaginative and innovative components of the REDAS initiative include:

- Teachers who are accepted into the initiative partner with economic and community developers to create a learning module that fits into the teacher's regular curriculum. The module combines curriculum content and an awareness of work possibilities/opportunities in the area's economy;
- Teacher substitutes are provided so that teachers in the program are released for a period of time to develop the learning module collaboratively with the economists;
- The learning modules are shared between areas of the province so that students over time gain exposure to opportunities in the province as well as in their own area; and,
- An emphasis on creating one's own work, entrepreneurial activities and working with community partners is fostered. This allows students to see their opportunities through a "new economic lens".

Early evaluation results are promising. More youth are becoming active in entrepreneurial pursuits. As well, teachers in the first pilots reported increased levels of optimism and energy in themselves and in their students. This project brings "in your own backyard" local labour market information into curriculum.

4.2.3 Educational Guidance Services for Adults (EGSA): Learning for Peace – the Contribution of Adult Learning to Peace and Reconciliation in Northern Ireland

This European Commission (EU) support program for Northern Ireland began in 1996 with the aim of reinforcing the peace process. A special feature of this program was the appointment of several

NGOs as Intermediary Funding Bodies. One such organisation, EGSA, has long been established as a core provider of information, advice and guidance for adults and holds as a core value a fundamental belief in the liberating value of adult education. Projects selected for funding by EGSA demonstrated the role of learning in moving people away from conflict.

Through the course of this work, EGSA laid the foundations for an Information, Advice and Guidance (IAG) Network at the community level bringing together all organizations which may have an interest in helping adults to access learning. These included careers services, libraries, adult education, and community-based agencies. Collectively they targeted bringing learning opportunities to:

- Those unemployed for a long time;
- Those with low levels of basic skills;
- Rural adults with poor access to education and employment;
- Ex-prisoners; and,
- Women isolated in the home.

The following community development principles were implemented:

- Bottom-up approach in which local people define needs and methods;
- Strong emphasis on capacity building and personal control;
- Sustainability for the community;
- Nurturing the weakest groups, not the easiest; and,
- Equality of opportunity.

Informal methods were used to attract people back to education. A workshop on drumming, for example, led to the creation of a traditional music class. A course on local history developed into an Archaeological Society and some participants pursued degree courses at a university campus. Other courses included study skills, basic skills and information technology. Recreation programs like line dancing often led to courses in English or Mathematics, possibly accredited through an Open College network. These credits were often the first ever achieved by participants.

The close connection of education and guidance at the community level, implemented in what may be called a “network model”, has “changed the learning landscape in Northern Ireland”.

Key issues being addressed by local interventions related to community capacity building include the qualifications of career and guidance professionals and practitioners as well as the more open professional model for career development. As noted earlier, guidance is a specialization and, at the same time, is part of the service provision of many other social service professionals such as adult educators and social workers. The challenge is to develop a sizeable and inclusive community of guidance providers while at the same time safeguarding the appropriate professional preparation and qualifications. There is a need to examine the credentials required for different levels and kinds of services, and to balance the need to sustain the standards of the profession with protective over-professionalizing, since the latter usually creates barriers to service access.

4.2.4 Capacity-Building Within Youth-Serving Organizations

Career Circuit is an example of the importance of not creating barriers to service access. It is a national Canadian initiative geared to strengthening partnership and capacity within the youth career services sector. Not-for-profit community-based agencies provide a large proportion of guidance and career services for out-of-school youth and young adults. Traditionally, the non-profit sector has been fragmented, under-resourced and has had limited access to structures and supports such as professional training.

After four years of intensive development, pilot testing and refinement the following are now available free of charge to the youth-serving sector across Canada:

Network: A virtual community of approximately 5,000 community-based youth-serving member agencies, connected to each other and a wealth of current, regionally-tailored and sector-specific information through www.thecircuit.org;

Resources: A searchable database of thousands of targeted resources (www.vrcdatabase.com) and the Virtual Resource Centre CD-ROM and/or on-line, offering access to hundreds of actual resources (PDF format) organized by theme, media and youth questions answered; and,

Training: Circuit Coach is a fully self-instructional training program to provide front-line youth and community workers with a solid grounding in career development and preparation to use a wide range of innovative interventions to address specific youth issues. Circuit Coach is supported by a network of trainers across Canada who provide coaching and learning supports at the community (non-institutional) level. The training is beginning to be recognized at the college and university levels for credit purposes, which represents yet another innovation and a break from tradition.

Key to the ongoing success of Career Circuit has been the engagement of individuals at the local level titled Field Liaison Officers (FLO's). These officers were recruited based on their connections to the community, their experience with organizational change, connections to business and employers, and secondarily for their career development expertise. Half of the officers have career development professional qualifications but half do not. Their expertise includes "some" career development, but also strong backgrounds in fields such as international development, human resource development, mediation, and technology. All are strong in community development experience. Their unique role has been to promote the initiative "from the ground", work with community stakeholders to plan tailored implementation, act as a liaison between regional interests and activities at the national level. Their role is also to act as a resource person to support practitioners as they complete the training component, Circuit Coach. In the process, they themselves are becoming more specialised in career development.

A "lesson learned" from the developer's perspective is that it has been critical, in order to mobilise a community of career service providers, to have a person devoted to building community partnerships and increasing capacity. The diverse multi-disciplinary backgrounds of the FLO's have been crucial to their capacity to have impact at the community level.

4.3 One-Stop Centres and Co-located Services for Adults and Youth

4.3.1 One-Stop Centres in the United States

One-stop centres have evolved in the United States to address the problems of fragmentation, lack of collaboration, limited resources, and duplication of employment and related social services.

Although one-stop approaches to the delivery of social services have existed for some time, it is only recently that the one-stop approach has become a central feature of federal and state policy (Sampson and Reardon, 1997). The role of the federal government has been to encourage the enhancement of employment and related social services by awarding competitive one-stop planning and implementation grants to the states. While the federal government established basic design principles, states have the latitude to select the best approach for implementation. With states designing and controlling one-stop services, the extent and nature of services varies from state to state. Some states combine employment and other social service programs into one administrative unit. Other states have gone beyond this to a full one-stop shop concept, providing employment and social services in one facility with one common staff to reduce service duplication and to improve service access. This is referred to, in this paper, as the one-stop model for service delivery integration. It exists in the US at the regional (state) and local levels.

Four basic design principles have guided one-stop development. These include:

- Universality;
- Customer choice;
- Integrated services; and,
- Accountability.

Universal access aims to provide customers (both job seekers and employers) with easy, or in some cases unrestricted, access to needed information and services. Customer choice aims to give customers the ability to decide which services, including self-help options, are most appropriate for meeting their needs. Integrated services aim to minimize fragmentation, duplication, and resource limitations by encouraging service providers to collaborate in establishing common service functions (such as intake) and by sharing infrastructure (such as data management). Accountability aims to shape the evolution of one-stop centres by emphasizing performance driven/outcome-based services.

The Centres are viewed not in terms of the program priorities of the individual partners, which vary in terms of target populations and available services, but rather in terms of the needs of the customers as the starting point, and enabling individual customers to navigate the multi-agency system to access comprehensive services responsive to their needs.

Two basic approaches exist for delivering services in one-stop centres. The first approach involves direct access to services, such as the provision of labour market information (LMI) to support a job seeker's career decision making. The second approach involves brokering of services, such as helping job seekers identify and select training opportunities necessary to implement an occupational choice.

There are three levels of service delivery in one-stop centres:

- Self-help services;
- Brief staff-assisted services; and,
- Individual case-management services.

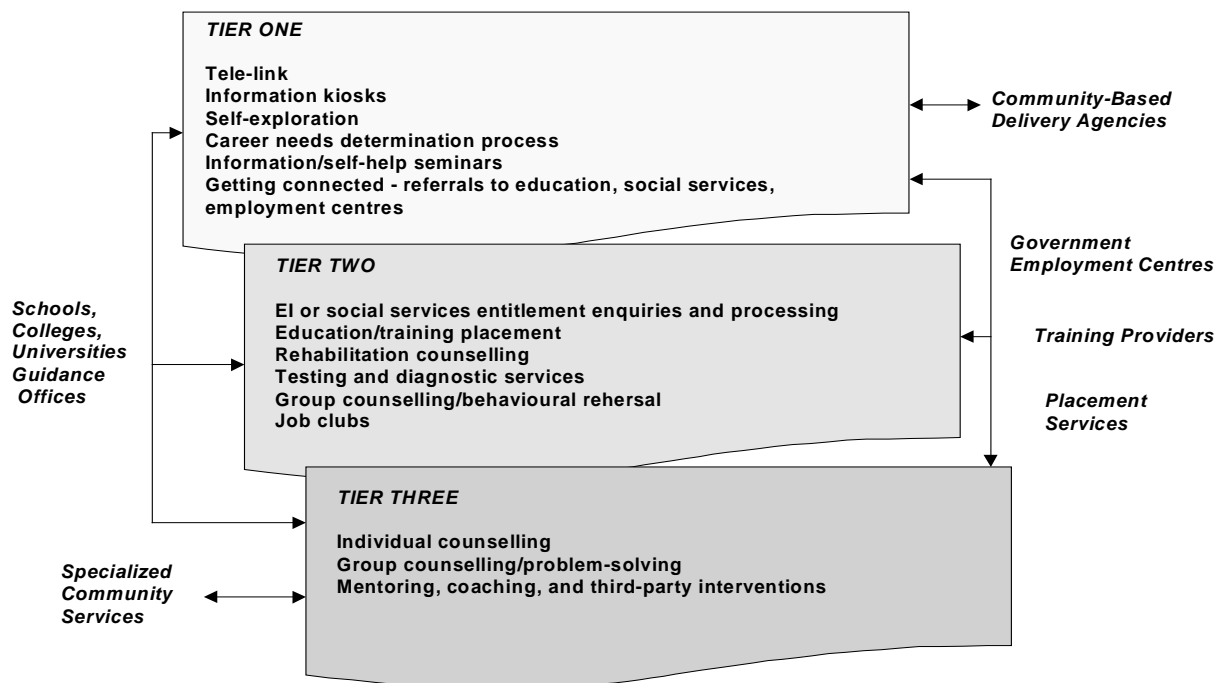
The key elements of success for the One-Stop Centres have been that:

- Information delivery is largely computer-based, enabling delivery wherever job seekers have access to the Internet. Providing self-help services in remote locations has the advantage of reaching the maximum number of potential clients;
- Providing self-directed career decision-making services within a career resource centre (CRC) allows staff to use career and employment resources as an integral part of delivering services. In this case, the CRC is located in the One-Stop Centre, maximizing the use of staff resources; and,
- The customer/client decides, with staff input, how much time is needed to use information and self-assessment resources and to seek staff assistance.

4.3.2 A Co-located Services Model

The probability that the average person will have many jobs over a lifetime is accompanied by a growing recognition of the need for lifelong career information and guidance services. To provide a coherent and articulated system for career information and counselling, the Ontario (Canada) Premier's Council on Lifelong Learning advocated in 1993 that services for adults should be organized in a three-tiered structure. The structure is shown in figure 2. The argument for using such a structure is to ensure that individuals have access to a counsellor in accordance with the individuals' level of need. Identifying needs and offering targeted assistance is at the foundation of a tiered organizational structure (Kellett and Conger, 1995).

FIGURE 2: A Three-Tier Service Delivery Model



“Seamless” access to the three tiers of service was envisaged. A number of options for achieving such access seemed possible, but in the end the different levels of government in Ontario and their community partners moved to co-locate their services. For example, in Ottawa, Ontario federal government delivery services (Human Resource Centres), provincial government services for youth and adults, and organizations contracted by one or both levels of government are co-locating their delivery points. Clients may access services in any tier of the three-tier structure from a single starting point. Most mainstream services such as employment counselling, Job Finding Clubs, youth work experience projects are provided by two or three different organizations, all with their offices in the same area of a shopping mall. Responsibility for case management is assumed by one of the organizations.

4.3.3 *Community Partnerships: Applying the Three-Tier Model in the Etobicoke Employment Services*

Beginning in 1997, Human Resources Development Canada – HRDC (the federal department responsible for employment) - established a network of labour market information and employment services offices in the city of Etobicoke (subsequently amalgamated into the megacity of Toronto). The network consisted of a partnership between its offices and six community agencies, all located at strategic sites throughout the community for ease of client access. Their commitment was ambitious:

- To join together in order to deliver seamless services to clients;
- To work in partnership without self-interest or competition;
- To identify gaps in services and to design the services each would continue to provide according to the best skills of its staff;
- To avoid duplication in services; and,
- To partner in marketing services so the community had clarity on who does what and where.

The mandate was “to establish a solid community infrastructure, leading to a seamless network of employment services which responds to the needs of residents in this community”. The working principles established were:

- Regular meetings for information sharing on programs, and to learn about labour market trends
- Ongoing identification of client and community needs and service gaps;
- Joint marketing initiatives including community outreach;
- Joint professional workshops; and,
- Establishing working group sub-committees with specific responsibilities such as ease of referral from one agency to another.

While there have been challenges, the accomplishments have been significant. A common vision has provided a collaborative environment for services; significant savings have been realized in training, marketing and program resources; a unified voice is presented to clients and the business communities; clients report ease of access to appropriate services and ease of referral.

The Etobicoke Employment Services is an example of the co-location model of integrated service delivery. Career information and guidance services are included in service delivery as part of the broader delivery of employment and some social services. Clientele include out-of-school youth and unemployed adults. It is to be noted that the model was subsequently adopted by the remaining cities in the

megacity. While there is regional diversity, this also became a model for all HRDC offices throughout the city of Toronto.

4.4 Labour Market, Career and Employment Services Advisory Boards/Councils

4.4.1 One Example of Boards and Councils in the United States

Under the Workforce Investment Act (WIA) of 1998, the United States authorized the establishment of a comprehensive workforce improvement program. The WIA is intended to mobilize states and localities to design and implement creative employment programs for current workers, potential employees, and local employers. Because rural schools possess a host of resources that are rarely present in other locally-based institutions, they have a major role to play under the WIA.

Rural schools are well positioned to be central players in the delivery of WIA programs for both youth and adults (Beaulieu, 2000). For youth, rural schools can provide: enhancement of study skills through after-school tutoring; career exploration, guidance and development; job shadowing, mentorship, and internship programs; and placement in summer employment opportunities. Since WIA areas in many states often encompass a large number of counties, rural adults needing the services of a one-stop employment centre may be physically located too far from such a facility. They are frequently close enough to rural schools to benefit from the provision of services at these locations.

Rural schools have successfully served as centres for the delivery of WIA programs. A key ingredient in this success has been the partnership at the local level of school administrators, community-based groups, and employers. Under the WIA, *youth councils* form subgroups of local *workforce investment boards*. The councils comprise board members with expertise or interest in youth development. Members frequently include representatives of youth-serving organizations, local public housing authorities, Job Corps representatives, parents of youth seeking assistance, persons with recognized experience in youth activities, and youth themselves. Local workforce investment boards, in consultation with chief elected officials, appoint council members.

4.4.2 An Example of Boards and Councils in the United Kingdom

In the UK over the last two years, government policy has purposefully encouraged the development of extensive partnership arrangements for the provision to adults of coherent local career information and guidance services of proven quality. The active engagement of all partners is seen as critical in helping local providers to meet skill needs and to assess and respond to local demand. Responsibility for the partnerships is currently being passed from the central government to new local Learning and Skills Councils (LSC's), which are being established with access to discretionary funding for the support of local initiatives and services.

At present, there are some 76 partnerships for adult information and guidance service provision. Each is typically a county-size or large urban area serving the needs of perhaps one million people. Although the partnership models vary, they include a wide variety of organizations such as the Careers Service, the Employment Service, colleges, universities and libraries, as well as a growing number of voluntary and community organizations. Better links are also being forged with unions and employers, but this is still a challenge for the new councils.

The UK experience demonstrates the value of providing a seamless service where students and clients in transition from school to work or from work or non-work to new work or learning do not fall in

the cracks of “no service” because of a lack of affiliation with large institutions. The UK example also shows how the co-location of services and network models can be implemented together to provide services to youth and adults not by one agency but by a community of partners.

5 ROLES OF VARIOUS PLAYERS IN INTEGRATED LOCAL LEVEL SERVICES

Whether at the national or local level, an integrated delivery of career information and guidance services will only occur when all of the right players are involved. Stakeholders need to recognize the contribution they can make to the coherent delivery of services. Based on the experiences cited so far in this paper, it is possible to summarize the potential roles in integrated local level services of the various stakeholders shown in figure 1 (page 6). These roles are briefly listed in table 1.

TABLE 1: Roles of Stakeholders in a Coherent, Local Level Career Information and Guidance System

Stakeholder	Roles
Families/Parents	<ul style="list-style-type: none"> - Conduit of career information to individuals - Act as role models - Act as career guides for youth in the workplace - Encourage career-related activities - Develop strong relationships with career practitioners - Participate on advisory boards/councils - Advocate for improved local services - Provide job shadowing - Act as an information resource (information interviews)
Peers and Role Models	<ul style="list-style-type: none"> - Influence attitudes, possibilities and choices by providing information - Participate in partnership structures such as boards/councils - Advocate for improved local services
Governments	<ul style="list-style-type: none"> - Give leadership in the establishment of integrated local services - Set the legislative and policy environment - Establish guidelines/standards for the outsourcing of services - Promote the establishment of partnership arrangements and perhaps initially coordinate such bodies - Provide funding for partnership bodies - Provide core funding for the provision of integrated local services - Set policy which supports seamless services including transitions from school to work and work to work
Professional Career Centres/Employment and Career Service Centres	<ul style="list-style-type: none"> - Provide professional staff for service centres, ensuring they are adequately trained and supported - Establish a centre mandate and vision - Communicate with clients and stakeholders - Develop a quality service delivery process - Set up case management structure and system

	<ul style="list-style-type: none"> - Participate in partnership structures (boards/councils) - Conduct strategic environmental scans of client needs, service provision, labour market opportunities - Participate in community and economic development initiatives - Establish partnerships with community agencies and with community developers
Providers of Education, Training, Lifelong Learning	<ul style="list-style-type: none"> - Participate in partnership structures (boards/councils) - Initiate the establishment of school-to-work partnerships - Employ career practitioners in education/training institutes - Encourage and support professional development activities to improve practitioners' ability to contribute to school-to-work initiatives - Establish school-to-work programs/activities - Host activities that bring employers into the schools - Coordinate with employers and community agencies student work placements/experiences - Focus on the disadvantaged and disconnected learner as well as the easy learner
Community	<ul style="list-style-type: none"> - Provide inter-organization network support - Advocate for improved local services - Communicate/inform people of needs and services - Demonstrate a supportive attitude
Social and Community Agencies	<ul style="list-style-type: none"> - Participate in partnership structures (boards/councils) - Advocate for improved local services - Network with other agencies in the community - Communicate/inform people of availability of services - Get informed about national/regional programs and funding for career information, guidance, and other career services - Integrate various career and labour market services provided by the agency
Counsellors/Practitioners	<ul style="list-style-type: none"> - Participate in professional organizations - Participate on advisory boards and councils - Advocate for improved integrated services within the community - Provide evaluative information on the programs and services delivered - Obtain training and develop professionally as a practitioner working in the local context - Provide leadership in the establishment of school-to-work initiatives
Labour	<ul style="list-style-type: none"> - Participate on advisory boards and councils - Advocate for improved local services - Influence government decision-making in support of integrated provision of career information and guidance services - Be involved in the school setting - Provide opportunities for workplace experiences and support employer school-to-work initiatives - Collaborate in the establishment of career service centres - Provide career information and guidance to their own members

(Adapted from: Canadian Labour Force Development Board, 1994)

6 SOME ISSUES TO BE ADDRESSED

6.1 Seamless Delivery System

People who seek access to career information and guidance services at the local level should not have to distinguish who provides the service. They should not have to restart the process of receiving information, making career decisions and deciding on an action plan each time they move to a different service delivery agent. Career information and guidance services should be interconnected at the local level in such a way that users find the services to be transparent and coherent – they do not repeat steps nor do they find gaps in the services available. This is the ideal service network that is often not realized in most countries, for two key reasons.

One reason that is evident in several of the examples cited in this paper is the division that exists in many countries between guidance and career services offered in the education sector, and services offered in the employment/labour sectors. Career services provided under the jurisdiction of the education authority are typically restricted to in-school youth. Some potential system users, such as school graduates or drop-outs no longer in education but not yet attached to the labour force, find it difficult to access any form of service. Services available without charge to adults are often provided only to those eligible for unemployment benefits or social assistance/welfare. For the unemployed not in receipt of some form of income assistance, guidance and career information services are far from being transparent. The same can be said for adults with a long attachment to the labour force who suddenly find themselves unemployed for the first time.

In a lifelong learning model, transitions between work and learning are the norm. Services provide opportunities for developing successful transition skills as well as workforce preparation and/or education and training decision making. Provision of services is not tied so directly to the education or employment status of the user (e.g. in-school, unemployment insurance recipient).

A second reason for a lack of transparency and coherence is sometimes created through deregulation of services and contracting out to third party deliverers in a local community. The deliverers find they must compete for a sustainable client base. This promotes an environment of competition, exclusion and lack of coordination of services. This model may also tend to favour the easiest clients to serve rather than those who are most vulnerable. The Canadian example in Toronto is one of collaboration rather than competition. Achieving this in a deregulated and competitive community environment is a significant challenge.

The three-tier system of service provision (Figure 2) provides one model for a community to cooperatively distribute services according to the expertise of the career and guidance providers. It also suggests a model for strategic and transparent service policy development. The education authority might articulate and share policies outlining clearly the parameters of its services and outcomes for students. Employment and community agencies might similarly articulate and share their policies for clients served, services provided, issues, and programs. Working collaboratively, a seamless policy from elementary school through to retirement could be articulated in order to support access to lifelong learning and skills development and employment. Such an approach would enable the identification of gaps in service for specific clients and communities.

It is often said that information is power. Career and labour market information websites can improve access to information services across the life span for all learners and workers. Future

comprehensive evaluations of their effectiveness as learning tools for all students and clients is essential as a base for guiding decisions on balancing human services with information technology.

6.2 Stakeholders in Career Information and Guidance Services

Many countries have come to recognize the contributions of quality guidance and career information services to the development of motivated learners who are productive and committed workers. However, there are many other kinds of services that also contribute to the development of motivated and productive learners and workers. Examples of such services cited in this paper are community development services, economic services, front-line youth services and the services of adult educators. The providers of these skill development and lifelong learning services are, then, also important stakeholders in the provision of career information and guidance services at the national, regional and local levels.

Many of the stakeholders important to a coherent career information and guidance system (Figure 1) may be playing less influential roles than is ideal. As seen in a number of the examples cited in this paper, this is likely the case for parents and employers. Parents may be active catalysts for career development and lifelong learning, but often require information and understanding about how to do so effectively. Their potential contributions remain untapped. The involvement of employers in career information and guidance services is not extensive. Their participation is important in finding ways to help workers at lower skill and education levels who are not well connected to, or comfortable with, traditional learning environments. It is also important in providing part-time quality work experience for students as well as supporting workers' access to learning and up-skilling opportunities. The contribution of informal workplace learning is not broadly recognized and is underutilized in most career development program approaches.

An emerging role for career information and guidance services professionals is in the development of linkages and partnerships with other professionals in compatible disciplines. Career practitioners are in a good position to coach and mentor, in the area of career information and guidance, other professionals in the social services such as welfare workers. Career and guidance practitioners in this evolving model have to be increasingly visible outside of their agencies and offices and more active at the community level in leadership roles.

6.3 Professional Qualifications for Career Information and Guidance Specialists/Practitioners

If career and guidance professionals are to expand their roles in the provision of services at the local level as suggested in table 1, their professional training will have to extend well beyond its current scope in most countries. In addition, the profession will be challenged to be more inclusive of other fields whose professionals have significant impact on successful learning and work outcomes but who are not specialists in guidance and career development. The challenge is one of achieving a delicate balance between inclusiveness (because the need for service is so significant and requires many human resources), and the protection of quality standards in a field that requires specialized competencies for effective results.

A model for consideration may be the Canadian Standards and Guidelines for Career Development (www.career-dev-guidelines.org). Standards were developed based on what effective practitioners do (competencies) rather than what training they had pursued (courses of study). A "core" set of basic competencies has been identified that can apply to all whose work influences any aspects of guidance and career development. A series of specialized competencies are described that are normally acquired through professional study and supervised practice in the field.

Boundaries of competence and ethical practice are critical professional issues. Career and guidance issues are holistic in that life issues and work issues cannot be compartmentalized and isolated. Those working in the field must know the limits of their competence and restrict their services accordingly. They also must regularly obtain supervision with respect to their practice. These issues are challenging ones when broadening the field to be much more inclusive of different levels of professional preparation. The Canadian Standards include a Code of Ethics to guide service providers in their every day conduct. However, a code of ethics provides directives and not answers. Many issues are complex and the availability of training in ethical practice and policies on boundaries of practice are important to protect the public, practitioner and profession.

Examples of responsible practices in this complex area include the role of Field Liaison Offices in the Career Circuit example offered earlier. Their role is to mobilize and support training and not to provide training. The Career Development Facilitator training program in the USA includes a separate module on ethical practice and defining scope of practice. Career Development Facilitators are responsible for seeking the supervision of a Career Counsellor at specified time periods.

6.4 Appropriate Roles of National/Provincial/State /Regional and Local Jurisdictions

The various levels of government play some different roles in career information and guidance services in the OECD countries, as evidenced in the examples cited in this paper. Many different models are in place – some more centralized and others entirely decentralized. No single model seems to be the winner over others in terms of its benefit to learners and workers. It is clear that the development of a vision for a coherent, seamless service, the derivation of appropriate policies, and the provision of funding support should come from the national level. These are not roles for local level organizations or governments. National bodies or Councils that provide leadership, technical and professional support appear to be influential and constructive. But coherent, seamless services that are relevant to specific communities, their opportunity structures and their citizens clearly need to be developed in collaboration with local level organizations and managed locally.

A comparative study of service delivery models and their impacts on students and clients is needed. This is particularly important for countries moving to broad market models such as the European Union and the North American Free Trade Zone. Such comparative studies should include the provision of career education and guidance services across the life span - in the elementary and secondary schools, in post-secondary schools and training establishments, for out-of-school adults, and for those in transition to retirement.

7 A FEW BRIEF CONCLUSIONS

Career information and guidance services are integrated at the local level to varying degrees in many of the countries mentioned in this paper. The degree of integration really exists along a continuum from simply good communication among different service providers, to the full integration of services across the life span of potential users. Examples of three degrees of service integration are given in this paper:

- A network model – simply information sharing, networking and possibly staff exchanges;
- A co-location model – with organizations sharing premises but not staff nor funding; and,
- A one-stop model – single points of service where different organizations combine their staff and resources, but maintain their separate mandates and governance structures such as boards of directors.

Only one example of a fully integrated service delivery model was found – the career information and guidance component of the apprenticeship system in Denmark and Germany.

Coherent, integrated career information and guidance services at the local level require the involvement of multiple stakeholders and many delivery agencies. As people are expected to move in and out of learning and work, career information and guidance services need to be accessible at the points of movement over the life span. This suggests a requirement for more collaboration and policy continuity across large jurisdictions with responsibility for education, employment, lifelong learning and workforce development. Coherence and transparency will only be achieved when as there is movement toward the implementation of fully integrated services at the local level.

As this paper has pointed out, there are gaps and overlaps in the services and uneven availability in most countries. Few countries, it seems, have coherent policies, systems and delivery structures for career information and guidance that support transitions across the span of life, learning and work. A re-emphasis on transitions seems to be an important priority in order for services to be proactive, preventive and responsive.

A challenge at the policy level is to consider the development of seamless policies for career and guidance provision. Services should be developmental and coherent, and provide support for individuals as they move from elementary to secondary school to work, and/or post-secondary school to work, and then move repeatedly between learning and work over the life span.

The nature and content of career information and guidance professional work must change and expand in response to increasingly complex labour markets. As seen in many of the examples cited in this paper, the provision of career information and guidance services, particularly at the local level, is appropriately a part of the wider provision of education, skill development, learning, employment and other social services. In this context, some very significant macro issues have to be addressed. The Community Relations Council (Northern Ireland) makes this point eloquently as follows:

“It was the divisions within the community, rather than the poverty, and the way in which resources were seen to be distributed, that helped to create the conflict. The corollary is that economic development of itself will not necessarily help to create peace.”

In the global context, one can extrapolate that the ways in which access to learning and skills development and opportunity are distributed will have a great deal to do with the health and well being of individuals, families and communities. The capacity of the career and guidance community to reach beyond its current parameters and partner with other community professionals will become increasingly important. Career information and guidance specialists have to find ways of being more inclusive, in the provision of their services, of other professionals.

Finally, it has to be pointed out that too little is known about the impacts of career information and guidance services on the quality of transitions people make into and out of learning and work. An enhanced applied research agenda that compares models of delivery including cost-benefit analysis, especially at the local level, would provide an improved basis for program and service design. Research on the outcomes of career information and guidance services that provide evidence of their impacts using different modes of delivery for different types of clients is also needed.

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