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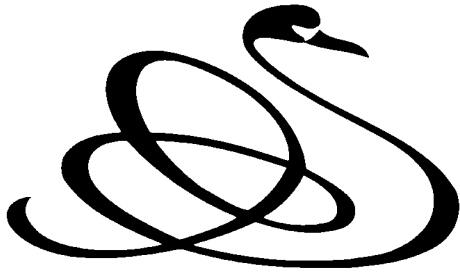
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**DfES**

**OECD Review of Information, Guidance and Counselling  
Services: England**

**February 2002**

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**York Consulting**

**Originated by:** .....

**Dated:** .....

**Reviewed by:** .....

**Dated:** .....

**DfES**  
**OECD Review of Information, Guidance and Counselling  
Services  
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## 1 OVERVIEW

1.1.1 This report is one of a series, which collectively represents the UK response to the OECD Review of Information, Guidance and Counselling Services. The full series of reports includes the following:

- Summary Report – which provides a very brief overview highlighting similarities and variations across Wales, Northern Ireland and England.
- England Report;
- Wales Report;
- Northern Ireland Report.

1.1.2 In the UK, careers support is more frequently termed “information, advice and guidance” (IAG) rather than “information, guidance and counselling” and is, therefore, frequently used within this report.

1.1.3 Historically, support has tended to be focused upon young people, particularly those approaching a key transition point, however key changes in the labour market and the associated move away from a “job for life” has meant that a wider age range of individuals can benefit from IAG services - for instance, to help them find employment and/or enhance their vocational skills.

1.1.4 In most sections of this report we have provided sub-sections on support for young people and support for adults. Where services span all age groups, this has been outlined in a further sub-section.

### 1.1 National Arrangements

1.1.1 The current situation with regard to the Government funding, provision and delivery of careers information, guidance and counselling (IGC) services in England is based around two strands, that of young people and adults.

1.1.2 The Government plays a key strategic role in developing policies relating to, and providing funding for, IGC provision in England. These are managed via:

- the Department for Education and Skills through Connexions (delivering to 13 to 19 year olds), UFI who are funded by DfES to manage the **learndirect** national advice service, and the Learning and Skills Council who fund and manage local adult provision through IAG partnerships and other providers;
- the Department for Work and Pensions (DWP) through Jobcentre Plus and Worktrain
- Higher Education Funding Council: Funds the provision of HE Career Services.

A range of providers of IGC deliver services to young people and/or adults. These include:

- Connexions/Careers Service;
- **learndirect**;
- schools;
- Further Education Institutions;
- Higher Education Institutions;
- young offenders agencies;
- New Deal provision;
- voluntary sector and charities;
- Jobcentre Plus.

The roles of these organisations vary significantly from those who provide in-depth careers guidance, such as the Careers Service and Connexions Service, through to organisations who signpost individuals to sources of IGC such as Citizens Advice Bureaux and public libraries.

The next two sections provide further details on services to young people and adults.

## 1.2 Provision for Young People

- 1.2.1 Careers information is provided as part of the school curriculum with most provision starting in Year 9 when it becomes a statutory requirement within publicly funded schools. In most secondary schools, and secondary-age special schools, a member of teaching staff is usually designated as a Careers Co-ordinator and has responsibility for overseeing the careers education programme and liaising with the Connexions Service/Careers Service over arrangements for their guidance input. Careers Education is delivered to young people by careers teachers through the curriculum, and individually tailored, impartial advice and guidance is delivered by an independent careers guidance specialist, who is external to the school. Careers provision is also offered to young people through a variety of other routes for example through further education colleges, higher education institutions, and work based learning providers.
- 1.2.2 Until recently, national provision of careers guidance for young people has been provided, in the main, through sixty-six Careers Service Companies under contract to DfES. The Careers Service was privatised between 1991 and 1995 on the basis of a competitive tendering exercise resulting in some Careers Service Companies running services in more than one geographical location across England.
- 1.2.3 Careers Service Companies are contracted to provide a service, with specified key outcomes, to young people on behalf of the Secretary of State for Education and Skills. The key outcomes for individual clients are:
- comprehensive careers and labour market information;
  - support with making career decisions that are made according to individual aspirations, capability, suitability and the available options;
  - referral and/or placing into suitable education, training or employment as appropriate.
  - The supporting processes to enable these outcomes to be achieved are services to:
  - educational institutions attended by clients;

- parents (to include carers, guardians etc);
- opportunity providers such as training providers and employers.

1.2.4 In 1999, the Government announced its Connexions strategy to “provide a radical new approach to guiding and supporting all young people through their teenage years and in their transition to adulthood and working life”. A key part of this strategy was the creation of a Connexions Service that would bring together the work of the Careers Service and elements of other statutory services - such as Youth Services, Youth Offending Teams and Drug Action teams for young people – in addition to relevant voluntary and community organisations. The Government vision for this Service “is to provide every young person with the help and support they need to participate effectively in formal and informal learning and to achieve their full potential”<sup>1</sup>.

1.2.5 A new role, the Connexions Personal Adviser, has been created. Each young person will have access to a Personal Adviser who will be their main contact point for accessing a variety of support services dependent upon their needs. Personal Advisers can perform a range of roles including one-to-one support for young people, referring clients for specialist help and working with school and college staff to ensure that all students have access to high quality IAG.

1.2.6 The Connexions Service will be delivered through forty-seven Connexions Partnerships, which are co-terminous with Local Learning and Skills Council (LLSC) boundaries. The Connexions Service is being phased in between 2001 and 2003 - the first fifteen Connexions Partnerships became operational in 2001 and a further 18 are proposed to go live in April 2002. By April 2003 all will be live. Some Careers Service Companies will continue to exist but will act as sub-contractors to their local Connexions Partnership.

1.2.7 Provision is also made available to young people via further and higher education colleges and through work-based learning providers

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<sup>1</sup> Reference: Connexions for All, 2001.

## 1.3 Provision for adults

1.3.1 The key providers of IAG for adults are members of the IAG partnerships that have been established, since 1999. IAG partnerships are comprised of members who deliver any combination of information, advice and guidance services on learning and work. As members of the partnership they work together to ensure the following:

- that there is sharing of information on learning opportunities and the labour market;
- there are effective referral arrangements;
- outreach provision is shared;
- that activities complement ES/Jobcentre Plus's work to focus on the unemployed with low basic skills and on employability in general.

1.3.2 These providers are from the public, private, voluntary and community sectors and their work is complemented by the **learnirect** national advice service.

1.3.3 The ES/Jobcentre Plus is a significant provider of statutory IAG services to 16-65 year olds, particularly in relation to work and ES/Jobcentre Plus learning opportunities. The majority of provision is made through the New Deal Programme, focusing on young people, 25 plus and lone parents. Clients requiring specialist guidance are referred to other providers, often members of IAG Partnerships. Jobcentre Plus is the merger of the ES and Benefits Agency and as from April 2002, the ES and Benefits Agency will no longer exist. Jobcentre Plus will deliver a single, integrated service to benefit claimants of working age, with a clear focus on work.

1.3.4 There are numerous private providers that offer IAG services – their main clients are companies, on behalf of their employees, along with employed people who approach them for support on an individual basis. Voluntary and community organisations provide a variety of support, ranging from signposting services through to specialist careers advice e.g. The Royal National Institute for the Blind (RNIB)<sup>2</sup> and The Royal National Institute for the Deaf (RNID) employ their own IAG staff. The RNIB and RNID provide IAG to individuals with sight and hearing impairments. Many of the voluntary and community sector providers provide IAG support as only one of the services they offer.

## 1.4 Different roles of Government departments in terms of managing and funding IAG.

1.4.1 There are a number of key elements of IAG which are funded, or provided, through DfES, DWP (ES/Jobcentre Plus) and more recently the Learning and Skills Council (LSC). The previous Secretary of State for Education and Employment established the National IAG Board which is an interdepartmental strategic forum across DfES, DWP and, which also includes representatives from the LSC, Ufi, Department for Trade and Industry and an external independent adviser. The Board's remit is:

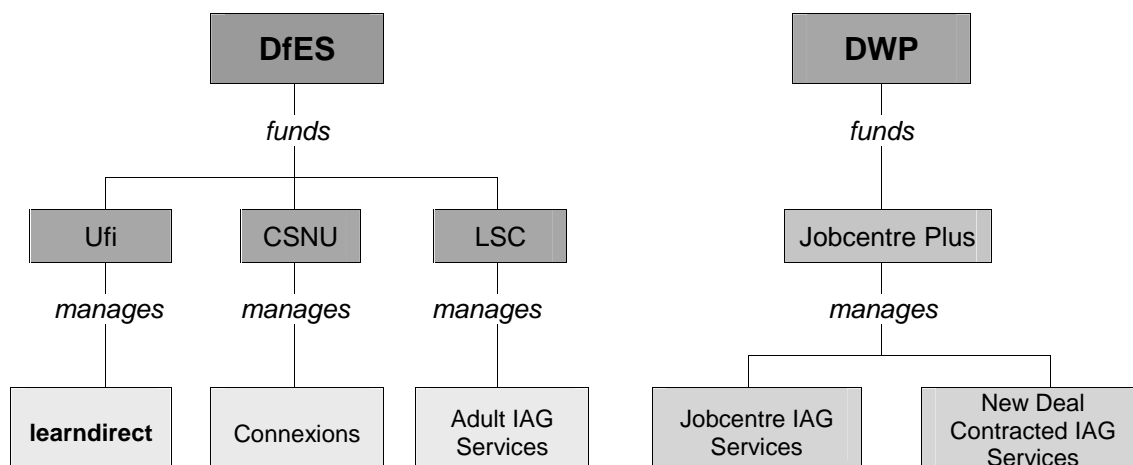
“to ensure that policies for Information, Advice and Guidance on learning and work (IAG) in England are coherent with each other. The Board's remit includes IAG policies for young people and adults relating to services funded by DfES and DWP. The National IAG Board will agree the criteria for coherence, advise relevant policy interests and will make recommendations to Ministers on maximising the coherence of IAG policies”.

1.4.2 The management and funding roles of relevant Government departments and agencies in England are summarised in **Figure 1.1**.

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<sup>2</sup> The RNIB has recently produced a handbook -“Standards in vocational Guidance for People with a Visual Impairment: a guide for practitioners” - which supports guidance practitioners in their work with blind and partially sighted people.

Figure 1:1: Roles of Government Departments



- 1.4.3 DfES provides funding for Careers Service Companies, for the Connexions Service and for UFI/learndirect and through the LSC it provides funding for adult IAG.
- 1.4.4 The ES/Jobcentre plus provides information, and advice through the work of the Personal Advisors and front-line staff, with more in depth career guidance delivered through external contracts to specialist providers. Their focus is upon providing advice and guidance to people claiming the Job Seekers' Allowance (JSA), people on New Deal programmes, people with disabilities, partners of the unemployed and benefit claimants in ONE pilot areas (Jobcentre Plus will include non-JSA clients in the future). However, when Jobcentre Plus comes on line it will focus on JSA and non-JSA clients (currently happening in Jobcentre Plus Pathfinder Offices).
- 1.4.5 The recently launched **worktrain**, an internet based service, jointly developed by DfES and DWP complements existing services for learning and work. Through **worktrain**, Internet users will be able to scan information that includes ES/Jobcentre Plus job vacancies and **learndirect's** National Learning Directory. It can also be used as an important resource for front line and other advisory workers.

- 1.4.6 The LSC, established in April 2001, has the lead operational responsibility for IAG Partnerships and has been tasked, by the Secretary of State for Education and Skills, with increasing the demand for learning by adults. It took over responsibility from DfES for funding IAG Partnerships and is also the channel for monies allocated to Education Business Links Consortia. It is a major funder of post-16 learning and as such supports IAG services in associated sectors.

## **2 KEY GOALS, INFLUENCES, ISSUES AND INITIATIVES**

### **2.1 Key Objectives and Goals of National Policies**

#### **Young people**

- 2.1.1 The Careers Service and Connexions Service provide a universal service for all young people, differentiated according to need. Careers Service planning guidance states: “The chief aim of the Careers Service is to help all young people remain in and benefit from appropriate learning, so that they have a foundation of skills and qualifications for working, social and community life as adults”.
- 2.1.2 In February 2000, the then Secretary of State for Education and Employment announced the launch of the Connexions strategy that includes within its scope everything that directly affects the learning chances of teenagers (13-19 year olds) in England. The Government had identified that nearly one-third of young people drop out, or fail to achieve their learning goal in full-time education, and developed the Connexions strategy to reduce this figure.
- 2.1.3 The Connexions strategy established:
- a learning framework for the whole of the teenage years, ensuring that young people have access to a flexible range of subjects, learning provision which is of the highest quality and any financial barriers to learning removed;
  - a new youth support service, the Connexions Service, as a major new advice, guidance and support service for all young people aged 13-19.

2.1.4 The Connexions Service is based upon eight key principles: raising aspirations; meeting individual need; taking account of the views of young people; inclusion; partnership; community involvement and neighbourhood renewal; extending opportunity and equality of opportunity; evidence-based practice. The Minister for Lifelong Learning further defined the Government's vision for the Connexions Service in January 2001 in his foreword to the Connexions Service Planning Guidance. He said:-

- the central aim of the Connexions Service is to “provide all teenagers with the help and support they need to prepare for the transition to adult and working life”;
- “our vision is that young people will no longer feel passed from pillar to post, or feel that the vocational guidance given does not really tell them what a particular job may be like”;
- “the service will provide a one-stop shop professional to help young people through the myriad experiences of teenage life”.

2.1.5 Policymakers stressed that the service would be universally available to all 13-19 year olds but that in-depth support would be targeted at those in greatest need, particularly those who were disadvantaged in some way.

2.1.6 The structure of the Connexions Service includes a Connexions Service National Unit located within DfES, which will fund and direct Connexions Partnerships at a Local Learning and Skills Council (LLSC) level.

2.1.7 The Service is being developed from existing public, private, voluntary and community sector organisations and will be based around a network of Personal Advisers who will provide a range of services including:

- providing advice, guidance and support;
- being an advocate for young people;
- being a single point of access to specialist support services;
- building a long-term one-to-one relationship with young people they are supporting.

- 2.1.8 The Service is being phased in over a 2-3 year period; the first twelve areas became operational in April 2001.

### **Adults**

- 2.1.9 As stated previously, the move away from a “job for life”, and the increasing skill levels required of employees, have led to IAG services being seen by the Government as an important tool in helping people to adapt and prepare for work in the twenty first century.
- 2.1.10 The Government’s aim of providing a local information and advice service of reliable quality for adult learners and potential learners in every part of England was announced in 1999. In so doing the Government recognised that good quality information, advice and guidance has a critical role to play in encouraging people to become involved in learning and to improve their prospects within the labour market. Another aim of the IAG service was to enable people to make informed choices about their learning.
- 2.1.11 The IAG for Adults programme started in April 1999. Funding was provided for the development and delivery of information and advice services, as they were considered to be the services of most relevance to the greatest number of people. Current policy acknowledges that some adults will need access to in-depth guidance, but it has never been a policy intention to provide universal access to free guidance. The IAG for Adults funding has helped with the development of a partnership approach to local delivery through 75 IAG Partnerships, which have, wherever possible, built upon existing services. The policy intention focuses on identifying and filling gaps in provision and improving overall quality.

- 2.1.12 IAG Partnerships are comprised of organisations that deliver any combination of learning and/or work-related information, advice and guidance services. Membership is typically drawn from Careers Service Companies/Connexions Partnerships, ES/Jobcentre Plus, Further and Higher Education Institutions, local authorities, trades unions, the community and voluntary sector and private sector providers. Partnership members are required to achieve accreditation against the Quality Standards for Learning and Work.<sup>3</sup>
- 2.1.13 The information, advice and guidance network may include, as associates, organisations that provide a signposting service into IAG but do not deliver IAG services themselves. Such organisations are not required to seek accreditation against the National Quality Standards but must sign up to a framework for key providers.
- 2.1.14 There are two major long-term policy considerations which underpin the IAG for Adults programme:
- 2.1.15 The number of adults participating in learning - and therefore the demand for IAG - is set to increase significantly over the next few years. Changes in the labour market mean that people can expect to change career many times in the course of their working lives, and to need to update their skills ever more frequently.

## 2.2 Variations in emphasis between Government departments

- 2.2.1 DfES support IAG services for young people and for adults. However, IAG for Adults funding, which is channelled to IAG Partnership members via the Local Learning and Skills Councils, cannot be used to fund in-depth guidance.

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<sup>3</sup> In February 2002 the NQS for Learning and Work were revised and renamed the **matrix** standard for information, advice and guidance services.

- 2.2.2 The ES/Jobcentre Plus has provided IAG with the key aim of enabling more people to enter the workforce, rather than to engage in learning. Jobcentre Plus will help provide 'work for those who can, support for those who cannot'.

## 2.3 Social, Educational and Labour Market Influences currently shaping National Policies

### Lifelong Learning

- 2.3.1 The Government's Green Paper, "The Learning Age" (1998) introduced a debate and consultation about the possibilities for developing people's learning and skills through from post-school to post-retirement. It positioned learning as key to the prosperity of individuals and for the country as a whole. The ideas contained within this Green Paper were outlined in "The Learning Age: A Renaissance for a New Britain" which included references to the University for Industry (Ufi Ltd) and Individual Learning Accounts (ILAs).
- 2.3.2 To enable members of the workforce, and potential workforce, to gain the skills required by a more flexible labour market the Government was keen to encourage people to be 'lifelong learners'. This underpinned their decision to fund the development of IAG Partnerships and the **learnirect** helpline, which would establish widely available information and advice services, with the aim of encouraging adults to participate in learning and thereby enhance their employability.

### Basic Skills

- 2.3.3 Improving adult basic skills is a priority for Government. Considerable momentum has gathered around addressing the issue of adult basic skills, particularly in the past two years, with the publication of the Moser report and the Government's response that has included a commitment to improving the literacy and numeracy skills of 750,000 adults by 2004, the establishment of the Basic Skills Cabinet Committee and the publication of *Skills for Life*: the national strategy for improving adult literacy and numeracy skills.

- 2.3.4 IAG partnerships have a vital role in ensuring that, within their networks, there are services that meet the needs of people with poor literacy and numeracy skills. This means training those within the Partnerships to identify people with literacy and numeracy skills needs, and where appropriate, to refer them to a more specialist diagnosis of their needs or straight into learning.

### **Social Inclusion**

- 2.3.5 The Connexions Service was first proposed in 'Bridging the Gap', a Social Exclusion Unit report published in 1999, as a multi-skilled support service, which would work with disadvantaged 13-19 year olds. This focus upon tackling disaffection can be seen within a series of Government initiatives over the past decade, including Sure Start, the refocusing of Careers Services, the Learning Gateway and Excellence in Cities. Through these initiatives the Government has sought to prevent disaffection and encourage those who have become disaffected to re-engage with learning and/or employment.. The role envisaged for Connexions has however shifted over time. The initial focus of the Connexions Service was seen to be on the needs of vulnerable young people. However, more recent developments have moved Connexions towards being a 'universal, but differentiated' service with all young people having access to a Personal Adviser, but the amount of support each person gets is dependent on their needs.
- 2.3.6 A study undertaken by Stone et al (2000), on behalf of the Social Exclusion Unit, showed that "young people were often making far-reaching decisions, such as leaving home and school, at a very young age without any advice and support". The study went on to identify a need for an institution, which would "look out" for vulnerable young people at an early stage. This is the need, which the Connexions Service has been created to meet.

- 2.3.7 Government also recognises that the availability of good quality information, advice and guidance for adults can have a critical role in encouraging people particularly socially disadvantaged and disabled people, to become involved in learning and to improve their prospects in the labour market. IAG Partnerships are intended to contribute towards social inclusion targeting local priority groups. (see 5.1.13)

### **Higher Education**

- 2.3.8 The Government wants to address the under-representation of certain groups in Higher Education (HE), so that for young people from all backgrounds, going into HE becomes the norm rather than the exception. The Government's aim is that by 2010, 50% of young people should have the opportunity of benefiting from HE by the time they are 30. Clearly the provision, to those aged 20 to 30, of high quality information, advice and guidance should be available from members of locally based IAG Partnerships.

### **Labour Market Changes**

- 2.3.9 A significant influence has been the changing labour market. The United Kingdom (UK) has experienced a fall in unemployment over the last few years; in September 1998 unemployment was at 4.5% compared with a rate of 3.1% in September 2001. (NOMIS)
- 2.3.10 There has also been a sectoral shift from manufacturing to service industry employment across the UK. Manufacturing industry employment has fallen from 5,327,000 in June 1989 to 4,092,000 in June 2001 (ONS Labour Market Statistics [www.statistics.gov.uk](http://www.statistics.gov.uk)). However, service industry employment has increased from 19,848,000 in June 1989 to 22,805,000 in June 2001. This change has taken place alongside the focus on increasing participation in Higher Education.

## 2.4 Issues facing policy makers in terms of Organisation, Management and Delivery

2.4.1 Five of the key issues facing policy makers are outlined below.

### Coherence/Integration of Adult Services

- 2.4.2 The major challenge for the delivery of adult services is the myriad of organisations involved in IAG provision. A wide range of types of organisation are involved in the delivery of IAG in England. For **young people**, the new Connexions service involves bringing together a whole range of support agencies aimed at young people. For **adults**, there are a number of key channels or elements, funded or provided through DfES, ES and the LSC, which form the bedrock of the existing arrangements. Ufl Ltd manages the national **learnirect** national advice service, which is supplemented by an on-line information and advice service and a national database of learning opportunities. The **Employment Service/Jobcentre Plus** provides information and advice through the work of Personal Advisors and front-line staff, with more in depth guidance delivered through external contracts to specialist providers.
- 2.4.3 In further education, IAG provision generally stems from the Secretary of State's existing legal duty under the Employment and Training Act to provide careers services to people undergoing relevant education. In higher education institutions, professional guidance workers usually provide careers advisory services. In addition to these, there is a wide range of local IAG providers, including careers companies, libraries, the probation and prison services, community and voluntary organisations, trades unions and commercial private sector organisations.
- 2.4.4 The PIU's suggestion, based on its analysis of this issue and drawing on evidence from the Career Service National Association and others, is that the LSC, in conjunction with the DfES and Ufl Ltd, should agree a model for a branded, integrated national IAG service. The LSC and Ufl are already looking at how to develop greater coherence between their services, responding to the LSC Remit Letter that calls for the LSC working "with Ufl to build on the success of the **learnirect** information and advice service, and ensuring continued development and coherence".

### **Connexions Service**

- 2.4.5 Development of the Connexions Partnerships, relies upon the enhancement of partnership arrangements between a variety of private and publicly funded organisations. The changes in structural arrangements, and the creation of the role of the Connexions Personal Adviser, has led to major changes in existing bodies – for instance, in some areas the Careers Service company will no longer exist whereas in others it will work on a sub-contractual basis for the Connexions Partnerships. Staff working within these organisations have undergone a period of uncertainty with anticipated changes in their employing organisation and in their role.
- 2.4.6 In many IAG Partnerships, the Careers Service Company has been the ‘lead body’. With the introduction of the Connexions Service, this role has been taken on by the Connexions Partnerships.

### **Adult guidance**

- 2.4.7 Currently the emphasis, through national publicly funded activity, is on information and advice. There is access through the ES to in-depth guidance for their adult client groups but the majority of adults would need to pay for guidance. However, DfES recently announced that it would provide £5 million to “pilot the delivery of free in-depth guidance services to help the most disadvantaged in our communities” to overcome the barriers into learning and work.
- 2.4.8 There has been criticism by a range of stakeholders of the quality assurance arrangements for IAG services. These criticisms have focused upon four main areas, all of which have been addressed through the revision of the National Quality Standards. These areas being:
- the structure and legal relationship between the Guidance Council and the Guidance Accreditation Board (GAB);

- the complexity and rigidity of the National Quality Standards for Learning and Work;
- the accreditation process;
- the timescale and fees for accreditation.

### **Branding/Marketing**

2.4.9 The number of organisations involved in the provision of IAG, each with their own brand name, can result in a confused message to potential customers. This lack of a single overarching brand does not help with the promotion of IAG services as a coherent package nor does it help individuals to identify the support most appropriate to their needs.

2.4.10 The National Adult Learning Survey 2001 indicated that one-quarter of adults contacted said that they did not know about local learning opportunities. 10% stated that they did not know where to go to find out about them. The DfES in collaboration with the LSC and Ufl are exploring collaboration for the development of a national identity for adult IAG services.

### **Non-Traditional Learners**

2.4.11 The Government wants to encourage non-traditional learners into learning and ILAs were seen as a key step in achieving this goal. However, research indicates that the majority of people opening and using an ILA<sup>4</sup> had participated in learning since leaving school. This is therefore indicative of the need to provide additional encouragement, and IAG support, to engage and sustain non-traditional learners.

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<sup>4</sup> The ILA programme was closed in England from 23<sup>rd</sup> November 2001.

## 2.5 Recent Initiatives and Changes

- 2.5.1 We have divided the key initiatives and changes that have taken place over the past five years in England in terms of those that had an impact upon young people and those that impacted upon adults.

### Young People

- 2.5.2 **Careers Service Refocusing:** following the publication of the Social Exclusion Unit's "Bridging the Gap" report in 1999, the Government directed Careers Services to focus a greater part of their attention on young people who were not achieving their full potential. Whilst it was to remain a 'universal service' – it was particularly targeted at young people who had dropped out of education, training and employment, or were at risk of doing so.
- 2.5.3 **Connexions Service:** In February 2000, the Connexions strategy was launched which included within its scope everything that directly affected the learning chances of teenagers aged 13-19. The Connexions Service is a major new advice, guidance and support service for these young people and is central to the overall Connexions strategy. For further details, see Paragraphs 2.2.1 to 2.2.8.
- 2.5.4 **Connexions Card:** the Connexions Service will be supported by another DfES initiative, the Connexions Card, which was launched in Autumn 2001. It will be issued to all 16-19 year olds in learning and its purpose is to encourage young people to undertake some form of learning after their compulsory schooling. It will do this by reducing some of the barriers to participation by helping young people financially, for example by reducing transport costs, and by rewarding their participation and attainment with discounts and rewards on items that young people value.
- 2.5.5 **Connexions Direct** - call centre and web technology are to be used to provide information, advice and guidance as part of the Connexions Service. This service will be titled Connexions Direct and is still currently in its pilot phase. The first phase of the pilot ends in September 2002.

- 2.5.6 **Involving Young People in Planning Services:** consulting with and involving young people is one of the principal themes in the Connexions strategy. A Connexions Service Mapping Tool was designed which helped emerging Partnerships to identify the baseline position in their area – for instance, to map existing structures such as Youth Council and Young People’s Forums; discover ways in which young people were currently being consulted about services or were involved in planning them e.g. through SRB projects; and to gauge the extent to which these structures/mechanisms reflected the views of minority groups.
- 2.5.7 Each Connexions Partnership has to develop a “Young People’s Charter” in which they clearly demonstrate how young people across the age range will be fully involved in developing the service.

### **Adults**

- 2.5.8 **Learning and Skills Council:** in April 2001, the Learning and Skills Council (LSC) took over the lead role for securing and funding IAG provision. The LSC is comprised of a national Council with two statutory committees – one focusing upon young people and one upon adults – plus 47 local LSCs sited across England. The LSC is responsible for the securing and funding, delivery and quality assurance of post-16 education and training.
- 2.5.9 As part of this role, the LSC is responsible for contracting and working with the 75 IAG Partnerships. It is expected that, by giving this responsibility to the LSC, it will help to ensure coherence between local IAG and learning provision for adults and young people. During 2001-2002, the LSC has a role to:
- ensure the delivery of Government policy on IAG for adults (clients aged 20 and above) to improve access, participation and outcomes from learning;
  - ensure that the providers it funds have IAG at the heart of their plans, and at the heart of the way that they work with learners;

- take lead responsibility for the strategic planning of IAG services for adults. This means working with Learning Partnerships, IAG Partnerships, Connexions Partnerships and HE to ensure coherence in the delivery of IAG services to clients of all ages;
- contract with lead bodies of IAG Partnerships for the development and co-ordination of local IAG services to adults.

2.5.10 **Adult Guidance Pilots:** an additional £5 million of DfES funding was announced, in March 2001, to “pilot the delivery of free in-depth guidance services to help the most disadvantaged in our communities” to overcome the barriers into learning and work. Their aim is to:

- explore the potential added value of offering in-depth guidance in ways which complement the basic service of information and advice already offered through IAG Partnerships;
- explore models to develop and fund a seamless information, advice and guidance service to disadvantaged people with a specific focus on measuring and providing what clients need, the likely take-up and the cost of providing such a service;
- ensure people have access to services in a variety of settings suited to their needs.

2.5.11 Any provider of IAG services in England, and accredited by GAB against the National Standards for Learning and Work, was eligible to bid to run one of these pilots with the deadline for submissions being 5<sup>th</sup> November 2001. 20 pilot projects run from December 2001-March 2003.

2.5.12 The outcomes of the pilots will help the LSC to develop IAG service delivery, in line with paragraph 48 of the LSC Remit Letter.

2.5.13 **Individual Learning Accounts (ILAs):** Guidance was also a potentially significant aspect of another feature of the Government’s lifelong learning strategy - Individual Learning Accounts. These were designed to provide a basis for sharing responsibility for investing in learning between individuals, employers and the Government, whilst recognising that individuals were best placed to choose what and why they wanted to learn.

- 2.5.14 It was also intended to motivate individuals to invest in their own learning. At one point it was thought that, in the long-term, ILAs could be a means of funding guidance, on a co-investment basis. However, the ILA programme was closed in England from 23<sup>rd</sup> November 2001 to enable investigation of the fraudulent activities of some learning providers. Work is currently underway to develop a successor programme, which will take the best from the first ILA scheme, after consultation with stakeholders.
- 2.5.15 **Career Development Loans (CDLS):** also form part of the Government's lifelong learning strategy. CDLS are a longstanding programme and, since their launch in July 1988, have helped tens of thousands of people to improve their careers prospects. CDLS are deferred repayment commercial bank loans and the Department for Education and Skills (DfES) operates the programme in partnership with four high street banks: - Barclays, Clydesdale, The Co-operative and the Royal Bank of Scotland. Loans of between £300 and £8,000 can be applied for to help individuals pay for vocational education or learning and the DfES pays the interest on the loan whilst the person is learning. CDLS were linked to receiving guidance from IAG Partnerships.

### All-Age

- 2.5.16 **learndirect/University for Industry (Ufi):** in the Green Paper, entitled the "The Learning Age", the Government set out its vision of 'a learning society in which everyone, from whatever background, routinely expects to learn and upgrade their skills throughout life'. Backed by the Government, the University for Industry (Ufi) was created to help make that vision possible.
- 2.5.17 Ufi manage the **learndirect** service, and aim to work with partners to boost individuals' employability, and organisations' competitiveness and effectiveness, by inspiring existing learners to develop their skills further, winning over new and excluded learners, and transforming the accessibility of learning in everyday life and work. They manage the **learndirect** network of 1400 **learndirect** centres, and the **learndirect** national learning advice service, which has taken over 3.5 million calls to date.

2.5.18 **National Training Organisations (NTOs):** NTOs were launched in May 1998 (replacing the Industry Training Organisations (ITOs)), Lead Bodies and Occupational Standards Councils that had been in existence from the 1980s) as UK-wide independent employer-led sector organisations that would work strategically within their sectors, and with the Government, to inform education and training. The Government hoped that the NTO network would help it to extend and improve its dialogue with employers to ensure that their needs were taken into account when developing policy, and that they would influence education and careers guidance provision. In 2001, the Government announced that it would be establishing a new network of Sector Skills Councils. It is currently inviting employers to set up this UK-wide network to identify skills shortages and deliver action plans to tackle them across sectors. The Government is currently implementing proposals for Sector Skills Councils, which will build on the achievements of NTOs<sup>5</sup>. For more information about NTOs and their history visit the website – [www.nto-nc.org/](http://www.nto-nc.org/) For more information about Sector Skills Councils visit the website address [www.ssda.org.uk](http://www.ssda.org.uk)

## 2.6 Qualifications for guidance workers

2.6.1 The main qualifications available for guidance workers in England include:

- Diploma in Careers Guidance (DCG);
- National Vocational Qualification (NVQ) in Guidance;
- Qualification in Careers Guidance (QCG);
- Diploma for Connexions Personal Advisers;
- Understanding Connexions;
- Modern Apprenticeship in Guidance;
- Masters in Guidance.

2.6.2 **Diploma in Careers Guidance (DCG):** this two-part qualification, delivered by HEIs, was targeted at people seeking employment within a Careers Service company or, more recently, a Connexions Partnership. The Diploma is in two parts – Part I and Part II:

- Part I is delivered on a full or part-time basis by HEIs. The full-time course lasts for one academic year and the part-time option is usually accessed by staff who are already working within a Careers Service company;

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<sup>5</sup> “Meeting the Skills and Productivity Challenge”, DFES 2001

- Part II is completed whilst in employment, with the employer taking responsibility for the training plan.
- 2.6.3 In 2000, the awarding body changed from the Local Government Management Board to the Institute of Career Guidance. This qualification is being phased out, and replaced by the Qualification in Careers Guidance, and is no longer offered by any HEI in England.
- 2.6.4 **National Vocational Qualification (NVQ) Level 4 in Guidance:** This work-based qualification was introduced in 1995 and Level 4 is deemed to be graduate level. The NVQ can stand alone as a qualification in its own right. Candidates undertaking this award must be employed by a guidance provider as they are required to generate evidence of their practice in a work setting. The Secretary of State for Education and Skills requires that Careers Advisers working within Careers Service Companies must complete 14 specified units. This qualification is being phased out and registrations ended on 31<sup>st</sup> July 2001.
- 2.6.5 **National Vocational Qualification (NVQ) Level 4 in Advice and Guidance:** this qualification has been available since August 2001. There is a Government requirement that careers guidance specialists within the Connexions Service and Careers Service Companies must complete five specified optional units.
- 2.6.6 **Qualification in Careers Guidance (QCG):** following the introduction of the NVQ in Advice and Guidance, the guidance sector felt that there was a need to develop a qualification which would be more closely aligned to the NVQ route and which would replace the DCG. This resulted in the QCG that was piloted by HEIs during 1999-2001 and is currently offered by 12 HEIs that previously offered the DCG. The QCG is a University-based course, which students undertake on a 1-year full-time or 2 year part-time basis.

- 2.6.7 QCG students compile a portfolio of evidence during their course, which will be based on their academic and practical work. This portfolio enables them to use this evidence towards a significant amount of the NVQ competence requirements thereby reducing the assessment period for the NVQ4. Students who successfully complete the QCG are then required to undertake and achieve the NVQ Level 4 in Advice and Guidance.
- 2.6.8 In addition to these, DfES has commissioned the Employment NTO (ENTO) to develop an occupational competency framework for IAG front-line staff and their Managers/Co-coordinators. The framework will encompass the complete process of recruitment, selection, induction, appropriate qualifications and the continuous professional development of practitioners within the IAG arena. The occupational element of the framework will include the existing advice and guidance occupational standards, but will also include a range of other occupational competencies such as information technology (IT), administration, customer service and project management formal qualifications.
- 2.6.9 **Diploma for Connexions Personal Advisers:** The Diploma for Connexions Personal Advisers is primarily for practitioners who will be working with young people needing in-depth support and with significant barriers to learning. It comprises pre-course reading and five core modules and each of the first four consists of: 25 hours distance learning, 12 hours live training, 3 hours work with smaller groups in an action learning set. The last module is on reflective practice and is longer with around 40 hours of distance and reflective learning, 18 hours of live training and 3 hours in an action learning set.

- 2.6.10 **Understanding Connexions Training Programme:** Primarily for personal advisers who will be working within their practitioner base with a caseload which is mainly young people needing either basic information, advice and guidance or specialist interventions e.g. careers guidance, specific development opportunities. Some line managers and team leaders may wish to attend this training. It comprises ten days training and will allow individuals working within or closely with the Connexions to deliver the Service. Understanding Connexions is delivered in three elements over three months. During that time participants will be expected to attend 10 training days, each of the three elements of training has a certain number of hours of work assigned to it. Participants completing the ten-day training programme but moving on to a caseload of young people requiring extensive one to one support would need to attend the Diploma.
- 2.6.11 **Modern Apprenticeship in Guidance:** this qualification could help young people to start working towards a career in guidance, and could be appropriate for a young person whose eventual career goal is to be a Connexions Personal Adviser. There is currently an Advanced Level, but no Foundation Level, Modern Apprenticeship in Guidance. However, in April 2001, the Employment NTO (ENTO) took over responsibility for the Modern Apprenticeship in Guidance and the framework is currently under review to bring it in line with the revised standards and qualifications in advice and guidance. One outcome of this review could be the introduction of a Foundation Level qualification.
- 2.6.12 **Masters in Guidance:** a small number of HEIs offer a Masters degree in Guidance to help develop practitioners' research skills and enable them to analyse policy and practice.
- 2.6.13 In addition to those described above, some guidance workers study for alternative qualifications. For instance, some trade union learning representatives who are providing learning information and advice follow a training programme in "Union Learning Representatives Training" that is accredited by the Open College Network.

### 3 POLICY INSTRUMENTS FOR STEERING SERVICES

#### 3.1 Importance of Legislation

3.1.1 Legislation plays an important role in steering IAG services in England as do non-legislative policies, particularly those emanating from the Department for Education and Skills (DfES) – previously known as the Department for Education and Employment (DfEE) – and the ES/Jobcentre Plus.

##### **Schools**

3.1.2 The principal legislation with relevance to Careers Education and Guidance in schools is contained within Sections 43-45 of the Education Act 1997. The Act states that all publicly funded secondary schools are required to:

- provide a programme of careers education to all pupils in Years 9-11;
- provide access to careers services to enable them to fulfil their contracted duties on behalf of the Secretary of State for Education and Skills, including facilities necessary for them to carry out their functions effectively;
- work with careers services to ensure that pupils have access to materials providing careers guidance and to a wide range of up-to-date reference materials.

3.1.3 The legislation does not specify the content of careers education and guidance programmes, how they should be provided nor the amount of time and other resources that schools should allocate to them. However the National Framework on Careers Education and Guidance recommends a framework for young people between the ages of 11-19. It will be implemented in schools from September 2003.

3.1.4 The Secretary of State for Education and Skills is bound by the provisions of Sections 8 to 10 of the Employment and Training Act 1973 (as amended by Sections 45 and 46 of the Trade Union Reform and Employment Rights Act 1993). This means that everyone in schools, and within at least two years of leaving compulsory education, is entitled to careers education and guidance. People with disabilities (including learning difficulties) remain in the statutory group until they are settled in their chosen destination.

### **Further Education**

3.1.5 The Trade Union Reform and Employment Rights Act 1993 (TURER) placed a duty on the Secretary of State for Education and Skills to secure the provision of careers guidance and placing services for people attending and leaving schools and colleges. The Education Act 1997 set out new requirements for careers education and guidance in colleges. These requirements stated that colleges must provide:

- students with access to a wide range of careers information;
- careers services with access to premises and relevant students;
- careers services with information about relevant students in order for them to provide careers guidance.

### **Higher Education**

3.1.6 Although Higher Education Institutions (HEIs) have no statutory responsibility to provide careers information, advice or guidance for their students in England, most HEIs have a Careers Service and some have had one for many years. The increasingly important role of CEIG provision is understood by HEIs. The Harris Review of Careers Advisory Services, "Developing Modern HE Careers Services" published in January 2001, addresses the issue of IAG provision in HEIs.

### **Careers Service**

- 3.1.7 The Employment and Training Act (1973) placed a duty on the Secretary of State for Education and Skills to secure the provision of careers guidance, ensuring services for people attending schools and colleges and for those who had recently left.

### **Connexions Service**

- 3.1.8 The Learning and Skills Act 2000 (Chapter 21 part V) created a framework to allow the establishment of a service to support and encourage young people to continue, return to and participate effectively in education and training. It gave the Secretary of State for Education and Skills powers to secure the provision of support for all 13-19 year olds and stated that the Secretary of State for Education and Skills must ensure that there is no reduction in the quality or quantity of existing information, advice or guidance services for young people.

### **Other Relevant Legislation**

- 3.1.9 Other legislation that has a relevance to the provision of IAG services includes:
- the Children Act 1989: Sections 27 and 47 place specific duties on agencies to co-operate in the interests of vulnerable children;
  - the Children (Leaving Care) Bill: its principal aim is to improve the life chances of young people living in, and leaving, local authority care;
  - the Criminal Justice and Court Services Bill: there is a potential link between the work of Personal Advisers and officers of the Children and Family Court Advisory and Support Service (CAFCASS) created by this bill;
  - the Data Protection Act 1984 and 1998;
  - the Disability Discrimination Act 1995: since December 1996 it has been unlawful for service providers to treat disabled people less favourably for a reason related to their disability;

- the Employment Rights and Responsibilities and Relevant Employment Law;
- the Equal Opportunities Act;
- the Human Rights Act 1998: this makes it unlawful for a public authority to act in a way which infringes a person's rights and freedoms under the European Convention. The Act's definition includes bodies "whose functions are of a public nature";
- the Health and Safety at Work Act 1974;
- the Immigration and Asylum Act 1999;
- the Local Government Act 1999;
- the Race Relations (Amendment) Act 2000;
- the Rehabilitation of Offenders Act 1974;
- the Transfer of Undertakings (Protection of Employment) Regulations 1981: Connexions Partnerships, and the organisations that currently employ those staff whose work will transfer across to them, need to be familiar with the legal requirements of these TUPE regulations.

### **3.2 Other Instruments used for the Political Steering of Services and to Monitor Implementation**

- 3.2.1 The key instruments for steering services and monitoring implementation are regulation, funding and competition.
- 3.2.2 The Trade Union Reform and Employment Rights Act (1993) enabled the contracting out of the Careers Service away from its previous Local Education Authority control. Following this, the Careers Service was contracted out to private companies via a competitive tendering process.

- 3.2.3 The careers education and guidance programme is inspected by OFSTED during its secondary school inspections and, since April 2001, their Post-Compulsory Education Division has been inspecting sixth form, tertiary, general further education and specialist colleges. Careers education programmes may be monitored and reviewed internally by schools and colleges, but there are no statutory requirements placed on them in terms of quality assurance. However, many careers service companies - in partnership with educational institutions – have developed quality standards that can be worked towards on a voluntary basis.
- 3.2.4 The Connexions Service National Unit (CSNU) is developing a Performance Management and Contracting Framework (PMCF) to provide a holistic approach to performance management within Connexions Partnerships. At present, Connexions Partnership Business Plans – which are submitted to their regional Government Office and CSNU - include an outline of planned performance management activity for the following financial year. Partnerships are also required to undertake an annual self-assessment of their performance against a set of recognised criteria, and it is anticipated that the resulting report will form the starting point for OFSTED inspections as Connexions Partnerships are to be inspected by its Post-Compulsory Education Division.
- 3.2.5 With regard to employees, the Minister for Adult Skills announced on 8<sup>th</sup> November 2001 that workplace learning representatives – who can play a key role in informing and advising their colleagues on learning opportunities - would, for the first time, have the right to paid time off for carrying out their duties. This legislation forms part of the Department for Trade and Industry's Employment Bill.

### **3.3 Relationship between Government Regulation, Funding and Provision**

#### **Young People**

- 3.3.1 The Connexions Service, and remaining Careers Service Companies, are publicly funded and are subject to inspection by OFSTED.

### **IAG Partnerships**

3.3.2 As a pre-requisite to funding, IAG Partnerships had to complete and submit a business plan to their local Learning Partnership who then passed the approved bid to the then DfEE. The LSC now contracts with the IAG Partnerships but Learning Partnerships continue to play a key role in many areas – for instance, some Learning Partnerships have established an IAG for Adults Steering Group. In addition, all providers who are accessing public funds through the IAG Partnership, would have been accredited against the national Quality Standards for Learning and Work by March 2002 or, at the very least, had a commitment to achieve accreditation within 12 months of joining the partnership in line with an action plan agreed with GAB.

### **Higher Education**

3.3.3 In the Higher Education sector, careers advisory services are funded through the institution's block grant and are managed and resourced at the discretion of that institution. The management and accountability systems remain with the individual institution although in recent years quality assessors visiting university departments as part of the national Teaching Quality Assessment system have, as part of their overall assessment, paid increasing attention to the extent to which departments make use of their Careers Advisory Service.

3.3.4 The Harris Higher Education Careers Service Review, which published its report in January 2001, made a series of recommendations in relation to IAG in HEIs. The review focused on four main areas:

- students' entitlement to career education, information and guidance;
- links with employers;
- the strategic role and position of careers services within their institutions;
- collaboration with other bodies with similar purposes.

- 3.3.5 Recommendations were given for HEIs, for LSCs, for Careers Services in HEIs, for the Higher Education Funding Council for England (HEFCE), for the Quality Assurance Agency and for the Higher Education Careers Services Unit (CSU).

### **3.4 Mechanisms for co-ordinating services between Ministries**

- 3.4.1 The policy context has been changing in recent years. Whereas the policy of the Conservative Government was to encourage competition between guidance agencies, the current Labour Government wants to encourage greater collaboration. For example, the Connexions Service, although led by the Department for Education and Skills, is a cross Government service at national level including the Department of Health and Home Office. All of the Departments have signed up to the Connexions strategy document and are active in implementing it.
- 3.4.2 The interdepartmental National IAG Board is currently looking at transition and interface between the various services for young people and adults, the feasibility of achieving an integrated local and national service for adults, and the role of employers in the provision of IAG.
- 3.4.3 Until 2001 almost all the areas of responsibility lay within the former DfEE. However as a result of Government re-organisations the newly created Department for Work and Pensions (DWP), has a number of responsibilities while the majority of responsibility lies with the DfES. The Employment Service and Benefits Agency are merging to create Jobcentre Plus, the new organisation will come under the DWP. There are some linkages with other departments such as Health, Social Security, Home Office and DTLR.

#### **Co-ordination between service providers**

- 3.4.4 Connexions is a cross-Whitehall initiative, which supports the act of a number of cross-cutting targets, such as reducing teenage pregnancies and reducing youth crime.

- 3.4.5 A wide range of mechanisms is in place to encourage co-ordination between service providers - these range from networks through to service agreements between individual providers. These links are described below under the following headings: Connexions Service; Careers Service Companies; Schools and Colleges; HE Institutions; IAG Partnerships; ES/Jobcentre Plus; NTOs; Young Offender Institutions; **learnirect**.
- 3.4.6 **Connexions Service:** this service, in the form of Connexions Partnerships, brings together a range of organisations to form a collaborative partnership at a local level. These include the Careers Service, the Youth Service, the Education Welfare Service and the Youth Offending Team amongst others. Formal links are also established with the Police, Social Services, the Probation Service and health service providers as well as with schools and colleges. In addition, the Connexions Partnership works with the LSC to ensure coherence with IAG services for adults.
- 3.4.7 **Careers Service Companies:** the Connexions Partnerships, and the remaining Careers Service Companies, are at the heart of careers provision and as such must establish effective co-ordination mechanisms with all of their key partners. These include schools, Sixth Form/Further Education Colleges, HE institutions, IAG Partnerships, the ES/Jobcentre Plus and NTOs.
- 3.4.8 **Schools and Colleges:** an annual partnership agreement is established between the local Connexions Partnership/Careers Service company and each school/college with pupils between the ages of 13 and 19. This describes how the school's/college's resources are to be used, the role of Careers Advisers/Connexions Personal Adviser, and other forms of support that the Service will provide such as staff training. Where Excellence in Cities is in place, these agreements should also set out the contribution that EIC Learning Mentors can make to the Connexions strategy.

- 3.4.9 **HE Institutions:** in the recent Harris Review of Careers Advisory Services in HEIs, references are made to the need for further collaboration between HEI services. For instance, to share labour market information and hold shared employment fairs. Informal networking, along with joint initiatives and project development work, are increasingly common between HEIs, Careers Service Companies/Connexions Partnerships and Local Education Authorities (LEAs). These have included joint training and activities to encourage young people from disadvantaged backgrounds to consider HE as a viable option and joint training initiatives. One example of this is the “Excellence Challenge” initiative through which HEIs have extra funding to reach out to more young people including those from disadvantaged backgrounds. The Excellence Challenge will also provide clearer information and better marketing of the route to HE for young people, and to bring HEIs and Further Education establishments into the EIC (Excellence in Cities) and EAZ (Education Action Zones) initiatives to provide additional support for young people who have the ability to enter HE.
- 3.4.10 **IAG Partnerships:** the LLSC contracts with the IAG Partnership in its area for the delivery of local IAG services for adults. Although the Partnership has a lead body (this is mandatory), it also needs to demonstrate significant involvement by statutory and other local agencies, with clearly specified agreements for the division of responsibilities and resources between them. IAG Partnerships must have the Employment Service/Jobcentre Plus as a member.
- 3.4.11 To develop close working relationships between the Employment Service/Jobcentre Plus and the local Connexions Service/Careers Service a joint Statement of Working Arrangements is produced. It sets out the specific roles of each organisation for dealing with young people and includes:
- the collection and use of labour market information;
  - vacancy finding and filling;
  - helping young people understand and explain the associated rights and responsibilities when claiming benefits;
  - an integrated marketing strategy.

3.4.12 **ES/Jobcentre Plus:** ES/Jobcentre Plus and the local Connexions Partnership/Careers Service company agree a statement of arrangements, which sets out the role of each party in the collection and use of labour market information, vacancy finding and filling, Job Seekers' Allowance and the New Deal.

3.4.13 **National Training Organisations (NTOs):** Careers Service Companies/Connexions Partnerships have worked closely with the NTO network on the development and marketing of the Modern Apprenticeship and National Traineeship Framework. They also share labour market information, with the Careers Service Companies/Connexions Partnerships providing a link for NTOs into schools and colleges.

3.4.14 **Young Offenders Institutions:** work with their local Connexions Partnership/Careers Service Company, and other agencies such as the probation service, to agree a programme of careers education and guidance that meets the needs of their clients. They may also involve a Careers Adviser/Personal Adviser from that young person's home area where appropriate.

3.4.15 **learndirect:** a protocol is established between IAG Partnerships and **learndirect** in terms of referrals, with the aim of adding value to the services that both provide.

### **3.5 Barriers to co-ordination of services and networking amongst providers**

3.5.1 The main barriers to co-ordination of services and to networking amongst IAG providers are seen to be:

- differences in organisational cultures;
- management pressures to focus on core business;
- reciprocal doubts about each other's professionalism;
- areas of perceived incursion – where one side perceives the other as intruding upon its specialist area of work;

- different agendas;
- different targets;
- lack of trust between the agencies/providers;
- lack of time to network/pressure of other commitments;
- policy pressures and/or a culture, which leads to a climate of competition rather than collaboration.

## **4 THE ROLES OF STAKEHOLDERS**

### **4.1 Role of Employer Organisations in Regulation and Funding**

4.1.1 An increasing proportion of employers provide career management support to their employees. This can include:

- development reviews (sometimes linked to appraisal systems);
- career planning workshops;
- individual career counselling;
- self-assessment materials;
- development centres;
- mentoring programmes.

4.1.2 Much of this is provided in-house although outplacement counselling tends to be externally purchased. Provision is more frequently found in large companies and tends to be targeted at white-collar and managerial staff. Some employers have, however, extended this support to the whole of their workforce, sometimes as part of 'employee development programmes'.

4.1.3 Data from the National Adult Learning Survey 2001 indicated that employers were the most frequently mentioned source of advice (31% of those contacted). This finding is supported by the outcomes of a MORI survey in which 37% of adult IAG users identified an employer as the source.

4.1.4 In addition to the support provided by employers, a number of trades unions are now not only advocating such provision but are also providing learning advice for their own members.

## 4.2 Initiatives Employer Organisations Take to Help Provide Services

- 4.2.1 Peugeot and Lloyds TSB bank exemplify two examples of employer-supported IAG. Peugeot employed a guidance worker from their local Careers Service Company to provide IAG to company employees on a part-time basis. The guidance worker was based in the factory canteen and talked to people about learning opportunities during their meal and tea breaks. Other large firms, such as Rolls Royce, have learning representatives and/or learning champions to raise their colleagues' awareness of learning opportunities.
- 4.2.2 Lloyds TSB has developed its own corporate university, the University for Lloyds TSB (UfLTSB) to improve personal and business performance through learning whilst promoting the concept of "career long" learning. In February 2000, the UfLTSB launched its Centre for Career Management, which is responsible for providing all employees with information, advice and guidance on how to successfully manage their career in Lloyds TSB.
- 4.2.3 Many employers play a key role in developing young people, and their teachers' careers awareness through participation in careers education programmes and work-related activities. This support is provided directly to schools or is mediated through the Connexions Partnership/Careers Service Company or education business link organisations such as Education Business Partnerships, Young Enterprise and business dynamics. Popular activities include:
- work experience placements for young people;
  - teacher placements into industry;
  - work shadowing;
  - mentoring projects: some of these involve business people in mentoring young people and helping them to understand more about the world of work;
  - industry visits;

- Careers Conventions;
- projects through which teams of young people set up and run their own businesses.

### 4.3 Extent of Employer Involvement

4.3.1 The following qualitative assessments have been made on the basis of consulting the evidence and discussions with nationally recognised experts across the spectrum of IAG policy and provision.

Extent of Employer involvement in IAG services				
Seldom		Occasional		Regular
1	2	③	4	5

Level of Employer Involvement in IAG services				
Local	Mostly local, but some national	50/50	Mostly national, but some local	National
1	②	3	4	5

4.3.2 Higher Education Careers Services have well-developed links with employers at local, regional and national levels. These links are characterised by the provision of vacancy handling services (for part-time/term-time vacancies as well as full-time graduate employment opportunities), employer recruitment presentation and interview facilities on campus, participation by employers in career management skills training for students and graduates and information visits to employer premises by Careers Service staff. Employers are also represented on some Departmental or Faculty Advisory Boards.

## **4.4 Role of Trades Unions in Regulation and Funding**

- 4.4.1 The Trades Union Congress Learning Services (TUCLS) was set up in 1998 to help unions and their members to meet the opportunities and challenges set out in the Government's Green Paper *The Learning Age*, and to contribute to realising the vision of creating a learning society. The key aim of TUCLS is to provide an effective framework and support for the union contribution to workforce development and lifelong learning in the English regions.
- 4.4.2 A key function of TUCLS is to build and sustain the network of union learning representatives, whose role it is to identify individual learning needs, provide accurate up-to-date information and signpost its members to other more appropriate sources. Union learning representatives follow a programme that has been accredited by the Open College Network to learn how to provide learning information and advice. Some also have relevant NVQ qualifications. These representatives are seen as fulfilling a front-line, or intermediary, role rather than providing in-depth guidance.
- 4.4.3 The Union Learning Fund (ULF) has been an important development. This initiative began in September 1998 in support of the Government's objective of creating a learning society by encouraging the take-up of workplace learning. ULF funding helps trades unions to use their influence with employers, employees and others to encourage greater take-up of learning at work. The Employment Bill, which received its first and second readings in the House of Commons during 2001, and is now in the committee stage, will give learning representatives the right to paid time off to help workers to identify and meet their training needs.

## **4.5 Initiatives Trades Unions take to Help Provide Services**

- 4.5.1 Trades unions are keen to promote positive partnership approaches with employers, providers and other organisations, and to encourage the uptake of programmes and initiatives, particularly of those employees who would otherwise have been unlikely to take advantage of such opportunities.

4.5.2 All this work needs to be underpinned by high quality Information, Advice and Guidance. As a result of this the TUC has consistently stressed the value of IAG (both by union learning representatives and by professional agencies) in:

- building the confidence of non-traditional learners;
- supporting negotiations with providers about relevant programmes and underpinning the quality of that provision;
- ensuring individuals make informed choices;
- ensuring available resources are used effectively.

4.5.3 The TUC encourages learners to take up IAG by:

- making frontline information and advice a key element of the union learning representatives role and training;
- encouraging use of the information service provided **by learndirect**;
- building in advice and guidance budgets to ULF work and/or negotiating with employers for provision of IAG services on site at the workplace.

4.5.4 There have been some excellent examples of union involvement in IAG, some of them listed below.

- **Ceramic and Allied Trades Union (CATU).** Following a very successful ULF project, Staffordshire Careers offered further free training to the learning representatives to NVQ Level 3 in Advice and Guidance. Eight of them took this opportunity with six of them completing the course within a year. One of them has since gone onto further study for the Diploma in Advice and Guidance. These trained learning reps will now give advice and guidance to workers facing redundancy in the Potteries area, as the union has just been successful in obtaining money from the Rapid Response to Redundancy fund. CATU is a full member of the local IAG Partnership and gained accreditation for the Quality Standards for learning and Work in July 2001.

- **BECTU/Skillset-skillsformedia.** This union, who work in the creative and entertainment sector, have developed their own careers advice facility based on training lay members as advisors, and targeting freelance workers. Many of the members from this union have benefited from this unique service. Due to this innovative work that the union has carried out the DfES has given them further money to develop this work and as a result of this have now achieved the Quality Standard.
- **Graphical Print and Media Union (GPMU).** This union has been working with IAG partnerships in 2 parts of the country. In the South West members in small print companies were offered free guidance interviews following industry standard training. Initially they were reluctant to take up this opportunity, however following joint briefings from the union officer and the professional staff everyone took up the offer. Feedback demonstrated that it was valued by the learners and assisted them in their progression onto further learning opportunities. In Nottingham, the GPMU office and learning centre has become a full member of their local IAG Partnership and is working towards the Revised Quality Standards.

4.5.5 Following on from this early work the TUC has recently commenced on a joint project with DfES called 'Bringing Information, Advice and Guidance to the Workplace'. Work on the project started in December but already early feedback has been extremely positive from both unions and the IAG community.

4.5.6 IAG Partnerships work with providers in the local TUC and trade unions who have regular contact with priority client groups, for example trades union workplace learning advisers and TUC Bargaining for Skills co-ordinators.

4.5.7 Union learning representatives were particularly significant in the Individual Learning Account pilot projects in Merseyside and East London through their efforts to access and engage non-traditional learners. For example, in Merseyside, because they were trusted and seen to be ‘on the side’ of employees, trade-union representatives played a key role in encouraging ILA applicants to take up guidance interviews with a careers adviser. This was especially important, as many of these employees were non-traditional learners who were uncertain about the value and relevance of guidance.

## 4.6 Extent of Trade Union Involvement

4.6.1 The following qualitative assessments have been made on the basis of consulting the evidence and discussions with nationally recognised experts across the spectrum of IAG policy and provision.

Extent of Trade Union involvement in IAG services				
Seldom		Occasional		Regular
1	2	3	④	5

Level of Trade Union involvement in IAG services				
Local	Mostly Local, but some national	50/50	Mostly National, but some local	National
1	2	③	4	5

## 4.7 Involvement of Other Stakeholders

4.7.1 In this section, we describe ways in which policies encourage other stakeholders to play a role in IAG services.

## **Parents**

- 4.7.2 Careers Service Companies, and now Connexions Partnerships, are under contract to the Secretary of State for Education and Skills to write to parents explaining the services that they provide and to offer to help them contribute to their child's career decisions. In many cases, parents are invited to attend their child's careers guidance interview with their Careers Adviser/Connexions Personal Adviser.
- 4.7.3 It is expected that parents sign a form prior to their child's work experience placement in Key Stage 4 to give their permission for this to take place, and they are invited to attend Parents' Evenings and events at which IAG issues such as subject options are discussed, but in most cases they have little other involvement in IAG within schools.

## **Young People**

- 4.7.4 One of the Connexions Service's eight key principles is "taking account of the views of young people – individually and collectively, as the new service is developed and is operated locally". In addition to undertaking widespread consultations with young people during the development phase of their Connexions Partnership, some areas have also included young people on their local management committees and recruitment panels.

## **Educational Institutions**

- 4.7.5 As described in Section 3, Government legislation places a requirement on publicly funded secondary schools to provide a careers education and guidance programme for pupils in Years 9-11 of secondary school. The Secretary of State for Education and Skills also guides educational institutions to provide IAG support to students who are above this age.

### **Community and Voluntary Sectors**

- 4.7.6 This IAG provision often involves work within neighbourhood projects and through community education programmes, often in partnership with local authority staff. Much of this provision will have target groups such as people within defined wards/geographical areas, people with disabilities, people with basic skills needs, the unemployed and/or people from ethnic minorities.

### **Professional Groups, Bodies and Associations**

- 4.7.7 There are various organisations that represent professionals working within the guidance sector. Most of these bodies are UK-wide and some are international. For more information on the work of the professional bodies see paragraphs 11.6.1-11.6.6.

## 5 TARGETING AND ACCESS

### 5.1 Priorities and target groups

#### Young People

5.1.1 **Careers Service** Companies – and/or the Connexions Partnership if the Connexions Service has gone ‘live’ in that part of the country - are required to support careers education and provide guidance in schools. Their client groups are:

- people undergoing full-time education at any educational establishment, other than one within the HE sector;
- people undergoing part-time education at any educational establishment, other than one within the HE sector;
- other people under 20 years of age.

5.1.2 Since the publication of the Social Exclusion Report “Bridging the Gap” a greater focus has been placed upon young people who have dropped out of education or who are in danger of doing so. The work of Careers Service Companies was “refocused” in 1999, moving the companies away from reporting on outcomes in terms of, for example, the number of Careers Action Plans produced, towards targets such as:

- increasing the percentage of young people completing their compulsory education and moving into a “positive” (education; training; employment with training) destination;
- reducing the percentage of young people completing their compulsory education with which the service has no contact.

5.1.3 Guidance was also given to Careers Service Companies on targeting their support at young people who were likely to drop out of education or who were experiencing particular problems which could hinder their chances of moving on to, or remaining in, a “positive destination”. This targeting of support, whilst maintaining a service that is available to all 13-19 year olds, is part of the Connexions Service’s remit.

- 5.1.4 The **Connexions Service** is a universal and targeted service which caters for the needs of all 13-19 year olds, but which provides additional support for young people who are disaffected and/or marginalised. The Service is being phased in, area by area, from April 2001 and will be fully in place across England by the end of 2003. At the heart of the Connexions Service is the Personal Adviser who gives additional support to young people facing particular difficulties. Some of these young people will need specialist help to address their problems – for instance, young offenders and those who misuse drugs and/or alcohol - and the Personal Adviser is responsible for identifying and co-ordinating such support.
- 5.1.5 The service has tended, within the pilot areas, to focus upon careers information and advice with in-depth guidance being provided to young people who expressed a need or who were identified as requiring additional support from a Personal Adviser. In addition to this, one of the key tasks of the Connexions Partnership in each area is to contact every young person, pre-or post-16, who is not in education, employment or training to ensure that they are receiving the help they require. Priority groups are identified by Connexions Partnerships and those most frequently mentioned during a recent survey were clients with learning difficulties and/or disabilities. Other key groups were teenage parents, young carers, substance users, young offenders and homeless young people. Young people in care, or leaving care, were also a target group in many areas.
- 5.1.6 The following paragraphs describe how IAG services are targeted within the main three types of educational site – schools, Sixth Form Colleges/Further Education Colleges, and Higher Education institutions.
- 5.1.7 **Schools:** Under the Education Act 1997, schools are required to provide careers education to all of their pupils in years 9-11 (ages 13-16), to provide access to the Careers Service/Connexions Service and to provide up-to-date careers information. Schools are also required to refer students for guidance on the basis of individual need. Schools and careers services work together to identify student needs and target support accordingly but there is an increasing focus upon young people who have, or appear likely to, drop out of compulsory education.

- 5.1.8 **Sixth Form Colleges/Further Education Colleges:** particular attention is paid to providing pre-entry, and induction, guidance to ensure that learners are enrolled onto programmes that meet their needs. Careers Advisers/Connexions Personal Advisers liaise closely with college IAG staff to identify students whose achievement and/or attendance is giving cause for concern to ensure that they receive appropriate guidance. Another key group are students approaching the end of their courses, and those considering Higher Education, to ensure they are aware of the progression opportunities open to them.
- 5.1.9 **Higher Education:** HEIs provide IAG services in different ways. Most have a Careers Advisory Service whilst others deliver IAG support through their academic departments, through student services or a combination of both. These services are provided for their institution's students, their ex-students (for a period of time) and, under the Mutual Aid Scheme, graduates of other HEIs although this provision can be patchy.
- 5.1.10 The Harris Higher Education Careers Service Review recommended that the HE sector should agree the services which students are entitled to receive after leaving an institution and also recommended that the Mutual Aid Scheme be reviewed to address "possible resource inequalities across the sector". It also recommended that institutions "should establish ways of identifying, within their first term of study, those students who are particularly likely to need help and guidance from the Careers Service".
- 5.1.11 **Private Sector:** Independent schools can purchase IAG support for their pupils from the Independent Schools Careers Organisation (ISCO), but can also access free support from their local Careers Service Company/Connexions Partnership.
- 5.1.12 **Work-Based Learning and Employment:** 16-19 year olds in work-based learning or employment can also access support through their Careers Service company/Connexions Partnership. The training provider or employer is responsible for regular reviews of progress and it is important that they identify young people at risk of dropping out and refer them for support if appropriate. This clearly requires the organisation to be aware of the support that the Careers Service Company/Connexions Partnership can offer to them and their young trainees/employees.

## Adults

5.1.13 The national priority groups for IAG Partnerships, as listed in the 2001 IAG Programme specification, are shown below. However, each IAG Partnership targets its services in the light of local needs so these groups can vary between Partnership areas. The national priority groups for 2001-2 were:-

- people with learning difficulties and disabilities;
- people with basic skills difficulties;
- people with low or outdated skills both in the workforce and outside it;
- older people - usually defined as people over 50 years of age and particularly those at risk of becoming economically inactive or unemployed';
- people returning to the labour market;
- offenders and ex-offenders;
- people for whom English is not their first language;
- people in areas of high unemployment and social deprivation;
- people in remote rural areas or other areas with poor transport links.

5.1.14 **Employers:** an increasing proportion of employers – although mainly large companies - provide career management support to their employees. Activities include development reviews, career planning workshops, individual advice and guidance, development centres and mentoring programmes. Much of this is provided in house although outplacement counselling – for staff that are being made redundant - tends to be externally purchased.

5.1.15 **Trades Unions:** a growing number of trades unions are providing learning information and advice for their members.

- 5.1.16 **ES/Jobcentre Plus:** their services are targeted towards people who want to enter, or re-enter the workforce. The Gateway element of the New Deal programme for 18-24 year olds provides guidance opportunities as do, but to a lesser extent, the New Deal programmes for older individuals and for specific groups such as lone parents. ES/Jobcentre Plus also offers Job Clubs, and short courses/ workshops designed to help unemployed people to re-enter the workforce.
- 5.1.17 **Local Authorities:** their Educational Guidance Services for Adults (EGSAs), sometimes including public library services, focus upon helping individuals with their educational rather than their employment choices.
- 5.1.18 **Private sector guidance and employment agencies:** outplacement agencies, who are commissioned by employers to provide a service to their staff as part of managed redundancy programmes, are key private sector providers. Aside from these firms, which are few in number, the rest of the sector is mainly comprised of small firms, many of whom are singleton companies. Some of these focus upon individual guidance services, such as psychometric tests, with others providing a package of IAG support to individuals. Recruitment and employment agencies offer specialist advice on specific occupational sectors to people seeking work or alternative employment.

## 5.2 Priorities and target groups: all-age

- 5.2.1 **Community and voluntary based provision:** this IAG provision often involves work within neighbourhood projects and through community education programmes, often in partnership with local authority staff. Much of this provision will have target groups such as people within defined wards/geographical areas, people with disabilities, people with basic skills needs, the unemployed and/or people from ethnic minorities.

5.2.2 Many voluntary organisations are key providers of IAG services and some receive Government funding, for instance through the Neighbourhood Support Fund, to help reach some of the most disadvantaged individuals. In addition voluntary organisations should have access to IAG Partnerships funds as they are a key provider for IAG Partnerships. National IAG providers, such as the Connexions Service, are being encouraged to consider the co-funding of the voluntary sector where they have specialist knowledge, which could help specific groups of clients.

5.2.3 In addition, Government-funded training providers: provide a range of IAG services.

### **5.3 Expression of priorities and targets**

5.3.1 The Learning and Skills Act (2000) places a duty on the LSC to provide IAG services to adults.

5.3.2 The TURER Act (1993) states that the Secretary of State for Education has a statutory responsibility to provide advice and guidance to those in further education, both part-time and full-time. This provision applies at the start and the end of the learning experience.

5.3.3 The Education Act 1997 stated that all maintained secondary schools and FE colleges have a statutory duty to provide a programme of careers education to all pupils in years 9-11.

5.3.4 The Careers Service Companies/Connexions Service's key client group is young people aged 13-19. Their services must be provided free of charge as a condition of funding.

5.3.5 IAG Partnerships undertake a local needs analysis to determine their business plan priorities and identify target groups. Priorities are addressed through a range of measures including the funding of outreach workers. For 2001-2002 IAG Partnerships have contracted to provide 301,124 advice sessions.

- 5.3.6 Priorities in the ES/Jobcentre Plus are addressed through initiatives such as the New Deal for Lone Parents, New Deal 25+ and New Deal for Young People (18-24). The principal target group for New Deal 25+ will be people who have been unemployed for 18 months or more. However, some unemployed groups will be eligible to join New Deal immediately – these are people with disabilities, ex-offenders, the homeless, people recovering from drug addiction and refugees.
- 5.3.7 The ES provides information and advice through the work of Personal Advisors and front-line staff, with more in depth guidance delivered through external contracts with specialist providers. As from April 2002 the Employment Service and Benefits Agency will no longer exist. The two organisations are merging to become Jobcentre Plus. Jobcentre Plus will deliver a single, integrated service to benefit claimants of working age, with a clear focus on work.

#### **5.4 Active Steps Taken to Ensure Access to Target Groups**

- 5.4.1 A significant proportion of IAG providers undertake many of the active steps described below.
- 5.4.2 **Client identification:** Young people who could particularly benefit from the support of a Connexions Personal Adviser are identified through a variety of methods. These include liaison between Personal Advisers and staff in schools, colleges, training providers and other relevant organisations along with self-referrals from young people.
- 5.4.3 ES/Jobcentre Plus has a series of programmes that aim to enable individuals to enter, or re-enter, the employment market. People who are receiving certain Government benefits – e.g. the Job Seekers' Allowance – are assigned an Adviser who can refer that individual to a variety of provision, which can often include IAG services. The Adviser can deliver certain elements, but the Adviser will refer the person to an external provider if they would benefit from in-depth guidance.

- 5.4.4 **Outreach services:** Organisations have increasingly seen the importance of taking services to where their clients are, rather than expecting clients to come to their offices. There are numerous examples of such outreach provision amongst both Government and non-Governmental providers such as Connexions Partnerships, IAG Partnerships, training providers and the ES/Jobcentre Plus who may want to target the needs of particular local groups. For example, people with employability skill requirements, who live in areas of high social deprivation, may respond more positively to locally based, informal services delivered through voluntary/community sector providers. IAG Partnerships are encouraged to provide outreach services.
- 5.4.5 **One-Stop Shops:** Some providers, or groups of providers, have established “one-stop shops” which act as drop-in centres. One example of this is the Connexions “One-Stop Shop” set up by Coventry and Warwickshire Connexions Partnership. It offers Internet access, private counselling areas, a library, a medical room and meeting facilities. It can also offer access to a young people’s sexual health clinic, counselling, careers advice and job vacancy displays.
- 5.4.6 **Telephone/Email Helplines:** **learnirect** (managed by Ufl Ltd) provides a national information and advice service, which is available to all adults in the UK through a telephone helpline and Internet service. **learnirect** offers information and advice on the full range of learning opportunities and provides an important entry point to IAG services. It can be an effective way of raising client awareness of IAG services available locally. The DfES, LSC and Ufl are working together to develop an integrated national and local IAG service from the client’s perspective, to raise client awareness of IAG services available locally.
- 5.4.7 **Basic Skills Assessments:** a significant number of IAG Partnership members are already involved in identifying basic skills needs and **learnirect** centres are also often involved. ES/Jobcentre Plus Advisers have a Client Progress Review, which enables them to undertake a basic skills assessment with their clients.

5.4.8 **On-Line Careers Information:** the Internet contains a wealth of careers information, but many members of disadvantaged groups do not have ready access to a computer. In response to this, the Government introduced two initiatives to increase the accessibility of ICT resources in disadvantaged areas – “UK Online” and “Wired-Up Communities”.

- **UK-Online:** was targeted at people with limited or no access to new technologies. The Online centres are based in communities and will eventually enable everyone in England who wants it to have Internet access. The centre could be in an Internet café on the high street, in a college, a community centre, mobile centre or any other place that is accessible to members of the public. These centres have been designed to meet the needs of local people who have little or no ICT skills and/or access to a computer. It is hoped that UK Online centres will act as stepping stones to **learndirect** provision which is aimed at adults whether they are in work, seeking work, considering returning to work or retired. A website describing the UK Online Centres is located at [www.dfes.gov.uk/ukonlinecentres/](http://www.dfes.gov.uk/ukonlinecentres/)
- **Wired-Up Communities:** £10 million from the Capital Modernisation Fund is being invested into a pilot programme, which is connecting homes in seven disadvantaged communities to the Internet. It will assess the extent to which Internet access will transform the opportunities available to people living in these communities. A website describing the Wired-Up Communities initiative is located at [www.dfes.gov.uk/wired/over.shtml](http://www.dfes.gov.uk/wired/over.shtml).
- **worktrain:** provides online information and advice on jobs, training, occupations and childcare. The **worktrain** website can be found at [www.worktrain.gov.uk](http://www.worktrain.gov.uk)

## **5.5 Methods Used for Different Target Groups**

- 5.5.1 There are many similarities in the methods used to identify and provide support for the various target groups but a key difference in relation to young people is that IAG professionals work closely with staff in educational institutions to identify those who could most benefit from their support.
- 5.5.2 When seeking to engage individuals from what are perceived as disadvantaged and/or disenfranchised communities, an outreach approach is more frequently taken – taking the services to where people live instead of expecting them to come to the IAG provider.

## **5.6 Examples of Where Requirements Exist to Participate**

- 5.6.1 There are few examples where individuals are required to participate in IAG – those that do exist tend to relate to people receiving some form of Government benefit. For example, those receiving the Job Seekers Allowance have to attend a mandatory workplace interview with the ES/Jobcentre Plus every six months.
- 5.6.2 On the New Deal for adults aged 25 plus it is compulsory for all groups, except those aged over 50, to participate in the gateway and Intensive Activity Period which contain elements of IAG provision delivered by New Deal Personal Advisors and external providers.

## **5.7 Balance of Policies**

- 5.7.1 Government policies in England tend to favour a combination of targeted and comprehensive approaches. For instance, the Connexions Service is a universal service for all 13-19 year olds, with the amount of support a young person receives depending on their level of need.

5.7.2 With regard to adult IAG, the Government's policy is to provide a local information and advice service of reliable quality to adult learners and potential learners who live in every part of England with particular groups being targeted, for example people with disabilities and those who are socially disadvantaged. This is supported nationally by **learnirect** provision. However, publicly funded in-depth guidance is not currently available to all adults except in some pilot areas.

## 5.8 Gaps in Provision

5.8.1 Some key gaps in current provision are regarded by IAG practitioners as the provision of IAG support to pre-13 year olds, provision for more able young people, provision in some schools and colleges and free in-depth adult guidance of a reliable quality.

- **IAG for pre-13 year olds:** the Connexions Service, and Careers Service Companies before this, focus their attention upon young people of secondary school age and above. Resources were produced by DfES in July 2001 aimed at the younger age group (First Impressions: career-related learning in primary schools), and Education Business Partnerships (sometimes in partnership with Careers Service Companies) have developed careers education and guidance programmes and materials for primary pupils. Emphasis at this stage is on the curriculum promoting positive constructs about learning and work. The non-statutory career education framework, which will be introduced from September 2003, covers young people from the age of 11 years;
- **Provision for more able young people:** there were many fears that, with the refocusing of Careers Service support, and the introduction of the Connexions Service, that the needs of more able young people would be neglected. There is little evidence that this has actually happened but is one area that guidance practitioners, and many schools, are watching carefully;

- **Provision in some schools and colleges:** whereas the provision of careers information, education and guidance in most schools and colleges is of a good quality – as testified to in the DfEE/OFSTED joint surveys undertaken at the end of the 1990's – the priority given to this area of work is still worrying low in a minority of cases. For instance, at the time of the above survey into secondary schools, 10% of the publicly funded secondary schools inspected did not have a careers library;
- **Adult guidance:** Priority for IAG funding was to make available information and advice, free of charge, to all adults. Consequently, there is no universal provision of free guidance services. Through the adult guidance pilots the DfES will explore the implications of extending free guidance to certain disadvantaged client groups.

## 5.9 Organisation and Provision of Services for Adults

5.9.1 Coordination between local IAG Partnerships, Connexions Partnerships and local LSCs is important to ensure effective transition from Connexions to adult IAG. Also at the local level IAG providers should provide joined up delivery of IAG services to young people and adults in response to the priorities articulated by both sub-regional bodies. This multi-agency working intends to develop a more coordinated approach to the provision of a coherent service planned and delivered in collaboration between local organisations and agencies.

5.9.2 The agencies involved in the provision of adult information, advice and guidance services include:

- Careers Service Companies/ Connexions Partnerships;
- Commercial and private sector organisations;
- Community and voluntary organisations;
- ES/Jobcentre Plus;
- Further Education Colleges;
- Higher Education institutes (HEIs);
- Libraries;
- Probation and Prison Services;
- Trades unions;
- University for Industry (Ufi).

- 5.9.3 A recent survey entitled “Careers Service Work with Adults” outlined the services provided for adults by Careers Service Companies. Provision varied from area to area but could involve:
- access to careers information and in-depth guidance interview and access to careers software;
  - brief advisory interviews, job search/CV writing workshops and psychological testing and assessment;
  - career workshops and/or group guidance.
- 5.9.4 Some Careers Service Companies offer services, such as careers information, free of charge and charge for other services such as psychometric testing and other guidance activities.
- 5.9.5 The ES/Jobcentre Plus provides an increasing range of advice and support services. These services are strongly associated with Welfare to Work programmes, including the New Deals for specific groups of people. In collaboration with DfES, the DWP (ES/Jobcentre Plus) has developed **worktrain** through which Internet users can scan information from a range of sources including ES/Jobcentre Plus job vacancies and **learnirect’s** Learning Directory.

## 6 STAFFING

6.1.1 The qualifications held by staff working within the various types of IAG provider can vary enormously. The majority of those working within Careers Service Companies, and the Connexions Service, hold relevant qualifications but this is less likely to be the case amongst those for whom the provision of IAG is not the main role. In order to gain accreditation against the National Quality Standards organisations need to be able to demonstrate the competence of their staff. However, qualifications are not always a demonstration of competence.

6.1.2 A wide variety of people provide IAG services, both formally and informally. For the purposes of this report we have divided those who are employed to provide IAG into the following sectors: Careers Service Companies; Connexions Service; schools; colleges; Higher Education institutions; ES/Jobcentre Plus. For each sector we describe:

- categories of staff;
- approximate numbers employed to provide IAG (where known);
- education and training qualifications required in that sector;
- staff competencies;
- any changes in competencies required;
- opportunities for staff to update their knowledge and skills.

### 6.2 Careers Service Companies

6.2.1 There is a clear contractual requirement by DfES for Careers Service Companies to ensure that professionals who have undergone recognised training deliver career guidance for young people. The vast majority of Careers Service staff in IAG roles have, or are working towards, a relevant professional qualification or have relevant experience and training. For the past thirty years, the recognised qualification for guidance practitioners has been the Diploma in Careers Guidance (DCG), which is delivered through HEIs.

- 6.2.2 The Institute of Careers Guidance, the UK's largest professional association for people working in all parts of the sector, restrict membership to those with a recognised qualification; the Diploma in Careers Guidance, highlighted above, and the National/Scottish Vocational Qualification in Guidance Level 4 (graduate level).
- 6.2.3 The Institute is currently examining the case for admitting into full membership people who have completed the new pilot Qualification in Careers Guidance (QCG; see later)
- 6.2.4 In addition, the Institute has a Register of Guidance Practitioners. Acceptance criteria for the Register are stringent – full membership of the Institute requires qualification as above, demonstration (over previous, and next, 12 months) of a commitment to continuous professional development, minimum levels of client contact hours, and adherence to the Institute's Code of Ethics and Standards.
- 6.2.5 To undertake an individual careers guidance interview with a young person, Careers Service staff must be qualified although other staff can work with individual pupils if agreed with the school. Staff leading group discussions must be competent to undertake this task, but do not need to be professionally qualified Careers Advisers.
- 6.2.6 Careers Services have needed a range of appropriately experienced and trained staff to fulfil a wide range of functions. These have included guidance staff but also, for example, people skilled in ICT, employer liaison, training, careers education and careers information development. In smaller services, these roles may be combined or sub-contracted to external organisations.

## Connexions Service

- 6.2.7 A significant proportion of the staff working for the Connexions Service are Careers Advisers who were previously employed by Careers Service Companies, or whose work is being sub-contracted to the Connexions Partnership from a Careers Service company. They will be working as Connexions Personal Advisers alongside staff from other relevant organisations that will bring complementary skills to the Connexions Partnership to enable a range of young people's needs to be met in an appropriate manner.
- 6.2.8 During a recent survey of Connexions Partnerships (conducted by CEG to inform the development of the service), the following organisations were identified as the previous employer, or seconding employer, of the Connexions Personal Advisers contacted as part of the survey. The results are shown in **Table 6.1** below.

<b>Organisation</b>	<b>%</b>
Careers Service company	41
Youth Service	11
School	6
Education Welfare Service	5
Youth Offending Team	4
Voluntary Sector	4
Further Education College	4
Other	25

- 6.2.9 The Connexions Partnership directly employed sixty five per cent of the Personal Advisers and 30% were seconded.

6.2.10 The construction of these multi-disciplinary teams will be a key challenge for Connexions Partnerships, and team members will be undertaking training to help them in their new roles. It is envisaged that while Personal Advisers will come from specialist areas – such as careers guidance, youth work or social work – they will require a varying range of skills and flexibility to fulfil the Personal Adviser role.

6.2.11 When working with a young person, the Connexions Personal Adviser's role could include:

- engaging with the young person and establishing his/her wants and needs;
- enabling the young person to understand his/her entitlements;
- co-ordinating the range of available support to ensure there is cohesion in its delivery;
- advocating on behalf of the young person within the educational system and with any other relevant service provider;
- supporting the young person and his/her parents where relevant;
- working with the young person to secure change;
- supporting the young person in his/her transition towards independence;
- brokering relevant services and resources to support the young person and meet his/her needs;
- working with other agencies and the community to support the young person.

6.2.12 To help identify their training needs, three categories of Connexions Personal Advisers have been identified in the short-term:

- a) **Personal Advisers working with young people facing a range of barriers and requiring in-depth support:** these staff are likely to be working with a range of young people, including those requiring intensive one-to-one support through to those needing help with a clearly defined problem. These staff will be expected to work towards

the Diploma for Personal Advisers, a national course developed specifically for Connexions and delivered by accredited training providers;

- b) **Personal Advisers working primarily in their own specialist field to provide a 'universal service' but undertaking part of the full Personal Adviser role:** will use their existing skills for the majority of their time but will have training to enable them to work in, and understand, the Connexions context. This training will be provided via the 'Understanding Connexions' course which is delivered by accredited training providers;
- c) **Specialist Advisers:** will provide young people with more specific support to address key issues such as teenage pregnancy, substance and drug abuse, health and mental health problems. This training will be provided via the 'Understanding Connexions' course, which is delivered by accredited training providers.

Early indications have estimated that, on a national basis, approximately half of all Personal Advisers will be working in each of the first two categories with significantly lower numbers in the third category.

## 6.3 Schools

- 6.3.1 The majority of publicly funded secondary schools in England allocate responsibility for IAG to a member of their teaching staff. This person is given the title of Careers Co-ordinator and is sometimes awarded additional responsibility points and time to undertake these duties.
- 6.3.2 NFER conducted a research project between December 2000 and March 2001 into the nationally recognised guidance qualifications held by Careers Co-ordinators. Their findings are outlined in **Table 6.2** below.

<b>Qualification</b>	<b>%</b>
Further Professional Certificate in Careers Education & Guidance	14
Diploma in Careers Guidance	12
Advanced Professional Certificate in Careers Education & Guidance	8
Masters Degree	2
Diploma in 16-19 Guidance	1
NVQ Level 3 in Guidance	1
NVQ Level 4 in Guidance	1
Other	17
None/No response	55
Source: The Delivery of CEG in Schools, NFER, 2001. More than one answer could be put forward so percentages do not add up to 100. A total of 236 respondents gave at least one response to this question	

- 6.3.3 Many of these teachers undertake a professional development placement (formerly known as ‘teacher placements’) with one or more local business to develop their own awareness of the local labour market. These placements are often arranged, and financially supported, through the local Education Business Partnership.
- 6.3.4 Funds for training teachers in careers work are managed by their local Careers Service company/Connexions Partnership and are required to implement training programmes following consultations with local schools. Other training for work-related learning is available to schools through the Standards Fund.
- 6.3.5 Through the “Excellence in Cities” initiative, an increasing number of areas have Learning Mentors who work within publicly funded secondary schools to help individual pupils who experience difficulties with their learning. These Learning Mentors work closely with Careers Advisers/Connexions Personal Advisers to make referrals where appropriate and to ensure that their work is complementary.

## Colleges

- 6.3.6 Many sixth form colleges, and further education colleges, have a guidance professional working within their student support team. Such teams typically offer counselling/pastoral support to address problems in areas such as finance, health and accommodation as well as IAG support. The Government focus upon increasing participation in learning, and the retention of students, has encouraged such institutions to expand their IAG support for potential and current students, and they often work in close partnership with staff from their local Careers Service Company/Connexions Partnership.
- 6.3.7 Many of the staff providing IAG support within these college services will have previously worked for a Careers Service company and will hold a relevant guidance qualification.

## 6.4 Higher Education Institutions

- 6.4.1 Careers Advisers in HEIs, by contrast to those in Careers Service Companies, hold a wider variety of guidance qualifications with approximately 60% of AGCAS members holding relevant professional qualifications. A further 10% are known to be studying for one.
- 6.4.2 The survey undertaken by AGCAS in 1996 indicated that 48% of HE Careers Service heads, and 58% of Careers Advisers, held a Diploma in Careers Guidance. In all, three-quarters held a postgraduate qualification of some kind: these included academic Postgraduate Degrees, Teaching Certificates, Diplomas in Personnel Management, Librarianship, Management and Counselling. Whilst their academic qualifications tend to be higher than those of Careers Service staff, and while it could be argued that the range of their qualifications enriches the professional resources within HE Careers Advisory Services (HECAS) the perceived lack of a consistent standard of professionalism remains a weakness in outside perceptions of them (Watts, 1997).

- 6.4.3 To address this issue, AGCAS has supported the development of a Certificate and Diploma in Careers Guidance in Higher Education at the University of Reading. These courses have been designed as open-learning qualifications, which careers staff can acquire whilst in employment. They are optional, rather than mandatory, qualifications that add to the range of existing options. Since the AGCAS reading qualifications were established;
- 36 have completed the Certificate (many do not actually complete before transferring to the Diploma) with 46 current students;
  - 68 have completed the Diploma with 121 current students;
  - 6 have completed the MA with 12 current students;
  - 106 HE institutions in membership of AGCAS have had a least one person enrolled or completed.
- 6.4.4 The Harris Higher Education Careers Service Review, which published its report in January 2001, made a series of recommendations to HEIs one of which was that all staff in advice and guidance roles should have, or be working towards, relevant qualifications or have relevant experience/training. In addition, the Quality Assurance Agency for Higher Education's 'Code of practice for career education, information and guidance' contains a general principle that "the institution should ensure that all members of its staff involved with CEG provision, including academic staff, have the skills, knowledge and training appropriate to the role they are undertaking".
- 6.4.5 In 1997, the then DfEE reviewed the content of the DCG in the light of the introduction in 1995 of an alternative work-based qualification route – the National Vocational Qualification (NVQ) or Scottish Vocational Qualification (SVQ) in Guidance at level 4 (graduate level). It was agreed by the Guidance Sector that there was a need to develop a new qualification to replace the DCG that had a better fit with the S/NVQ route, and in 1999 a new Qualification in Careers Guidance (QCG) was piloted in two universities. In 2000 a further three universities joined the pilot, and it is expected that by 2002 all of the 14 universities currently offering either the DCG or the QCG will offer the new Qualification.

- 6.4.6 The QCG qualification includes significant elements of work-based learning, which can be assessed by an employer or the university. But most importantly, students collate evidence of capability against a range of Learning Outcomes within a portfolio of evidence, rather than through more conventional assessment methods such as essays or case studies. This portfolio can include peer or witness testimony and can be used by the student as evidence against a great deal of the competence requirements for the NVQ, reducing the assessment period for the NVQ (generally a year or more) to a matter of months.
- 6.4.7 The Institute of Career Guidance has worked closely with DfES to ensure that the QCG meets the needs of guidance practitioners and their employers across the UK, no matter what the delivery structure or client context. (Canadian Symposium Report)
- 6.4.8 A summary of training and qualifications (either mandatory or optional) for the different occupational roles within the five main services/systems within HEIs is given in **Table 6.3**. Many Higher Education Careers services expect applicants for posts to be qualified and they also offer a continuous professional development scheme to ensure staff receive ongoing professional development.

<b>Service/Systems</b>	<b>Occupational Roles</b>	<b>Minimum educational qualification for entry</b>	<b>Initial training in guidance and counselling</b>	<b>In-service training in guidance and counselling</b>
Careers Services	Director	1st degree	None required	Cert. CGHE*, Dip CGHE*, MA CGHE*
	Careers Adviser	1st degree	None required	Cert. CGHE*, Dip CGHE*, MA CGHE*
	Information Officer	1st degree	None required	Cert. CGHE*, Dip CGHE*, MA CGHE*

**Table 6.3:  
Training and Qualifications in Higher Education Guidance & Counselling Services**

Service/Systems	Occupational Roles	Minimum educational qualification for entry	Initial training in guidance and counselling	In-service training in guidance and counselling
	Placement Officer	1st degree preferred	None required	Cert. CGHE*, Dip CGHE*, MA CGHE*
	Job Shop Manager	Studying for, or obtained, 1st degree	None required	None
	Lecturer in Careers Education	1st degree	None required	Informal training by Careers Service*
Student Support and Development Systems	Careers Tutor	1st degree	None required	Informal training by Careers Service*
	Personal Tutor	1st degree	None required	Institution-based short courses*
	Enterprise Manager	1st degree	None required	None
	Student Development Officer	1st degree preferred	None required	None
	International Student Adviser	None specified as essential but normally 1st degree expected	None required	None
Counselling Services	Head of Counselling	1st degree or equivalent	Diploma in Counselling 1 year full-time, 2/3 years part-time	4 days per year
	Counsellor			
	Secretary/Receptionist	GCSE + secretarial training	Often, basic counselling	None

<b>Table 6.3: Training and Qualifications in Higher Education Guidance &amp; Counselling Services</b>				
<b>Service/Systems</b>	<b>Occupational Roles</b>	<b>Minimum educational qualification for entry</b>	<b>Initial training in guidance and counselling</b>	<b>In-service training in guidance and counselling</b>
	Medically Qualified Practitioner (Psychiatrist)	1st degree and postgraduate medical training plus specialisation in psychiatry	Placement in Health service Psychotherapy Department	Continuous
Services for Students with Disability and/or Learning Difficulties	Students with Disability and/or Learning Difficulties Adviser	None specified as essential but normally 1st degree expected	None required	Almost none (only University of Central Lancashire and University of Plymouth)*
Admissions and Access Services	Access Officer/ Tutor	None specified as essential but normally 1st degree expected	None required	Certificates and Diplomas in adult guidance at both further and higher education level, including NVQ and university-accredited qualifications*
	Admissions Tutor	1st degree	None required	Institution-based short courses*
<p>*These courses are optional Source: New Skills for New Futures: HE Guidance and Counselling Services in the UK, CRAC.</p>				

## 6.5 Employment Service/Jobcentre Plus

- 6.5.1 Advisers, Senior Advisers and front-line staff provide elements of IAG relating to jobs and training opportunities. If a client requires specialist guidance (such as clients with basic skills needs), the Adviser will refer them to an external provider – this will be an organisation that has contracted with ES/Jobcentre Plus to provide such support.
- 6.5.2 In addition to staff working within Jobcentres, ES/Jobcentre Plus has staff in Action Teams and Outreach Teams who have close links with the community. Many operate from community premises and provide IAG on work and learning.
- 6.5.3 All ES/Jobcentre Plus staff attend a series of internal training courses, which prepare them for their role, including IAG services. In addition to this, a significant proportion of ES/Jobcentre Plus Advisers have an NVQ Level 3 or 4 in Guidance. New Deal Advisers are required to work towards an NVQ Level 3 in Guidance, and to have achieved it within a specified time. Senior Advisers are required to have a Level 3 and be working towards an NVQ Level 4 in Guidance. Other Advisers are encouraged to work towards an NVQ Level 3 in Guidance.
- 6.5.4 Front-line staff working for the ES/Jobcentre Plus are encouraged to work towards at least an NVQ Level 2 in Customer Services, and some staff have gained the Level 4. Others study for relevant Open College Network (OCN) qualifications.

## 6.6 Ufl Ltd

- 6.6.1 Front-line staff working for the **learnirect** national learning advice service are required to work towards a relevant NVQ at level 2., whilst the learning advisors are required to work towards NVQ Level 3 in Guidance. Currently, helpline staff provide information and advice and refer on clients requiring in-depth guidance.

## **6.7 Private Sector**

- 6.7.1 There are no stipulated requirements for staff employed by most private sector IAG providers, but they do often seek people who have gained significant work experience within the private sector, often in Human Resource Management roles.

## **6.8 Policies Designed to Systematically Utilise Alumni, Parents and Employers**

### **Parents**

- 6.8.1 Some primary and secondary schools invite their pupils' parents into school to talk about their jobs as part of Careers Conventions or similar careers-related events, but there is no Government policy that requires them to do so. Careers Service Companies/Connexions Partnerships inform parents of the IAG services that they can provide to their children and many will invite the parents to attend a scheduled careers guidance interview.

### **Employers**

- 6.8.2 There is no Government policy, which requires individual employers to become involved in IAG activities, but many do play a key part in those relating to young people and to adults. Employers are invited to play a key role in IAG provision in schools and colleges through their involvement in careers education programmes – for instance, by giving presentations to students, by providing real-life business problems for pupils to solve, by hosting pupil/teacher visits to their workplace or through mentoring support. They also provide work experience placements for young people and their teaching staff, and for young people and adults who are participating in Government training programmes such as New Deal.
- 6.8.3 Education Business Link organisations help schools and colleges to develop their links with local businesses. For more information refer to paragraph 7.3.4.

## 7 DELIVERY SETTINGS

### Schools

#### 7.1 Relationship between Careers Education Lessons and School Curriculum

7.1.1 All publicly funded secondary schools, including special schools and pupil referral units, are required to provide a programme of careers education to pupils in Years 9 - 11. This requirement came into effect in September 1998. There is no prescribed programme of study for careers education and schools decide what to teach, how to teach and where to place careers education within the curriculum. However, since September 2000, schools have been guided by a non-statutory framework for Personal, Social and Health Education (PSHE) which includes several explicit references to careers education.

7.1.2 The first OFSTED/DfEE Joint Survey of Careers Education and Guidance, published in 1998, found that seven out of ten schools provided careers education as part of a Personal, Social and Health Education (PSHE) programme. Some materials, such as the DfES curriculum resource "The Real Game", can achieve the learning outcomes specified by QCA for Careers Education and Guidance and also for other curriculum areas such as Citizenship.

	Grade 7	Grade 8	Grade 9	Grade 10	Grade 11	Grade 12	Grade 13
Required?	No	No	Yes	Yes	Yes	No	No
Hours	-	-	-	-	-	-	-

7.1.3 As a consequence of there being no statutory requirements expressed in terms of hours it is not possible to complete this table.

## **7.2 Policies to integrate Careers Education into Other Subjects**

- 7.2.1 In 1999, QCA published a document entitled “Learning Outcomes from Careers Education and Guidance” to help schools understand how elements of careers education could be delivered through National Curriculum subjects. This was produced to support the new statutory role for careers education within Years 9 –11 of secondary education.
- 7.2.2 The first OFSTED/DfEE Joint Survey of Careers Education and Guidance, whose findings were published in 1998, stated that “CEG is most effective when pupils can make the links between the various aspects – subjects, PSE, Record of Achievement (RoA)/Progress File, work experience, interviews” – in other words the whole curriculum experience.

## **7.3 Work Experience Requirements**

- 7.3.1 There are no statutory requirements placed on schools to provide work experience opportunities for their pupils, but the DfES supports the view that it can make a major contribution to pupils’ learning - in particular, their preparation for adult and working life. In reality, the vast majority of schools organise one or two week block placements for their Year 10 or Year 11 students. 95% of schools organise experience for pupils in year 10 or 11.
- 7.3.2 Some students may spend a greater amount of time in the workplace, particularly those for whom the National Curriculum has been “disapplied” at Key Stage 4 and/or those who are studying for a vocational course such as a GNVQ. Work experience placements are covered by the Education (Work Experience) Act 1973, as amended in the Education Act 1996 and the Schools Standards and Framework Act 1998. The legislation enables pupils in the last two years of compulsory schooling (Years 10 and 11) to participate in schemes of work experience where arrangements have been made or approved by the LEA with a view to providing work experience as part of a pupil’s education. The Health and Safety at Work Act 1974 requires LEAs and schools to take reasonable steps to satisfy themselves that the placements they arrange will be safe.

7.3.3 Many schools and colleges organise other activities to raise their students' awareness of the "world of work" – these activities can include workplace visits, work shadowing and enterprise activities during which students gain an understanding of the skills required to run a business.

7.3.4 Education Business Link Organisations, such as Education Business Partnerships, help schools and colleges to develop their links with local businesses. They also develop programmes that young people and/or their teachers/lecturers can participate in.

**Table 7.2:  
Work experience requirements and number of hours**

	Grade 7	Grade 8	Grade 9	Grade 10	Grade 11	Grade 12	Grade 13
Required?	No	No	No	No	No	No	No
Hours	-	-	-	-	-	-	-

7.3.5 As a consequence of there being no statutory requirements expressed in terms of hours it is not possible to complete this table.

## 7.4 Other Services Provided to School Students

7.4.1 Each maintained secondary and special school must have an accessible careers library that contains up-to-date information on career opportunities and on post-16 opportunities for further learning such as colleges and training providers. This is underpinned in legislation through the Education Act 1997.

7.4.2 Other career-related activities can include:

- adult and/or peer mentoring programmes;
- Careers Conventions;
- Higher Education activities such as Open Days and HE-based experiences;
- computer guidance packages.

## **7.5 Employment Service/Jobcentre Plus**

- 7.5.1 The core aim of the ES/Jobcentre Plus is to get people into work. ES/Jobcentre Plus provide elements of IAG and contract with private companies, and Careers Service Companies/Connexions Partnerships to deliver specialist provision.
- 7.5.2 ES initiatives for the unemployed deliver IAG services. When an unemployed person is claiming Jobseekers' Allowance, a mandatory requirement is that they have an interview with an Adviser every six months.
- 7.5.3 Under the New Deal programme, a Personal Adviser is assigned to an individual to provide advice and guidance with a variety of activities such as work tasters, subsidised employment, and work experience placements. In addition to this, the Personal Adviser will also offer careers advice and mentoring support.

## **7.6 Tertiary Education**

- 7.6.1 Many sixth form colleges and further education colleges have student support teams that typically offer counselling/pastoral support to address problems in areas such as finance, health and accommodation as well as IAG support. The Government focus upon increasing participation in learning, and the retention of students, has encouraged such institutions to expand their IAG support for potential and current students, and they often work in close partnership with staff from their local Careers Service Company/Connexions Partnership.

## **7.7 The Private (for Profit) Sector**

7.7.1 There is a wide array of commercial organisations that offer IAG services to individuals and to businesses. These include private practitioners, consultants and outplacement agencies. There are few major companies in this field with the majority of the sector comprised of singleton, or small, firms. The majority of this sector's clients are companies, often contracting with the private sector – particularly outplacement agencies – to provide support for their employees. Some of the work takes place at the workplace – this is especially the case where there are large-scale redundancies taking place – whilst other IAG support, particularly that provided to management staff, will be provided at the agency's premises.

## **7.8 Government Steps to Encourage Private Sector Provision**

7.8.1 The Government has taken steps to encourage private sector provision through the privatisation of the Careers Service. Another way in which the Government has encouraged private sector provision is through the issuing of open tenders for the provision of in-depth guidance to ES/Jobcentre Plus clients. Where an ES/Jobcentre Plus Adviser feels that a client would benefit from such guidance they are then referred to an appropriate provider from the contractor list.

7.8.2 A Guidance Vouchers scheme was funded by the European Social Fund (ESF) with the money being issued by the former TECs. Any organisation could bid to the TEC to deliver the scheme and this encouraged the development of private sector companies. However, when funding for the scheme dried up, so to did many of the providers.

## **7.9 Provision by the Community Sector**

7.9.1 Services for adults are often provided in community settings. These services vary from information and signposting services undertaken by professionals working in other sectors – such as health and social services - through to agencies. These agencies often have a broad remit to provide a wide range of advice and support services to clients (of which information and advice for learning and work forms only a part), to advice and guidance delivered through initiatives such as family learning centres, neighbourhood projects, and community education programmes. Many of these serve very specific communities. Such services tend to be relaxed and informal, and takes place at venues people already go to and are comfortable with.

## **7.10 Government Steps to Encourage Community Sector Provision**

7.10.1 As has already been mentioned in paragraph 2.7.3, one way in which the Government has encouraged community sector provision is through the issuing of open tenders for the provision of in-depth guidance to ES/Jobcentre Plus clients. Where an ES/Jobcentre Plus Adviser feels that a client would benefit from such guidance they are referred to an appropriate provider from the contractor list.

7.10.2 IAG Partnerships have a critical role, and a requirement through the IAG Partnership Guidance 2001-02, to engage with the community and voluntary sector through networking, and training and development activities. Examples of this were highlighted in the NFER Report “Evaluation of Adult Information, Advice and Guidance Services”. In one example an IAG Partnership contracted with a Muslim organisation to deliver 60 information and advice interviews. This was found to be an attractive service to Asian women who preferred to make contact with this community provision rather than approach the local careers company.

7.10.3 Many of the activities developed on a local basis with support from Government regeneration funds, such as the Single Regeneration Budget (SRB) and New Deal for Communities, include significant elements of IAG support. Much of this is delivered through, or in partnership with, the community sector as this is seen as the most user-friendly way of reaching those people that statutory services find the hardest to reach.

## **8 DELIVERY METHODS**

### **8.1 Extent of Government Policy Influence on Delivery Methods**

- 8.1.1 The Government is keen to ensure that as many individuals as possible have access to electronic information and is therefore seeking to address the 'digital divide'. This term refers to policy concerns that sections of the population may be excluded from participation in the new, digital technology-based forms of communication, learning and action. The factors underlying this exclusion may include lack of access to the required systems, lack of awareness of training, or confidence building needs.
- 8.1.2 It has therefore commissioned a variety of projects across the regions to research this 'digital divide' and to pilot methods of enabling greater electronic access, including access to electronic IAG services.

### **8.2 Initiatives to Develop Internet Based Services**

- 8.2.1 There are numerous examples of computer software, which focus upon careers-related topics. These include information databases that provide information on education and training courses, and/or occupations. In addition to this, there are guidance systems/self-evaluation programmes, which produce a list of potentially suitable career options based upon client responses to a list of questions. These systems are often linked to an occupational information database.
- 8.2.2 Computer-based information and guidance systems can be accessed through Connexions Partnerships/Careers Service Companies, and adult advisory and guidance agencies. In addition to this, many educational institutions subscribe to computer-based systems for the benefit of their students and information databases are often available through libraries and Jobcentres.
- 8.2.3 Examples include:

- [www.cegnet.co.uk](http://www.cegnet.co.uk) - CEGNET is the website of the national support programme for careers education. The National Association of Careers and Guidance Teachers (NACGT) and Careers Management (CM) have been contracted by the DfES to develop information and services to promote, support and improve careers education in schools and colleges. CEGNET has been developed to host materials identified and developed by the Support Programme and to provide a forum for communication and discussion with careers teachers and those who support them.
- [www.becta.org.uk/careersict/](http://www.becta.org.uk/careersict/) - This site provides information and resources for all those interested in the use of information and communications technology (ICT) to support careers education and guidance work.

8.2.4 An increasing number of homes have Internet access that enables people to access a wealth of information on education, training, careers and job opportunities. In addition to this, educational institutions often provide Internet access for their students.

8.2.5 **Connexions Direct:** call centre and web technology are to be used to provide information, advice and guidance as part of the Connexions Service. This service will be titled Connexions Direct and is still currently in its pilot phase. During the pilot, the first phase of which ends in September 2002, seven propositions are being tested:

- 24-hour working: to assess if there is a demand for a 24-hours a day, seven days a week service;
- call centre organisation: for example, whether there should be one national centre, regional centres, local centres or even whether it should be delivered via the Internet;
- depth of service to be delivered: what proportion of services can be delivered via Connexions Direct and how much can only be provided through signposting;
- staff management;

- referrals: including protocols and information sharing issues;
- call centre management model;
- call process and information storing: to include best practice in terms of recording information and maintaining details.

8.2.6 **Connexions Card:** the Connexions Card has been tested through a series of demonstration projects – testing the functions and benefits since autumn 1999. Four Pathfinder projects were set up in September 2000 to build on the development work of the demonstration projects. Every 16-19 year old in England is to be given a Connexions Card and this dissemination is taking place region by region during 2001-2002. Its objectives are to:

- encourage more young people to stay in post-16 learning;
- support young people to make the 'right choice first time';
- ensure that they attain relevant qualifications.

8.2.7 The Connexions Card will not achieve these on its own, but will contribute to them by supporting many aspects of the Connexions strategy. The key aspects of the Card which have a particular relevance to IAG are that it:

- provides access to careers information and guidance via the associated website ([www.connexionscard.gov.uk/](http://www.connexionscard.gov.uk/));
- acts as a marketing tool to remind young people of their entitlement to quality assured and appropriate learning opportunities.

8.2.8 The website contains a 'Course Search' section which contains details of all learning opportunities available to young people within England, a 'Career Bank' which holds information about a specific job or enables the user to search for jobs that are suited to their skills or interests, and a 'Learning Options' section which provides information on learning opportunities.

8.2.9 **worktrain** ([www.worktrain.gov.uk](http://www.worktrain.gov.uk)) is a new internet site, which was jointly developed by DfEE (now DfES), and the DWP (ES/Jobcentre Plus). The site was launched by the Secretary of State for Education and Skills in March 2001:

*“The **worktrain** website, one of the most advanced websites of its kind in the world, will also be available at UK online centres for jobseekers to access information about jobs, careers and learning information. It was developed by the then DfEE, the DWP (ES), Ufl and the FI Group. It is designed to be easy to use, even for those who haven’t used the internet before. It shows how joining up Government services using ICT can deliver real value to the citizen. This links our agenda of employability, through gaining skills appropriate to filling vacancies, with our key labour market objectives, including full employment”*

8.2.10 Within **worktrain**, users are able to:

- look for jobs: the site draws on the ES/Jobcentre Plus nationwide database of approximately 400,000 current vacancies along with vacancies from other European sources. Users can search for vacancies by location, job-type and other criteria;
- find training provision: the site has access to the **learndirect** database of approximately 500,000 learning opportunities;
- look for occupational information: over 600 occupations are described in detail along with information on the qualifications and aptitudes required, also **learndirect** Futures provides an online careers diagnostics package;
- search for childcare: the site has details of over 90,000 childcare providers;
- move to other helpful sites: the ‘useful information’ section provides direct links to other sites that provide information on childcare, benefits, the Connexions site and many more.

8.2.11 Other sites of interest include:

- [www.dfes.gov.uk](http://www.dfes.gov.uk): the DfES website which includes information on a wide range of Government initiatives and policies;
- [www.qca.org.uk](http://www.qca.org.uk): the site of the Qualifications and Curriculum Authority, which contains information on academic and vocational qualifications for England, Wales and Northern Ireland;

- [www.newdeal.gov.uk](http://www.newdeal.gov.uk): provides information on ES/Jobcentre Plus New Deal programmes;
- [www.prospects.csu.ac.uk](http://www.prospects.csu.ac.uk): graduates can access the Careers Service Unit's Prospect's website. The site offers up to date careers and vacancy information, guidance and links to many other sites;
- [www.ucas.ac.uk](http://www.ucas.ac.uk): includes information on higher education courses and institutions, provides links to HEI websites, and also a database of access courses;
- [www.careersoft.co.uk](http://www.careersoft.co.uk): this site provides links to HEI websites and to industry professional bodies;
- [www.lifelonglearning.co.uk](http://www.lifelonglearning.co.uk), A site managed by the Department for Education and Skills devoted to the development and promotion of lifelong learning. The site includes a page on the work of the Department's Adult Guidance Policy Team.
- [www.lsc.gov.uk](http://www.lsc.gov.uk) includes information on the remit of the LSC

### **Learndirect**

8.2.12 In its 'Learning Age' Green Paper, the Government set out its vision of 'a learning society in which everyone, from whatever background, routinely expects to learn and upgrade their skills throughout life.' Backed by the Government, Ufi Ltd was created to make that vision possible and it established the **learndirect** service. A **learndirect** telephone helpline was established in February 1998, which is currently staffed by 226 full-time equivalent telephone advisers. As well as providing a telephone helpline, **learndirect** has recently introduced a "Futures" online diagnostic package, which individuals can access and use.

8.2.13 The learning advisers provide information and advice on all learning opportunities, by interrogating a database of over 500,000 courses. Over five hundred **learndirect** course are also available, for use whether at **learndirect** centres or online at home, offering the time, place, pace and style of learning that responds best to the learner's needs.

## 8.3 Examples of Screening Tools to Match Clients to Service Provision

### Young People

- 8.3.1 Careers Advisers, in partnership with Careers Co-ordinators in schools, often issue questionnaires to young people in Key Stage 4, which ask them a series of career/learning-related questions. Their responses enable the Careers Adviser/Personal Adviser to assess the urgency of their need for IAG support. Schools and Careers Service Companies/Connexions Partnerships may also use psychometric tools such KUDOS and those provided by JIIG-CAL, including 'Odyssey' which uses occupational information supplied by DfES.
- 8.3.2 Some Connexions Partnerships have mapped existing assessment tools, of which there are a great number. Some of these are widely used, such as the British Psychological Society diagnostic tools, and there are others, which are specific to the work of particular agencies.
- 8.3.3 The Connexions Service National Unit has developed a Connexions Framework for Assessment, Planning, Implementation and Review to underpin the delivery of IAG services by Connexions Personal Advisers. It contains guidance, along with supporting material, to help Personal Advisers with the identification of client needs, to plan effectively and to take action to meet their needs. These could span a wide range of issues, which could hinder young people's progression ranging from motivation through to housing and health issues. It is intended that it complements existing assessment models, particularly the Framework for Assessment of Children in Need and their Families from the Department of Health and the Youth Justice Board's ASSET model.
- 8.3.4 The Connexions Framework includes a profiling kit, setting out a range of issues, which the Personal Adviser could use to guide their assessment of a young person. As circumstances change over time, the Framework recommends that assessment be an on-going process including regular opportunities for updating.

## Adults

- 8.3.5 The main assessment tool used by the ES/Jobcentre Plus is the Client Progress Review. Advisers use this kit to make an initial assessment of their clients' basic skills levels and to decide whether they require further support. In some cases, this support can include specialist careers guidance.
- 8.3.6 Training providers, especially those providing Government-funded training programmes for the unemployed, will use a variety of tools to assess their clients' needs. These often include an assessment of their clients' interpersonal skills and job search skills as well as their basic skills levels. These can be assessed through, for instance: one-to-one contacts, observations, role-play exercises and group discussions.
- 8.3.7 Some IAG providers are piloting, in consultation with **learndirect**, standard basic skills diagnostic tools commissioned by the Adult Basic Skills Strategy Unit. Others are using basic skills diagnostic tools developed by NFER-Nelson.

## 9 CAREERS INFORMATION

### 9.1 Public Sector Role in Producing Careers Information

9.1.1 DfES has a team whose main function is to produce and distribute careers information. The team now forms part of the Connexions Service National Unit and the publications previously produced by the Careers and Occupational Information Centre (COIC) are now included in the Connexions portfolio. The publications are a mixture of free and priced publications aimed at schools, colleges and Careers Service Companies/Connexions Partnerships. Some of the publications are targeted at guidance practitioners, but can also be used by young people and adults. The task of writing, updating and quality assuring the materials is in the process of being contracted to an external company, with DfES involvement in ensuring the quality of final products.

9.1.2 The Government feels that it should play a role in the production of careers information to ensure that the information provided is as comprehensive as possible and takes account of equal opportunities issues. Key publications previously disseminated by COIC include:

<b>Table 9.1 Examples of COIC materials</b>	
Occupations	Targeted at practitioners. A comprehensive reference book/CD Rom on jobs. £35 per format.
Which way now?	Targeted at Year 9 pupils considering their Year 10/11 study options. Free of charge
Job File	Contains brief information on approximately 100 jobs. Free of charge.
It's Your Choice	Targeted at Year 10/11 pupils and provides information on post-16 learning options. Free of charge.
Newscheck	A journal, which is published nine times a year. It features articles and news on Connexions, support services and careers education and guidance. Free of charge.
Connexions Newsletter	Published every 2 months to provide a Connexions update for practitioners and other interested parties. Free of charge.

Directory of Careers resources for Working with Special Needs Clients	Targeted at Personal Advisers and others involved in careers education and guidance. Free of charge.
Working In booklets	There are 47 titles in this series of booklets, each looking at a different area of work. £5-6 per booklet.
The Real Game	Careers education and citizenship programme that enables students, through a series of activities and experimental learning, to discover the realities of the adult world. Priced per kit.
Careers Library Classification Index	Book, posters and disc.

- 9.1.3 COIC also worked in close partnership with external organisations to develop IAG materials. Examples include “Odyssey”, a database which, in addition to occupational information, includes a general information section, job search and job match facilities, access to job vacancies on the Internet and an email facility. Further information on COIC publications can be found at [www.connexions.gov.uk](http://www.connexions.gov.uk).
- 9.1.4 “Second Chances”, a publication for guidance practitioners working with adults is produced free of charge by another section of DfES. Adults seeking careers information can also use this document. However, when Second Chances is updated, in June 2002, it will be a priced publication, produced by Lifetime Careers Wiltshire who will be assigned the copyright for Second Chances. In addition to these printed and electronic publications, the Government is increasingly offering careers information through websites. With the introduction of Connexions, they are considering the creation of a Youth Portal, which will provide access to a wide range of information including careers information along with information on, for instance, health and relationship issues.
- 9.1.5 The European Employment Service (EURES) is part of the ES/Jobcentre Plus and, through this Europe-wide network of EURES advisers, provides information on work, study and learning opportunities throughout Europe. Each region in England has a EURES Adviser.

## 9.2 Typical Types of Career Information

9.2.1 Careers information is provided in a variety of formats including leaflets, printed guides; written publications; information sheets; CD Roms; websites; kits and games. There has been a significant increase in the number of IAG sites available on the Internet, but it is clear that there is a continued demand for paper-based materials.

9.2.2 Some of the key Internet sites are described in Section 8, and some of the paper-based and electronic information sources are described earlier in this section. Other key sources of electronic-based IAG include:

- **UK Course Discover:** a national database of further and higher education opportunities, which has been produced by ECCTIS 2000. It is available by subscription and provides information on more than 100,000 courses at over 1000 universities and colleges of higher and further education throughout the UK;
- **The PICKUP National Training Directory:** this database, produced by Guildford Educational Services, contains information on over 30,000 vocational short courses and training opportunities;
- **Second Chances:** a reference source for staff involved in the provision of IAG for adults (although it can be used by individuals also). It includes information about education and training opportunities. See para 9.1.4 for more details.

## 9.3 Target Client Groups for Career Information

9.3.1 The target client group(s) will vary depending on the publication but publications are usually aimed at young people or at adults, although some is appropriate to both. The majority of publicly funded careers information is targeted at young people, and often at certain age groups - for instance, the "Which Way Now" series is aimed at Year 9 students (13-14 year olds). Some information, such as "Occupations", may be primarily targeted at practitioners but can also be used independently by young people and adults.

- 9.3.2 Careers Service Companies and Connexions Partnerships have created their own localised websites, which contain local learning, guidance and employment information for young people. Most national guidance-related sites are also targeted at particular age or interest groups. A number of sites for older people are holistic in their design, and in the range and depth of the information they contain – examples of these include websites managed by Age Concern and Help the Aged.
- 9.3.3 The **learnirect** website contains information that is relevant to all age groups, even though it is targeted at adults. The Connexions Direct telephone and on-line information and advice services are being designed specifically for young people. However, they will contain information relevant to the whole family and to IAG staff who are working with young people.

#### **9.4 Methods Used to Gather Careers Information**

- 9.4.1 The new contracting arrangements will continue the previous COIC practice of using professional writers and researchers to produce the publications and software that they market. The writers and researchers are required to quality assure/validate their work by checking with the appropriate authorities – for instance, job specific research might be checked with the NTOs.
- 9.4.2 Careers Service Companies and Connexions Partnerships produce various forms of careers information to inform their clients about the local labour market. Information is gathered through employer surveys and by using data compiled by other local partners, such as local authorities and Local Learning and Skills Councils.

## **9.5 Steps Taken to Ensure Careers Information is Accurate and Timely**

- 9.5.1 All Connexions/COIC publications are regularly reviewed and updated to ensure their accuracy, with most publications being revised every 1-3 years. Guidance professionals provide the Connexions team and new contractor with feedback on an ongoing basis, and some market research is also carried out. Information contained in websites can be reviewed and updated on a more regular basis, which is a significant benefit of this medium.
- 9.5.2 In relation to the information contained within schools, the Education Act 1997 states that publicly funded secondary schools should provide “up-to-date reference materials”. In the second half of the 1990’s, the then DfEE channelled Careers Library Initiative funding, administered through Careers Service Companies, to secondary schools and colleges. Education establishments used this funding to enhance the content and/or infrastructure of their careers library to help ensure that the material it contained was up-to-date and that it was accessible to students. This funding is no longer ring fenced within a Careers Service company/Connexions Partnership budget, but they are expected to provide at least the same level of funding to educational institutions in their area.
- 9.5.3 The DfEE/OFSTED joint “Survey of Careers Education and Guidance in Secondary Schools”, published in 1998 stated, “90% of schools have a careers library and 75% of schools have a good range of careers information”.

## **9.6 Steps Taken to Ensure Career Information is User-Friendly**

- 9.6.1 Careers Service Companies, and now Connexions Partnerships, are required through their contract with the Secretary of State for Education and Skills, to provide material in a way that enables people with disabilities, learning difficulties or sensory impairments to make use of and understand it. Careers Advisers/Personal Advisers work with Careers Co-ordinators to identify their students' needs and agree how information can most helpfully be presented to take account of their needs. These requirements are also placed on their sub-contractors the Connexions Service National Unit.
- 9.6.2 To enable their students to understand how to access and use information contained within a careers library, including electronic resources, many Careers Service Companies, in collaboration with schools, have developed induction programmes. These programmes introduce students to the careers library and its resources, and some can result in a Careers Library Users' Award. Some schools have students who, during break times and lunchtimes, are on duty in the careers library to help their peers to access information.

## **9.7 Typical Distribution Methods for Career Information**

- 9.7.1 A wide variety of methods are used to distribute careers information. In relation to Government-commissioned information, COIC issues a catalogue to schools and IAG providers listing its IAG materials. It then relies on individual institutions, and organisations, to submit orders for the materials they require.
- 9.7.2 Other providers, including organisations linked to Careers Service Companies/Connexions Partnerships, use a variety of distribution methods including sending flyers to educational institutions, sending a free copy with an order form for further copies and/or relying on reviews contained within publications such as "Newscheck".

- 9.7.3 Careers Service Companies and Connexions Partnerships that produce information for their client groups may distribute materials through their linked Careers Adviser/Personal Adviser.
- 9.7.4 Secondary schools and colleges provide a key means of distributing careers information through their careers libraries. “Better Choices 8” from DfES describes the materials that should be contained within such a library. Careers Service company/Connexions Partnership staff support Careers Co-ordinators with the maintenance and development of their resources. DfES is currently reviewing Better Choices 8.

## **9.8 Role of Private Sector in Career Information Provision**

- 9.8.1 The private sector publishes and sells careers information in all its forms, and many publications are available free of charge as they are financed through advertising. Key publishing companies in this sector include Trotmans, Hobsons, Springboard and Kogan Page along with publishing companies established by some Careers Service Companies.
- 9.8.2 Some examples of these Careers Service Companies are Careers Wiltshire, whose catalogue includes ‘CLIPS’ leaflets, which provide information on a wide range of occupational areas, and Careers Europe (part of Careers Bradford), which provides information on opportunities across Europe. Careers Europe is the UK member of the LEONARDO National Resource Centres for Vocational Guidance (NRCVG). Established by the European Commission, the NRCVG is a network of resource and information centres that promotes mobility throughout Europe. The NRCVG exists in all EU and EEA Member States and acts as a link between the guidance services of each country, exchanging information about work, study and training opportunities throughout Europe.
- 9.8.3 The private sector also works closely with the Connexions team within DfES in the writing and production of IAG materials.

## **9.9 Extent of Government Influence on Private Sector Provision of Career Information**

- 9.9.1 The Government has influenced the provision of careers information by the private sector in a number of key ways. For instance, through the commissioning of materials and by paying for the development and piloting costs of an item and then seeking a private sector company to take it forward either in partnership with DfES or on their own.
- 9.9.2 DfES, through its Connexions team, provides information on materials produced by the public and private sector and contains reviews of relevant publications within its “Newscheck” newsletter.

## **9.10 Typical Use of Labour Market Data in Career Information**

- 9.10.1 The COIC team within DfES quality assures all materials produced under its banner to ensure that they contain relevant and up-to-date labour market data.
- 9.10.2 Most, if not all, Careers Service Companies have a history of adapting (or adding to) nationally produced careers information to provide their clients with information on local labour market opportunities. Much of this information has been gathered through visits to local employers as well as through the analysis of data gathered by partner organisations. Some Careers Service Companies have also developed worksheets and packages that can be used by teachers as part of their curriculum teaching, and not just in Careers Education lessons.
- 9.10.3 In addition, Careers Service Companies/Connexions Partnerships must ensure that they:
- have adequate and up-to-date regional, national and international labour market information so that client careers decisions can be made in the knowledge of job opportunities and employment trends;
  - make this information available to clients and their parents/guardians and educational institutions in a form, which is easily understandable.

9.10.4 In 1997-8, the DfEE provided funding for twenty-three pilot projects that developed and trialed ways in which labour market data could be made more accessible to young people. Findings which emerged from an in-depth evaluation of four of these projects, undertaken by the National Institute of Economic and Social Research between 1997 and 1999, included:

- “understanding of labour market information among teachers and other ‘mediators’ is low”;
- “projects aimed to encourage active involvement” of young people;
- “Careers Advisers and teachers need to have materials during the late Spring or early Summer term, when they are planning their programmes for the next school year”;
- young people’s “knowledge of labour markets needs to be complemented by the skills and confidence needed to use it in practice”.

9.10.5 Training Access Points (TAPs) are provided by some Local Learning and Skills Council where they exist they are databases of information on education and training opportunities in a particular geographic area. TAP databases cover the whole range of learning providers including, public, private and voluntary sectors.

## 10 FINANCING

10.1.1 It is difficult to provide any detailed estimate of the cost of Government-funded provision of IAG services in England, but an indication is provided through Government funding for the Connexions Service, for IAG Partnerships, and for **learnirect**, and for worktrain.

- **Connexions/Careers Service** In 2000-2001, the Government provided £243 million of funding for the Careers Service in England. In 2002-2003, the Government will be providing £420 million for the Connexions Service.
- **IAG Services for Adults**, 2002-03 £37 million was available for LSC funded adult IAG provision. For 2003/04 £43 million will be available for LSC funded adult IAG services.
- **Worktrain's** expenditure for 2001-02 was £3million,
- **Higher Education Careers Services** 2000-2001 £41 million estimated expenditure devoted (within the HEFCE block grant) to HECS. The information derives from a sample of data collected during the Harris Review of the Careers Services.
- **learnirect** £11.25 million was made available to support the helpline in 2002/3. In 2003/04 £12.25 million will be made available.
- In addition there is expenditure on Higher Education career services, the Union Learning Fund and Jobcentre Plus.

### 10.2 Methods used by Governments to Fund Services

#### Young people

10.2.1 Provision for young people has been assured by the statutory nature of Careers Service support and Government funding has been channelled to Careers Service Companies through DfES. Connexions Partnerships get their resources in three main ways:

- funding from the Connexions Service National Unit within DfES;

- resources in kind or in cash terms from partners at a local level (including Government funded organisations such as relevant parts of Youth Services and Youth Offending Teams);
- European Social Funds and other external funding, such as regeneration funding or the National Lottery.

### **Adults**

10.2.2 The main channels of Government funding for adults are the IAG programme and ES/Jobcentre Plus programmes. In 1998, the Government announced a new strategy for IAG services for adults and made £54 million available over a 3-year period – 1999 to 2002/.

10.2.3 Funding for these 75 IAG Partnerships is channelled through the Learning and Skills Council (LSC). The Welfare to Work programmes managed by the ES/Jobcentre Plus – such as the New Deal programmes for specific target groups – are the other key channels for Government funding. However, a significant proportion of provision for adults is based upon a variety of other funding sources many of which are short-term. These include the European Social Fund, other European Union funds and the Single Regeneration Budget.

10.2.4 In March 2001, the Lifelong Learning Minister announced that an additional £52 million would be spent on IAG for adults over the following three years, including £5 million for a pilot scheme to offer free in-depth guidance in disadvantaged communities.

10.2.5 Careers Service Companies that provide adult guidance services, fund them in three main ways:

- fee-charged services to individuals: these are not usually costed at full market rates and are therefore subsidised by other sources of funding;
- fee-charged services to employers: these are mainly for services provided to their staff and can include outplacement services or broader Human Resource Development (HRD) services;

- publicly-funded services, which are free to individuals: funding can come from a variety of sources, and is often targeted at specific client groups, such as unemployed adults.

10.2.6 The Centre for Guidance Studies (University of Derby) and the National Institute for Careers Education and Counselling (NICEC) undertook a survey for the Department for Education and Employment in which Careers Service Companies were asked who had funded their IAG services for adults in the 1999/2000 financial year and who they anticipated would fund their services in 2000/2001. Their feedback is outlined in **Table 10.1** below.

<b>Source</b>	<b>1999/2000<sup>6</sup></b>	<b>2000/2001</b>
Employment Programmes	87	84
Individual users' fees	74	70
TEC	66	45
ESF or other EU funds	65	55
SRB	61	61
DfEE IAG for Adults funding	50	82
Employer contracts	46	43
Other source	32	20
Local Authority	32	32
FEFC	8	5
Ufl Hub	5	12
RDA	-	-

Source: Careers Service Work with Adults: A Survey, CeGS.

10.2.7 In 1999/2000, the most frequently mentioned sources of funding were employment programmes (e.g. New Deal), individual users' fees, TEC, ESF or other EU funds, and the Single Regeneration Budget. Infrequently mentioned sources were Ufl hubs and the FEFC whilst no one mentioned a Regional Development Agency (RDA). Fifty per cent of the companies mentioned received IAG Partnership funding from DfEE and just under fifty per cent mentioned that they had employer contracts. Approximately one-third mentioned receiving local authority funding or funding from other sources.

<sup>6</sup> These figures represent percentages, however they do not sum to 100% as the companies were asked to identify their three most important sources of funding.

- 10.2.8 In 2000/2001, the main change anticipated from 1999/2000 was a decline in the number of companies expecting to be funded by their local TEC (as they were replaced in April 2001 by Learning and Skills Councils) and a substantial increase in companies expecting funding from their local IAG Partnership.
- 10.2.9 The main change in 2000/2001 was the increase in importance of IAG Partnership funding. This was mentioned most frequently as one of the three most important sources of funding.
- 10.2.10 The Government remains committed to the original principles and vision of the ILA programme. It represented innovative policy making and attracted a huge new interest in learning. We are now developing a new groundbreaking National Skills Strategy in which ILAs must form a coherent part of the future of adult learning. We will bring forward proposals for a successor scheme for ILAs in June 2003 as part of the National Skills Strategy.

### **10.3 Extent of Individual Contribution to Costs of Services**

- 10.3.1 IAG is provided free of charge to those for whom it is a statutory requirement – that is, for young people aged 13 to 19 although this upper age limit is extended for young people who have a disability.
- 10.3.2 Adults have access to free information and advice, but in-depth guidance is not funded unless they are on one of the Government's New Deal, or other relevant Welfare to Work, programmes administered through ES/Jobcentre Plus and on which guidance is an element of provision.

10.3.3 As part of a recent survey undertaken by the Guidance Council, researchers asked those who said that they were likely to undertake some form of learning in the next three years, whether they would be willing to pay for advice about learning. Seventeen per cent said that they were willing to pay with 13% stating that they might be willing. (“What are adults’ expectations and requirements of guidance?” A Millennium Agenda). Those who appeared to be the most willing to pay for advice about learning were the self-employed, professional and managerial workers and those with the highest household incomes.

#### **10.4 Availability of Cost and Expenditure Data**

10.4.1 There is very little quantitative data available on IAG costs and expenditure, as yet, but a typical example of the charges made to individuals for the provision of such services by a Careers Service company is shown in **Table 10.2 below**.

<b>Table 10.2</b> <b>Charges for IAG provision for adults</b> (November 2001)	
<b>Item</b>	<b>Charge</b> <i>(includes VAT)</i>
<b>Information</b>	Free
<b>Short interview (30 minutes)</b> with a qualified Careers Adviser	£25.00
<b>Personal consultation (1 hour).</b> An in-depth interview with a qualified Careers Adviser	£45.00
<b>CV production</b>	£60.00
<b>Psychometric testing.</b> Includes a battery of tests, a full written report and an in-depth interview to explain findings	£120.00
<b>Comprehensive package</b> (all of the above)	£175.00

10.4.2 The “Evaluation of Local Adult Information, Advice and Guidance Services”, undertaken by NFER during 2000, gave the following approximate costings for IAG services: £5 for information, £17 for advice and £53 per guidance episode. The estimated costs of outreach services were higher with information costing £9 and advice costing £42.

10.4.3 Feedback from the Institute of Careers Guidance (ICG) suggests that the cost of guidance provided by the private sector is likely to be in the range of £60-80 per hour if not higher with their comprehensive packages being in the region of £300-500.

## **10.5 Best Available Estimates of the Cost of Government Provision of Services**

- 10.5.1 It is difficult to provide any detailed estimate of the cost of Government-funded provision of IAG services in England, but an indication is provided through Government funding for the Careers Service, the Connexions Service and for IAG Partnerships.
- 10.5.2 In 2000-2001, the Government provided £243 million of funding for the Careers Service in England. In 2002-2003, the Government will be providing £420 million for the Connexions Service and this will increase to £455 million in 2003-2004. In relation to IAG Partnerships, the Government provided £54 million for a 3-year period, from 1999 to 2002, and has recently announced £133m for the period 2001-2004 including £5m to pilot adult guidance

## **10.6 Statutory Salaries of Professionals Delivering Services**

- 10.6.1 Outlined below are the salaries paid to professionals providing statutory services. The salary bands are shown without the London weighting – an additional payment is made to staff working in the London area. In many cases, there is an Outer and an Inner London weighting, with the Inner London weighting being the highest additional payment.

### **Careers Service/Connexions Service**

- 10.6.2 Salaries vary according to the sector in which a career guidance practitioner is working. However, a newly qualified Careers Adviser can expect a starting salary of around £18,000-£20,000 rising to around £24,000 after a number of years' experience. Progression into certain specialisms, or to middle management, will bring a salary of up to £35,000, with salaries for senior managers and Chief Executives rising to £50,000 and above.

### **ES/Jobcentre Plus**

10.6.3 Front-line staff working for the ES/Jobcentre Plus are paid on a range from £11,020 to £14,710. Advisers are paid from £14,770 to £18,970 with Senior Advisers earning between £18,090 and £20,410.

### **Private Sector**

10.6.4 Information is not available on the salaries paid to guidance staff working in the commercial sector.

## 11 ASSURING QUALITY

### 11.1 Steps Taken by Government to Maintain and Increase the Quality of Provision of Services

11.1.1 A variety of quality approaches have been, and are being, developed to assure quality across the various sectors and providers. Some of these are mandatory requirements whilst others are worked towards on a voluntary basis. In addition to these, the principle of “Best Value” applies to Government provision. Best Value was introduced to local authorities in England by Part 1 of the Local Government Act 1999 and is a process with two key elements:

- year on year incremental improvements in service performance as measured by performance indicators or other criteria;
- a 3-yearly cycle of fundamental reviews conducted against “the four Cs” that:
  - challenge the need for the service and how it is configured;
  - consult with users, staff and other stakeholders;
  - compare performance with other similar services;
  - demonstrate that the approach taken to service delivery is competitive with other potential service providers.

#### **Schools and colleges**

11.1.2 OFSTED inspections of the publicly funded secondary sector include careers education and guidance provision within their remit. The Framework for Inspection for school provision of careers education and guidance is contained in the OFSTED Handbooks “Guidance on the Inspection of Secondary Schools” and “Guidance on the Inspection of Special Schools”. The evidence sought by OFSTED when evaluating a school’s careers provision is:

- a well-documented and co-ordinated careers programme;
- clear liaison with the careers service;

- up-to-date information on the full range of post-16 options;
- impartial guidance, free from stereotyping and bias;
- well-planned and monitored work experience;
- a staff development programme with access to appropriate training.

11.1.3 A training pack was produced for OFSTED inspectors tasked with the role of inspecting and reporting on this area of the curriculum – this included a section on how to inspect and report upon the interface between the school and the Careers Service.

11.1.4 In 1997/8, OFSTED and DfEE carried out a national joint inspection of all aspects of careers education and guidance provided by a large sample of schools and Careers Service Companies. Their findings were published in two “National Survey of Careers Education and Guidance” documents – one for secondary schools and one for special schools and pupil referral units.

11.1.5 In 1999, the Qualifications and Curriculum Authority published a document entitled “Learning Outcomes from Careers Education and Guidance”. It sets out suggested learning outcomes from CEG at Key Stages 3, 4 and post-16 against the three broad aims of CEG – self-development, career exploration and career management.

### **Careers Service Companies**

11.1.6 The Framework set for Careers Service Companies were contained within “The Requirements and Guidance for Providers” document and in their contract with the Secretary of State for Education and Skills. Their work has been quality assured in two ways – the first has been based upon internal quality management systems that are agreed and periodically audited by regional Government Office staff. The second has been through independent external inspections undertaken through the office of the Chief Inspector of Careers Services.

### **Connexions Service**

- 11.1.7 The Connexions Service National Unit (CSNU) is developing a Performance Management and Contracting Framework (PMCF) to provide a holistic approach to performance management within Connexions Partnerships. At present, Connexions Partnership Business Plans – which are submitted to their regional Government Office - include an outline of planned performance management activity for the following financial year. Partnerships are also required to undertake an annual self-assessment of their performance against a set of recognised criteria, and it is anticipated that the resulting report will form the starting point for OFSTED inspections as Connexions Partnerships are to be inspected by its Post-Compulsory Education Division.
- 11.1.8 Some of the Partnerships that became operational during 2001 have already received short themed monitoring inspections from OFSTED and a report is expected in Summer 2002. Detailed discussions are currently taking place between DfES and OFSTED about the nature and scope of inspection activity from April 2002 onwards.

### **Higher Education**

- 11.1.9 The Association of Graduate Careers Advisory Services (AGCAS) has developed standards, based on the National Quality Standards for Learning and Work, for HE careers education, information and guidance provision. In addition, the Quality Framework of the Higher Education Quality Assurance Agency (QAA) also has a separate Code of Practice covering IAG.

### **Employment Service/Jobcentre Plus**

- 11.1.10 The ES/Jobcentre Plus is currently exempted from any requirement to gain Quality Standards for Learning and Work accreditation. However, the ES is currently operating two pilots – which will run until June 2002 – in which districts are exploring the benefits of becoming accredited. Early findings are that ES/Jobcentre Plus staff undertakes a significant amount of IAG work but they do not always recognise it as such.

## **Learning Providers**

- 11.1.11 The Adult Learning Inspectorate (ALI) has responsibility for inspecting IAG services provided by learning providers. Section 6 of the “Post-16 Inspection Framework” sets out key indicators on service quality and accessibility.
- 11.1.12 The International Board for Career Management Certification (IBCMC) is reviewing how it establishes and maintains quality standards within the private sector and is working with the International Association of Career Management Professionals (IACMP) and the Association of Outplacement Consulting Firms (AOCFI). The IACMP promotes the standards and development of IAG practitioners and the AOCFI is committed to career firms proactively meeting “the needs of the workplace through ethical practices”. IBCMC is “the association that focuses on establishing standards of excellence and a mechanism for assuring individuals and organisations that career professionals have the training and the background they need to lead others through work and life transitions”.

## **11.2 Standards for Provision of Services**

### **National Occupational Standards for Guidance**

- 11.2.1 The National Occupational Standards for Guidance were developed by CAMPAG the National organisation for education, training and standards setting in advice, advocacy, counselling, guidance, mediation and psychotherapy. The Level 3 and Level 4 National Vocational Qualifications (NVQs) are based upon these standards.

### Quality Standards for Learning and Work

- 11.2.2 DfEE commissioned the Guidance Council – a registered charity and company limited by guarantee, set up by the CBI and RSA in 1994 - to lead the development of national quality standards for providers of IAG services through consultation with the Council's members. DfEE contracted with the Guidance Council to provide support to IAG Partnerships in their implementation of continuous quality improvement and to establish an independent Guidance Accreditation Board (GAB) that would award a badge of quality to organisations meeting the quality standards.
- 11.2.3 The GAB was established by the Guidance Council in autumn 1999 with pump-priming funding provided by the DfEE. The GAB assesses organisations against the Standard, where the criteria are met, awards accreditation against the national Quality Standards for Learning and Work. This tells clients and prospective clients that providers have been assessed and accredited as the GAB Quality Mark is a sign of quality-assured service provision. By December 2001, some two thousand organisations were working with the Standards of which some 800 had gained accreditation. Members of IAG Partnerships must have accreditation against the standards to access IAG programme funds.
- 11.2.4 In February 2002, National Standards for Learning and Work were revised and re-branded the **matrix** Standard. The **matrix** Standard is generic and offers greater flexibility to ensure it is relevant to all types of delivery, to clients of all ages.
- 11.2.5 The majority of bodies for guidance professionals have also developed codes of practice that their members are expected to meet. One example of this is the Association of Graduate Careers Advisory Services (AGCAS) that produced a code to encourage good practice in graduate recruitment. This was developed in collaboration with the association of Graduate Recruiters (AGR) and the National Union of Students (NUS).

### **Other Relevant Quality Standards**

- 11.2.6 In addition to the IAG specific standards outlined above, many guidance providers have worked towards one or more of the following quality standards - the European Framework for Quality Management (EFQM) Model; the Community Legal Services Framework; Investors in People; ISO 9000; Charter mark, and Best Value principles - to facilitate quality assurance.

### **11.3 Standards for Competencies Required by Staff**

- 11.3.1 A significant proportion of the professional associations representing staff who provide IAG services have developed standards, which their members are expected to meet. For example, the Institute of Careers Guidance (ICG) has established codes of professional and ethical practice. The code of ethical practice covers the standards of competence, integrity and rigour expected of its members. In 1999, the Institute established a Register of Guidance Practitioners that its members are invited to join, and which commits them to continuous professional development.
- 11.3.2 The contracting-out arrangements for the delivery of Careers Services required Careers Service Companies to meet their contract by ensuring that their resources and staff skills met DfEE's requirements. This included specifications for competence requirements in terms of NVQ Levels 3, 4 and 5.
- 11.3.3 In addition, providers of IAG services need to demonstrate that their staff are competent to deliver the services they are offering by using the National Occupational Standards as a benchmark for assessing competence.

- 11.3.4 DfES has commissioned the Employment NTO (ENTO) to develop an occupational competency framework package for IAG frontline staff and their Managers/Coordinators. The framework does not concentrate specifically upon occupational standards but encompasses the processes of recruitment, selection, induction, appropriate qualifications and continuous professional development of practitioners within the IAG arena. The occupational element includes the existing advice and guidance occupational standards. It also includes a range of other occupational competencies such as IT, admin, customer service, project management etc.
- 11.3.5 In relation to the Connexions Service, initial work has been completed to map existing National Occupational standards against the competencies required by Personal Advisers. National occupational standards for the Personal Adviser will, if introduced, reflect good practice in relation to racial awareness and cultural diversity. The development of national occupational standards will allow practitioners to evaluate their skills and knowledge using nationally agreed standards as a benchmark of best practice.
- 11.3.6 OFSTED inspectors, who work to OFSTED's framework for the Inspection of Schools, examine careers education and guidance and work related learning as part of their inspections of secondary schools.
- 11.3.7 The Further Education and Funding Council (FEFC) have inspected Further Education Colleges against a framework for self-assessment and inspection. This included an element on "support for students", which required colleges to produce evidence that "quality statements" had been met. In addition, colleges were required to produce a students' charter, which included the right for students to access "impartial advice". The implementation of such charters was monitored during college inspections. These arrangements have changed with the introduction of the LSC in April 2001. OFSTED's responsibilities have now been extended to cover 16-19 year olds in schools and colleges. The Adult Learning Inspectorate (ALI) has been established to cover post-19 provision in colleges and work-based learning.

## **11.4 Formal Requirements for Qualifications Required by Staff**

11.4.1 The Secretary of State for Education and Skills currently recognises three initial training qualifications for advisers offering careers guidance to statutory clients: the Diploma in Careers Guidance (DCG), the Qualification in Careers Guidance (QCG) and the NVQ Level 4 in Guidance plus three additional units. With the introduction of the new NVQ Level 4 in Advice and Guidance in August 2001, and the phasing out of the current NVQ Level 4 in Guidance, this requirement is being revised to reflect the introduction of Connexions and the Personal Adviser role. It is now decided that careers guidance specialists working within the Connexions Service must complete five specified compulsory 'optional' units in addition to the four mandatory units of the NVQ Level 4 in Advice and Guidance.

11.4.2 With the introduction of the Connexions Service, the Diploma for Personal Advisers has been created. This is the qualification that Connexions Personal Advisers will need to have, or be working towards during their employment.

11.4.3 Within the private sector, there are fewer staff accreditation requirements. The main form of certification is that provided through the International Board for Career Management Certification but many staff do not have formal guidance qualifications but have significant work experience, often in the field of Human Resources, within the private sector.

## **11.5 Guidelines on Career Information Quality Standards**

11.5.1 Careers services must ensure the provision of readily accessible, well organised, accurate, unbiased, comprehensive and up-to-date careers and labour market information (LMI).

11.5.2 The information must cover:

- the requirements and demands of the full range of occupations and the routes into these occupations;

- the labour market and trends in supply and demand in each occupational sector;
- general skill, qualification and other patterns and trends within the labour market, which are relevant to client decisions about learning and skill development;
- how to find and keep a job;
- specific education, training and employment opportunities, including:
  - special provision for clients with special needs;
  - information about students' achievements and destinations produced by colleges under section 50 of the Further and Higher Education Act 1992;
  - information about the full range of local training opportunities and about the careers to which they lead;
  - self-employment - sources of funding and other information to enable individuals to take advantage of the education, training and employment opportunities available;
- occupational Information.

11.5.3 Careers services must ensure that comprehensive occupational information is available on:

- the occupations available locally and nationally at the various entry levels within each occupational sector;
- the requirements and demand of these occupations;
- the alternative entry and qualification routes, including A/AS levels, GNVQs, NVQs, Modern Apprenticeships and National Traineeships;
- the opportunities for progression and recognised careers paths from the various entry levels;
- the education and training requirements of occupations and the routes into such education and training, including college and university prospectuses.

11.5.4 Careers services must ensure that they:

- have adequate and up-to-date regional, national and international labour market information so that client career decisions can be made in the knowledge of job opportunities and employment trends;
- Make this information available to clients and their parents/guardians and educational institutions in a form, which is easily understandable.

11.5.5 Careers and other relevant information must:

- be accurate and up-to-date;
- be balanced and free from bias;
- seek to raise clients' expectations and aspirations whilst also being able to challenge unrealistic goals;
- Promote equality of opportunity by actively countering stereotyping in all its forms.

11.5.6 To promote best practice, and as a guide to the production and interpretation of labour market information (LMI), DfEE produced an "LMI Matters" toolkit which supports the "Requirements and Guidance for Providers" document. Careers Advisers/Connexions Personal Advisers and teachers as well as people delivering staff training sessions on LMI use it as a resource. [www.ctad.co.uk/lmimatters/toolkitb.html](http://www.ctad.co.uk/lmimatters/toolkitb.html)

## 11.6 Professional Groups, Bodies and Associations

11.6.1 There are various organisations that represent professionals working within the guidance sector. Most of these bodies are UK-wide and some are international.

11.6.2 One of the main representative bodies in the guidance sector is the National Advisory Council for Careers and Educational Guidance – commonly abbreviated to “The Guidance Council”. The Council was formed in 1994, initially under the joint aegis of the Royal Society for the Encouragement of Arts, Manufactures and Commerce (RSA) and the Confederation of British Industry (CBI). It is a separate legal entity with charitable status. Its main roles are:

- to develop and maintain the quality standards that are the property of the Secretary of State (which provide the basis for the work of the Guidance Accreditation Board);
- to promote wider understanding of the nature and significance of guidance for learning and work;
- to provide strategic leadership in the field of guidance, including advice to Government and others.

11.6.3 The NACGT aims to influence, and inform, Government and other key decision makers through its meetings with senior DfES Ministers and staff. It also maintains close contact with QCA, OFSTED and other professional organisations. [www.nacgt.org.uk/](http://www.nacgt.org.uk/)

11.6.4 The Institute of Careers Guidance (ICG): is the largest professional association for people working in the guidance sector and restricts its membership to those with a recognised guidance qualification. The ICG aims to influence and lobby the Government and others on guidance issues and related legislation, and provides an independent voice for the entire guidance community. It also aims to raise the profile of career education and guidance workers to demonstrate that they are a coherent, ethical, qualified and professional body. The ICG worked closely with DfEE to ensure that the emerging QCG qualification met the needs of guidance practitioners and their employers. [www.icg-uk.org/](http://www.icg-uk.org/)

11.6.5 The main professional associations in the guidance sector are listed in **Table 11.1** below:

<b>Table 11.1</b>			
<b>Guidance Sector: Main Professional Associations</b>			
<b>Professional Association</b>	<b>Founded</b>	<b>No. of Members</b>	<b>Main membership</b>
<b>Association of Careers Advisers in Colleges of Higher Education (ACACHE)</b>	1977	48 individuals (42 full members and 6 associate members)	Careers Advisers in Colleges of HE
<b>Association of Graduate Careers Advisory Services (AGCAS)</b>	1967 (as the Standing Conference of University Appointment Services)	Over 1200 members in 132 HEIs in UK and Ireland and over 100 correspondent members	Professional careers service staff, managers, information managers, employer liaison managers and IT specialist in careers provision
<b>Association of Managers of Student Services in Higher Education (AMOSSHE)</b>	1976 (as the Association of Polytechnic Student Services)	105 institutions	Managers of Student Services in Higher Education
<b>Careers Services National Association (CSNA)</b>	1994	66 organisations	Chief Executives (and Chairs of Boards) of Careers Service Companies
<b>Institute of Careers Guidance (ICG)</b>	1922 (as the Association of Juvenile Employment and Welfare Officers)	Approx. 3,000 individuals	Mainly Careers Advisers/Connexions Personal Advisers. Now covers other sectors, including the private sector.
<b>National Association for Educational Guidance for Adults (NAEGA)</b>	1982 (as the National Association of Educational Guidance Services)	221 institutional members and 147 individual members	Adult guidance workers, including those working in FE and Careers Service Companies/Connexions Partnerships.
<b>National Association of Careers and Guidance Teachers (NACGT)</b>	1969 (as the National Association of Careers Teachers)	Approx 2,000 individuals	Careers Co-ordinators in schools.
<b>National</b>	1992	350 institutional	Managers of Student

<b>Association of Managers of Student Services (NAMSS)</b>		members and 4 individual members.	Services in FE
<b>National Association for Pastoral Care in Education (NAPCE)</b>	1982	Over 1,600 individuals	Tutors and Heads of Pastoral Care in schools.
Source: Quality Guidance: A Sectoral Analysis, CRAC			

11.6.6 In addition to these, some guidance practitioners – if they hold relevant professional qualifications, belong to bodies such as the British Psychological Society (BPS) or the Institute of Personnel and Development (IPD). Some guidance practitioners are also members of international organisations such as the International Association for Educational and Vocational Guidance (IAEVG) and/or the International Association for Career Management Professionals (IACMP). This is particularly the case within the private sector where other key organisations are the Association of Outplacement Consulting Firms (AOCFI) and the International Board for Career Management Certification (IBCMC).

## 11.7 Extent to which Careers Professionals are involved in Policy Development

11.7.1 The main professional associations in the guidance sector have contributed to policy development by responding to Government consultations and by providing papers resulting from members' discussions and conference/workshop outcomes. Policy consultations have also been conducted by research organisations such as NICEC. These have often been supported through Government and/or private sponsorship.

11.7.2 In addition to this, many of the professional associations lobby national and local Government bodies on issues that have a direct bearing upon their key IAG activities.

- 11.7.3 Throughout the Connexions Service's developmental stages, the Government has undertaken consultations with interested parties including careers professionals. Consultation documents – for instance, on the new qualifications for Personal Advisers – have been issued to relevant organisations, and have also been posted onto the Connexions website to encourage a wide range of respondents.
- 11.7.4 The National Advisory Council for Careers and Educational Guidance is generally called The Guidance Council. It is the national body for all organisations in the UK concerned with IAG about learning and work for adults and young people. The Guidance Council plays a role in policy formation on IAG through its work with policy makers and by lobbying Government.

## 12 EVIDENCE BASE

The importance that the Government places on learning from experience is evidenced by one of the Connexions Service's eight key principles which is "evidence-based practice – ensuring that new interventions are based on rigorous research and evaluation into 'what works'".

### 12.1 Availability of Information Relating to the Use of Services

12.1.1 A range of in-depth information is provided by organisations that receive Government funding although there is a lack of hard data in some cases on the use of different services and the characteristics of users.

#### Careers Service/Connexions Service

12.1.2 Careers Service Companies, and more recently Connexions Partnerships, provide a high level of detail on service users. For instance, this includes:

- work with those in full-time education;
- activities of those not in post-compulsory education;
- numbers not in education, training or employment (including numbers entering and leaving each category);
- young people within the Learning Gateway;
- placings into employment with training, employment without training, education and work-based training;
- destinations of young people in the first year of leaving compulsory education.

12.1.3 More detailed information is also provided through monthly narrative reports such as:

- young people's satisfaction with the service;
- performance against locally agreed targets;
- progress made in contacting young people who were not in contact with the service.

12.1.4 Recent research studies have highlighted the fact that a significant proportion of young people "remain outside the formal education, training or employment system because, among other factors, they perceive the system as labelling them as 'failures' and offering little of value to them", Research to Inform the Development of the New Connexions Service, 2500, CGS.

#### **learndirect**

12.1.5 Ufl Ltd report that 3.4 million calls have been taken by the **learndirect** telephone helpline since February 1998 with a further 1.5 million expected between April 2001 and March 2002.

12.1.6 **learndirect** undertake a range of customer satisfaction surveys, results of which are published on its website.

## 12.2 Assessment of Need and Demand for Services

### Young People

- 12.2.1 A needs assessment was a key task for Connexions Partnerships during their developmental stages. The Connexions Service National Unit developed a mapping tool, which helped Partnerships to quantify likely demand for their services as well as mapping existing service provision. Parts of this mapping tool are submitted to DfES during the business planning process – this includes, for instance, the total number of 13-19 year olds in the Partnership area along with an informed estimate of the number of young people likely to receive ‘universal’ support, those who might require additional support and those who are likely to need close attention and support from a Personal Adviser.
- 12.2.2 This mapping has proved to be a time-consuming exercise, requiring a lot of staff time, as much of the information required has proved to be fragmented and inconsistent.

### Adults

- 12.2.3 There is little national evidence of demand for IAG services but the MORI/Guidance Council conducted research
- to provide information about the nature and scale of client demand for guidance services to help providers deliver better services to clients;
  - to inform policy on provision, branding and promotion of IAG services.
- 12.2.4 Key findings from the research included:
- users of IAG services placed more importance on the need to develop and enhance skills than people who had not received IAG in the past three years;

- those least positive about IAG and skills development were also the most disadvantaged such as unemployed & disabled adults, as well as people over 45 years of age (particularly those aged 55-65);
- people under 25, particularly 16-19 year olds, were more likely to have used IAG services and age was the factor that most influenced use of services. Amongst adults over 25, those who had formal qualifications were much more likely to have used IAG than those without;
- the use of IAG varies with work status. Adults in full-time education, and unemployed people, were more likely to have used IAG than others;
- just over one-half of IAG users (57%) had received IAG from more than one source;
- adults who had accessed IAG from a Careers Service company were most likely to have used multiple services and, in particular, to have also received advice from an education institution;
- one in four adults (28%) expressed some unmet demand for IAG. They felt that they had needed IAG about some aspect of education, employment or training in the previous three years but had not received any;
- a minority of adults reported difficulties in accessing IAG with one in five saying that it was difficult to find IAG of relevance to their needs. The unemployed, and other non-working adults, were most likely to report difficulties in accessing IAG services;
- almost all adults (93%) who accessed IAG within the previous year were satisfied with what the support they had received, and also with the quality of provision. However, one in four users criticised service providers for not telling them everything they needed to know, or for being impersonal;
- most users (86%) reported a positive outcome, such as learning new or update existing skills, which resulted from the IAG they had received. People who were not in employment were less likely to state a positive outcome.

12.2.5 In addition, the National Adult Learners Survey included questions on information and advice on learning in particular, if the individual had received any, the source and whether it was written or verbal. Also the National Institute for Educational Research conducted “An Evaluation of Local Adult Information, Advice and Guidance Services” (2000). The evaluation’s aim was principally to provide information and evidence to inform the further development of IAG policy and practice. The main findings were that the IAG programme:

- was helping to develop a more strategic approach to the provision of services to adults;
- was enhancing contact between providers;
- was helping to stimulate outreach activity;
- was supporting organisations to work towards the Guidance Council quality standards through funding briefing and training sessions for providers.

12.2.6 **learnirect** is a major provider of learning advice to adults and, at December 2001, had received 3.5 million calls since its inception in February 1998. Figures for the 2000-01 evaluation show 37% of callers surveyed were in full-time employment, 14% in part-time employment and 5% in self-employment.

12.2.7 The consultation document “The Learning Age Local Information, advice and guidance for adults in England – Towards a National Framework” was published in 1998 and set out the vision for the service; it received around 400 responses and informed the policy.

### **12.3 Criteria Normally Used to Judge Benefits and Outcomes of Services**

12.3.1 There is little direct evidence of the economic costs of IAG in relation to their economic benefits and it can be difficult to assess the benefits and outcomes of IAG services as so many other factors play a role in influencing an individual’s progression. However, key criteria used to judge the benefits and outcomes of IAG services can include:

- destinations: for instance, is the person in education, training or employment? Careers Service Companies, and Connexions Partnerships where the Connexions Service has gone 'live', are judged upon the destinations of 16 year olds in their areas;
- retention rates: how long does the person remain within their chosen destination? LSC data on Further Education indicates that up to one-fifth of starters drop-out of their courses.

12.3.2 As has been stated by NICEC in its briefing document entitled "Economic Benefits of Careers Guidance" (1992) IAG can offer the benefits to:

- individuals: "in enabling them to cope with and derive maximum benefit from the complex range of educational and vocational choices with which they are presented";
- education and training providers: "in increasing the effectiveness of their provision by helping learners to be linked to programmes which meet their needs";
- employers: "in helping potential employees to come forward whose talents and motivations are matched to the employer's requirements";
- governments: "in making maximum economic use of the society's human resources".

12.3.3 However, again as described in the NICEC briefing mentioned above, the benefits and outcomes are usually judged in terms of the labour market:

- "By supporting the individual decisions through which the labour market operates" e.g. people judging whether to apply for work, deciding how much education/training to invest in and/or deciding which jobs to apply for;
- "By reducing some of the market failures of the labour market" e.g. helping to reduce drop-out levels from education/training and thereby increasing the level of qualification held; enabling a closer match between labour supply and demand; raising awareness of appropriate opportunities;
- "By contributing to institutional reforms designed to improve the functioning of the labour market" e.g. Local Learning and Skills Councils (LLSCs), NVQs and Education Business Link activities.

12.3.4 Careers Service Companies, and Connexions Partnerships where they have gone 'live', have 'headline targets' which they are expected to meet as part of their contract with the Secretary of State for Education and Skills. These targets include 'cross-cutting targets' – those which the Government expects the service to concentrate upon at least in the initial stages - and 'partnership targets.' The service is not expected to achieve these targets on its own as it is acknowledged that they will need to work with a range of different partners to deliver them effectively. These targets are described in **Table 12.1** below.

<b>Table 12.1: Targets for Connexions Partnerships (2002-2003)</b>	
<b>Cross-cutting targets</b>	
a)	to increase the proportion of 16-year olds obtaining 5 or more GCSEs at grades A*-C (or equivalent) by 4 percentage points between 2002 and 2004;
b)	by 2004, 92% of 16-year olds should obtain 5 or more GCSEs at grades A*-G (or equivalent) including English and Maths GCSE.
c)	to increase, by 2004, by 3 percentage points the number of 19-year olds achieving a qualification equivalent to NVQ Level 2 qualification compared to 2002;
d)	for 80% of 16-18 year olds to be in structured learning by 2004;
e)	to reduce school truancies by 2004 by a further 10% from the level achieved in 2002;
f)	to reduce the under-18 conception rate by 50% (2010) and establishing a firm downward trend in the conception rates for the under-16s.
<b>Partnership Targets</b>	
a)	reduction in the % of young people leaving education and training to become NEET (not in education, employment or training);
b)	% improvement in the level of participation in education, employment and training for care leavers aged 19, so that levels for this group are at least 75% of all young people in the same area by March 2004;
c)	a shared target with the Youth Justice Board that 90% of 13-18 year olds, supervised by Youth Offending Teams, are in education, training or employment by March 2004;
d)	increase in the proportion of 16-19 year old mothers in education, training or employment;
e)	the proportion of young people, with a drug-related problem, who are referred to specialist support by Connexions;
f)	a local target, to be agreed with the Government Office, to improve the levels of participation amongst a local priority group. This might be a particular minority ethnic group, travellers, or young people whose whereabouts are not currently known.

NB A further target for young people with disabilities is being considered.

## 12.4 Recent Studies

12.4.1 DfEE, now known as DfES, have commissioned a wide range of studies relating to IAG. A significant proportion of existing IAG research has focused upon young people and, over the past five years, published studies (including some not commissioned through DfEE/DfES) have included:

### Social Exclusion

- “Wasted Youth: Raising Achievement and Tackling Social Exclusion” (Institute for Public Policy Research, 1998);
- “Bridging the Gap: New Opportunities for 16-18 year olds not in Education, Training or Employment” (Social Exclusion Unit, July 1999);
- “Destination Unknown” (DEMOS, 1999).

### Careers Service

- “Schools and Careers Services” (NICEC Briefing, 1996);
- “The Role of the Careers Service in the Learning Gateway” (GHK Economics and Management for DfEE, 2000)
- “Careers Service Work with Young People with Priority Needs: Examples of Practice” (Centre for Guidance Studies for DfEE/CSNA, 2000);
- “Careers Service Work With Adults: A Survey” (Centre for Guidance Studies, 2001).

### Connexions Service

- “Research to Inform the Development of the New Connexions Service” (Centre for Guidance Studies, 2000);

- “Engaging Young People in Planning, Management, Delivery and Evaluation of the Connexions Service” (National Youth Agency, 2000);
- “The Role of the Personal Adviser: Concepts and Issues” (Centre for Guidance Studies, 1999).
- “Evaluation of Local Adult Information, Advice and Guidance Services” (NFER, 2000);
- “Guidance for Adults: Harnessing Partnership Potential (NICEC, 2001);
- “The Impact of Careers Guidance on Adult Employed People” (NICEC/Policy Studies Institute, 2000).

### Guidance

- “Who Needs Guidance?” (Centre for Guidance Studies, 1999);
- “Quality Guidance: A Sectoral Analysis” (NICEC, 2000);
- “Guidance and Individual Learning Accounts” (Centre for Guidance Studies, 2001);
- “The Demand for Information, Advice and Guidance” (The Guidance Council/MORI, 2001).

12.4.2 In addition to external research studies, a key principle of the Connexions Service is evidence-based practice. A recent report on Connexions Partnerships - “Lessons learned from the Connexions Pilots” by GHK Management and Consulting - stated that “as a distinct concept, evidence-based practice was only evident in four Pilot areas” however “where evidence-based practice has been used, it has provided useful insights into service delivery”.

12.4.3 Ufl Ltd is currently undertaking two pieces of research relating to IAG work. These include a user satisfaction survey and a longitudinal study to identify the extent to which people participate in learning as a result of calling the **learndirect** helpline.

## 12.5 Recent Initiatives and Pilot Projects

12.5.1 In addition to the initiatives and pilot projects referred to elsewhere in this report, some additional areas of relevance to IAG are summarised below.

12.5.2 The **Learning Gateway** was introduced in 1999 for 16-18 year olds who require additional guidance and support to benefit from mainstream learning. The priority are those who are disengaged from learning for whatever reason as well as those who are in learning but in danger of dropping out. Careers Service staff took on the role of Personal Adviser each one having a caseload of young people within the Learning Gateway to provide them with a constant point of contact. This acted very much as a precursor to the Connexions Personal Adviser.

12.5.3 **Excellence in Cities** was introduced in 1999 as part of a Government strategy that recognised that inner city education has special characteristics, can present greater challenges and needs greater levels of support. A key aspect of this service is the **Learning Mentor** who provides one-to-one support for young people experiencing barriers to learning. There are close linkages between the work of Learning Mentors and Connexions Personal Advisers.

12.5.4 DfES has recently commissioned two studies:

- the first is to compare approaches to careers education in the UK and in Ireland. This work is being undertaken by a consortium of organisations including NICEC and the NACGT in England;
- the second is a project to provide information and services to promote, support and improve careers education in schools and colleges, which has 3 stages: research and consultation; establishment of an ICT platform; resources and activities for careers staff. A consortium, including the NACGT and the Career Management Group is to undertake this work.

## **12.6 Extent of Specialism by National Research Centres**

12.6.1 Three of the key research centres that conduct research into IAG are the National Institute for Careers Education and Counselling (NICEC), the National Foundation for Educational Research (NFER) and the Centre for Guidance Studies (CeGS) at the University of Derby.

### **National Institute for Careers Education and Counselling (NICEC)**

12.6.2 The National Institute for Careers Education and Counselling (NICEC) is a network organisation established and supported by the Careers Research and Advisory Centre in Cambridge. It conducts applied research and development work related to guidance in educational institutions, and in work and community settings. It aims to develop theory, inform policy and enhance practice through staff development, organisation development, curriculum development, consultancy and research.

### **National Foundation for Educational Research (NFER)**

12.6.3 NFER conduct research into a wide range of education-related issues and have been commissioned by Government departments as well as more localised bodies, such as Careers Service Companies, to conduct research into IAG provision.

### **Centre for Guidance Studies (CeGS)**

12.6.4 The Centre for Guidance Studies (CeGS) is a partnership initiative of the University of Derby and the Careers Consortium (East Midlands) Ltd that aims to bridge the gap between guidance theory and practice. It supports and connects guidance practitioners, policy makers and researchers through research activities and learning opportunities, and by providing access to resources related to guidance and lifelong learning. CeGS is also recognised as a NICEC partner organisation.

12.6.5 Other key research organisations that conduct IAG studies include the Roehampton Institute, the Policy Studies Institute and Canterbury Christchurch College.

## **12.7 Usefulness of Research Centre Work in Developing Government Policy**

12.7.1 A significant amount of research has been commissioned over recent years by DfEE, and more recently by DfES, into adult IAG issues and young people. Research has also been commissioned at a national level by DfES in preparation for the introduction of the Connexions Service, and also to evaluate the pilot areas. Connexions Partnerships have also commissioned research and evaluation activities on a local basis – for instance, in relation to young people’s requirements and into the structural basis for the Partnership.

12.7.2 However, overall there is a lack of recent research on the impact of policies/initiatives.

## **12.8 Extent to which Governments have taken Steps to Increase the Evidence Base through Support for Research Centres**

12.8.1 Through the Department for Education and Skills, the Government supports the following research centres:

12.8.2 Centre for Guidance Studies (CeGS) - the DfES sponsors the CeGS to undertake a range of research activities;

12.8.3 The Guidance Council - the DfES sponsored the Guidance Council to develop the national quality standards for providers of IAG services and has sponsored research such as “Demand for Information, Advice and Guidance” (research study conducted by MORI for the Guidance Council).