

**CANADA RESPONSE TO THE
OECD QUESTIONNAIRE:**

A federal perspective

Policies for Information, Guidance and Counselling Services

Submitted to :
Human Resources Development Canada
OECD Reference Group

Final Version

June 2002

External consultants under contract to HRDC prepared this paper. The consultants worked with source documents, conducted a number of interviews with stakeholders in the career development community across Canada, and consulted extensively with the HRDC Reference Group appointed to steer the completion of the response. The paper does not represent an officially approved or endorsed HRDC or Government of Canada position. It does have the endorsement of the HRDC Reference Group as representing a fair and accurate picture for the OECD Review Team to examine for the purposes of this study.

Table of Contents

| | | |
|-----|--|-----|
| 1. | OVERVIEW | 3 |
| 2. | KEY GOALS, INFLUENCES, ISSUES AND INITIATIVES..... | 5 |
| 3. | POLICY INSTRUMENTS FOR STEERING SERVICES..... | 24 |
| 4. | THE ROLES OF STAKEHOLDERS | 37 |
| 5. | TARGETING AND ACCESS | 42 |
| 6. | STAFFING..... | 54 |
| 7. | DELIVERY SETTINGS | 64 |
| 8. | DELIVERY METHODS..... | 71 |
| 9. | CAREER INFORMATION | 76 |
| 10. | FINANCING..... | 91 |
| 11. | ASSURING QUALITY | 94 |
| 12. | THE EVIDENCE BASE..... | 99 |
| 13. | LIST OF REFERENCES | 105 |

Policies for Information, Guidance, and Counselling Services Canada Submission to OECD: A Federal Perspective

1. Overview

Canada's national, career development system—a continuum of programs and services that assist Canadians to manage life-time learning, work and transitions—has no single authority responsible for policy development, program planning, service delivery, and funding. Complex, decentralised, and involving many players, the system is structured to reflect the constitutional and legislative divisions of responsibilities between federal, provincial/territorial and municipal governments in areas of education, training, and labour market matters.

Constitutionally, education comes under provincial/territorial jurisdiction. Each of the provinces/territories has an autonomous education system. Educational and career guidance is considered a part of the education system. There is no federal ministry for education to co-ordinate the development and delivery of curriculum and instruction, nor to impose standards for career development services.

Co-ordination of educational policies and initiatives does occur through the Council of Ministers of Education - Canada (CMEC).

Canadian elementary and secondary schools are, in the main, governed by local school boards. The boards are independent agencies within the province/territory. Each school and school board must abide by directives and regulations issued by the provincial or territorial ministry of education. They are also expected to observe any guidelines that have been established by the ministry. Ministries may issue guidelines covering career development services but they are largely optional. They are not enforced with the exception of mandatory guidance courses. A school board or even an individual school principal can decide whether or not to implement guidelines on guidance services. Thus, career development varies significantly within a province or territory, and often from school to school.

Colleges, technical and vocational schools, and universities fall under provincial jurisdiction. However, the institutions themselves have complete control over the provision of career development services. There are no provincial/territorial career development guidelines for post-secondary institutions.

While the Government of Canada indirectly supports post-secondary education through the provision of student financial assistance, tax measures to make post-secondary education more affordable, and assistance for research and innovation, its direct role in post-secondary education is limited to funding provinces/territories through the Canada Health and Social Transfer (CHST). Provinces/territories then determine CHST funding allocations to post-secondary schools within their respective jurisdictions, while schools in turn set resources levels related to career development services.

The Government of Canada plays a significant role in labour market matters, including the training for employment and career development of adults. Increasingly, this role is shared with provinces/territories as many have requested the transfer of federal funding and responsibilities through Labour Market Development Agreements (LMDAs). To-date, seven provinces and territories (New Brunswick, Quebec, Manitoba, Saskatchewan, Alberta, North West Territories, and Nunavut) have taken on the full delivery of career development programs and services, with the exception of provision of labour market information (LMI), which is shared. Additionally, five provinces and territories (Newfoundland, Prince Edward Island, Nova Scotia, British Columbia, and Yukon Territory) jointly plan these programs and services with the federal department responsible for labour market matters, Human Resources Development Canada (HRDC). HRDC delivers the programs and services. There is, as yet, no agreement with Ontario. While the administration of labour market matters is decentralised in Canada, efforts at co-ordination among the federal and provincial/territorial jurisdictions occur through the Forum of Labour Market Ministers (FLMM).

Non-government players have an important role in career development in Canada. Not-for-profit community agencies provide a large proportion of career services. These agencies are usually funded by one level of government or another, often using funding from more than one source. Increasingly, for-profit organisations are being contracted by governments to provide career development services. This is occurring due to reductions in the size of governments, and the desire of governments to raise private sector involvement in the provision of labour market services.

2. Key Goals, Influences, Issues and Initiatives

A discussion of the goals, influences, issues and initiatives for information, guidance and counselling in Canada needs to be put in the context of how these products and services are defined. The historical, constitutional, legislative, and policy factors that shape the products and services must also be explained, even if only briefly.

2.0.1 Definitions

Career development in Canada means different things to different people. Many people often see career development as only one type of service. They may see it as resource intensive, one-on-one counselling, or nothing more than the provision of information. Very few outside the sector itself understand it as a continuum of programs and services at all ranges of resource intensity. The result is that legislators, policy makers, stakeholders, and service providers in the public and private sectors do not share a common understanding of career development in all of its forms. As a result, there is difficulty articulating a common vision of what these services actually include. Some efforts to improve current circumstances have been undertaken, such as the development of an HRDC-funded *Glossary* in both official languages, written to provide clarity and serve as an educational primer on the work of the sector. However, such attempts have not yet been widely distributed, reviewed, and discussed either inside or outside the career development sector.

There is some consensus in Canada that career development is an umbrella term encompassing several services and several specialities. The *Glossary* definition of Career Development refers to "...the lifelong process of managing learning, work and transitions in order to move toward a personally determined and evolving preferred future". Career Development outcomes aim to achieve learning and skill development in at least the following:

- career development readiness
- self-awareness
- opportunity awareness
- work readiness
- decision-making, career building and career planning
- work search and work development
- work, learning and life balance, and career and change management.

Included within this umbrella term are at least the following:

- **Career Information** – refers to information related to learning and work choices and opportunities that can be useful in the process of career development, including educational, occupational and psychosocial information. (e.g. availability of training, the nature of work, the status of workers in different occupations).
- **Labour Market Information** - refers to information concerning conditions in, or the operating of, the labour market such as data on employment, wages, standards and qualifications, job openings, working conditions. Information may be historical, current or projected; formally or informally collected; and, based in skills, occupation or industries.
- **Career Development Services** – refer to a wide range of programs and services provided in many different jurisdictions and delivery settings, such as schools, community agencies, and private practice settings. Their purposes and objectives also vary, but tend to largely focus on individuals gaining the knowledge, skills, attitudes and behaviours to manage their learning, work and transitions in self-directed and meaningful ways over their lifetimes. The nature and content of

career development services tend to fit broadly into 3 spheres: information-based; learning- and skills-based; and, identity-based.

- **Career Education** – refers to services delivered in the provincial/territorial school systems, as well as in post-secondary institutions by teachers, guidance counsellors, and resource staff, through individual, group or classroom delivery methods. Career education helps students understand their motives, their values, and how they might contribute to society. It provides them with knowledge of the labour market, skills to make education/training, life and work choices, opportunities to experience community service and work life, and tools to plan learning and work.
- **Career Counselling** – refers to processes to help people clarify their aims and aspirations, understand their own identity, make informed decisions, commit to action, and manage career transitions, both planned and unplanned. It is provided by secondary and post-secondary school career/guidance counsellors, community agencies, and by a growing number of private practitioners.
- **Employment counselling** – refers to services usually provided by federal Human Resource Centres of Canada (HRCCs), provincial/territorial employment offices, agencies contracted by government, community agencies that work with specific clientele, and outplacement organisations. Employment Counselling refers to a problem-solving process addressing one or more of the following domains: career/occupational decision making, skill enhancement, and job search and employment maintenance. The outcome is to help clients improve their employability and self-sufficiency in the labour market.
- **Job placement** – refers to services that arrange to fill, or refer people to, job vacancies. This is most often a private marketplace activity, although some provincial/territorial and municipal governments contract organisations to run placement services for their welfare clients. Some colleges and universities also offer job placement services for their students.

2.0.2 Roles in Career Development

Responsibility for labour market matters is shared between federal-provincial-territorial governments. Over the past several years, federal responsibilities increasingly have been devolved to provinces/territories through Labour Market Development Agreements (LMDAs). Seven provinces/territories have taken on the delivery of career development services, except for the provision of LMI, which is shared. Five provinces/territories co-deliver services with HRDC. Ontario has not yet signed an agreement. HRDC is responsible for funding career development services to individuals in that province, mainly through agreements with non-government organisations (NGOs) and community-based providers.

Education in Canada is a provincial/territorial responsibility. Provincial/territorial governments set curriculum and delivery standards for career development as for other aspects of education. Discussion at the pan-Canadian level of educational policies and initiatives occurs through the Council of Ministers of Education - Canada (CMEC). Through the Western Canada Protocol, some provinces are developing common curriculum and standards. This has not yet occurred in career education curricula.

Canadian elementary and secondary schools exercise considerable autonomy in the area of career development. In some provinces, a school board or even an individual school principal can decide whether or not to implement provincial/territorial guidelines on career and guidance services. Thus, career development varies significantly within some provinces and territories, and often from school to school.

2.1 What are the key objectives and goals of national policies for information, guidance and counselling services in your country? Please describe differences in objectives and goals that might exist between Ministries. Where a legislative basis exists for these objectives and goals, please provide details.

2.1.1 Overview

The Northwest Territories (NWT) is the only jurisdiction in Canada that has a broad policy on career development that includes the provision of services across the lifespan of learning and work. Elsewhere, policies on learning, career, and work tend to be jurisdiction-specific (e.g. specific to secondary education in British Columbia; specific to HRCCs under national agreements; and, specific to a province's structuring of its employment and career services). The challenge in Canada is to attend well to the career development needs of people making transitions from one jurisdiction to another (e.g. from secondary school to post-secondary school to the workplace). Canada's career development policies are not holistic – they tend to be quite piecemeal.

In contrast, the NWT approved in 2001 a *Directive for Career Development across the Lifespan* that sets out a policy, establishes a clear framework for setting priorities, and defines roles and responsibilities among partners. The NWT Department of Education, Culture and Employment defines its key role as "...providing the necessary supports in order that the curricula, programs and services of the schools, Aurora College, and career centres are coherent and continuous." The provisions of career development education, programs and services are seen to be a core strategy in achieving *The NWT Economic Strategy (2000)*. A Career Development Model of Learning Needs and Outcomes is also central in this directive.

With respect to LMI, Canada does have a national policy. Information on jobs, occupations, career paths, and labour market and learning opportunities is a core HRDC service as are client group sessions to provide information on programs and services to help in job search. Improvements to the development and delivery of LMI are central to the mandate of the federal-provincial-territorial FLMM LMI Working Group. As well, HRDC actively supports further federal/provincial/territorial collaboration, notably through the Canadian Career Information Partnership (CCIP). This forum has supported, for over two decades, the development and delivery of key career information and career development initiatives. (See Section 3.4.4).

Three source documents currently shape policy in career and labour market information at the federal level. These documents are:

- ***Knowledge Matters: Skills and Learning for Canadians***
- ***Achieving Excellence: Investing in People, Knowledge and Opportunity***. Both *Achieving Excellence* and *Knowledge Matters* are part of Canada's Innovation Strategy announced in 2002.
- ***Stepping Up: Skills and Opportunities in the Knowledge Economy***. This is the report of the Expert Panel on Skills announced in 2000.

All three documents underscore the importance of a coherent and accessible labour market information system in order to support skill development and lifelong learning for Canadians. However, none of the reports explicitly discusses the role of career development programs and services to the same degree. There is some reference to the importance of career development related activities such as increasing work experience and work-studies in the educational system. There is also some reference to improving qualifications and proceeding with a certification process. There appears to be an operating assumption or principle in the reports that information will be sufficient as a resource for individuals to connect with learning and productive work.

Nationally, Canada is making inroads to provide a more coherent and comprehensive approach to the delivery of career, labour market and learning information. Fewer comparable inroads appear nationally with respect to the continuum of career development programs and services. As many examples will

illustrate, there are efforts in this direction but they are not part of an integrated strategy and remain atomised and fragmented.

Two inter-governmental organisations well positioned to demonstrate leadership in this area are the CMEC and FLMM. For CMEC, career development is mainly focused on the provision of guidance services within the schools, and career development services in post-secondary institutions. CMEC also deliberates on the kinds of services that should be made available to assist people in making the transition from one form of learning to another, and to the labour market.

For the FLMM, the mandate with respect to career development is centred on the provision of quality LMI to youth in transition and adults in the labour market.

The Government of Canada's role in career development is established in two main pieces of legislation:

- The *Employment Insurance Act* (EI Act); and,
- The *Department of Human Resources Development Act*.

The provincial/territorial responsibility for education, including the career development aspects within education, is conferred in Canada's *Constitution*.

Joint federal/provincial/territorial action that includes various aspects of career development is mandated in:

- The Labour Mobility Chapter of the *Agreement on Internal Trade* (dealing largely with Canada's occupational structure, professional standards and the apprenticeship system); and,
- The Labour Market Development Agreements (LMDAs) signed jointly by the Government of Canada, nine provinces and three territories (dealing with partnered responsibilities for the delivery of labour market and employment programs).

The legislative basis for career development, service delivery arrangements in Canada will be explored in more detail in section 3.1.

For the Government of Canada, four departments and agencies play key roles in the provision of career development services:

- Human Resources Development Canada
- Industry Canada
- Citizenship and Immigration Canada; and
- Statistics Canada

HRDC is the federal department with primary responsibility for labour market matters. The department's mandate includes the development of policies, provision of funding, setting of standards, the direct delivery of programs and services, and negotiating of agreements with provinces/territories in several areas that touch on the provision of components of career development services to people planning or undertaking various transitions. These areas include:

- Employment and labour standards for federally-regulated organisations;
- National policies and approaches on programs and services for persons with disabilities, visible minorities, Aboriginal Peoples, and women;
- National Youth Employment Strategy to provide career information, access to work experiences and learning opportunities to youth. A significant part of the strategy is targeted to at-risk, out of school, youth. For in-school youth the focus is on summer work and youth internships;
- Administration and funding of Employment Insurance (EI);
- Administration and funding of Canada Student Loans Program (CSLP)

- The provision of active employment measures—referred to as Employment Benefits and Support Measures;
- The development and support of partnerships with various industry and occupational sector-based organisations; and,
- The development and delivery of career and labour market information products and services, including occupational and learning information.

Industry Canada has been instrumental in the linking of schools and communities through its *SchoolNet* initiative, an innovative Internet-based effort that has seen Canada’s schools increasingly entering cyberspace, gaining valuable access to labour market and career information as never before.

Citizenship and Immigration Canada allocates funding for, and co-ordinates the efforts of many non-government groups in the provision of settlement services for newcomers to Canada, including labour market transition programs and employment counselling services.

Statistics Canada is the main data development arm of the Government of Canada. Among its major surveys are the Labour Force Survey, National Graduate Survey, Adult Education and Training Survey, and the Workplace and Employee Survey—to name but a few—all importance sources of data and information to analysts, policy planners, counsellors, and career development practitioners alike.

2.1.2 Career Development Objectives and Goals

A national overarching policy on career development that encompasses a life, work and learning continuum across the lifespan does not exist in Canada. However, key Government of Canada players, such as HRDC, Industry Canada, Citizenship and Immigration Canada, Statistics Canada, and key provincial-territorial actors in career development, such as CMEC and FLMM, do share some common objectives and goals for career and labour market information services. These are:

a) Career and Labour Market Information is a Public Good

Career and labour market information is regarded as a public good accessible to all. Canadians who need this information should be able to get access to at least certain “basic” services at no charge.

However, while career development programs and services are also largely seen as public goods, access to them is not as universal, and is instead generally targeted with respect to need and who qualifies for selected services.

Specifically, provision of career development services tends to be guided by a strong policy imperative, developed over recent years, that places successful career planning as an individual responsibility. In other words, the tacit assumption is that, given the right information mix and some basic assistance, these services should help people help themselves by assisting them to manage their own career development. This is otherwise known as career self-management. Currently, this concept significantly drives how career development services are designed and delivered largely in Canada.

b) Career and Labour Market Information are an Investment in People

There is a broad consensus in Canada that career and labour market information is a means of investing in people. A similar broad consensus is less apparent with respect to career development programs and services. HRDC’s support for career development mainly falls within its Human Investment Programs Branch (HIP). The concept of investing in people puts the emphasis on helping people to help themselves, and not on the provision of support simply as a matter of entitlement. HRDC’s investment strategy exists at two levels:

- The *macro* level, where both government and non-government delivery agencies ensure the provision of basic services, self-help tools, and targeted support; and,

- The *micro* level, where individual investment decisions about training, starting a business, or entering some arrangement to gain job experience are facilitated.

c) Career and Labour Market Information Improve the Functioning of the Labour Market

One fundamental goal of information services, from the federal perspective, is to “...provide for the efficient and effective functioning of the labour market”. The services are aimed at improving the match between labour demand and supply, achieved principally through a program of research, the provision of relevant and timely information to job-seekers, career planners and employers, and the provision of financial and other support to sector-based organisations. For individuals, the goal is to ensure that the kinds of information, job search and financial support needed to prepare for, find, and retain employment are made available.

Another goal of career and labour market information is to reduce individual dependency on income support programs. This goal extends to career development, especially employment preparation and employment counselling

Both federally-funded and joint federal-provincial-territorial programs for career development are aimed at reducing dependency on different forms of income support—namely, Employment Insurance and Social Assistance—by helping individuals obtain or keep employment. Clients who are on benefits, particularly those on benefits over the longer term, are generally regarded as high need with respect to the level of intervention needed to successfully integrate them back into the labour market. In this instance, assistance beyond information is generally understood as important and necessary. It is very much a remedial model of services and not a developmental and mainstream one. Canada is one of a number of nations that is transforming its social security systems to be more integrated and focused on “active measures”. The intent is to remove disincentives to work often found in unemployment or welfare systems, and to provide tangible support for the transition into employment.

Several of Canada’s provinces, including its largest, Ontario, recently reformed their welfare systems. Typically, passive supports have been reduced and active labour market integration measures for welfare recipients made compulsory.

The unemployment insurance system in Canada was substantially reformed in 1996-97. It was given the new name of *Employment Insurance* to signify its emphasis on active labour market measures. Income support provisions were reduced, regulations tightened, and the active programs and measures simplified. Active involvement of claimants in a return to work action plan became a key component of program delivery.

d) Better Integration of Services at the Local Level is an Important Goal

The Government of Canada provides career development service delivery through collaborative partnerships with other governments, employers, community-based groups, and other interested organisations. Using partnership arrangements to plan and deliver career development services locally is seen as one means of reducing gaps and overlaps. National bodies have also realised that geography matters and that those who are closest to the people in need of career development services need to be situated locally. As a result, national bodies in Canada are currently seeking ways to improve the integration of career development services at the community level.

2.2 What are the major social, educational and labour market influences that are currently shaping national policies for information, guidance and counselling services?

Some of the key influences that are currently shaping national career development policies are further described below.

2.2.1 Lifelong Learning

Canada has the highest rate of post-secondary participation of all OECD countries. Lifelong learning sits squarely at the centre of public policy in Canada. Successive federal and provincial-territorial governments have allocated significant public funds for research, policy development, program design and delivery that supports continuous learning among youth and adults. For the Government of Canada, lifelong learning is an immediate and pressing priority.

Policy makers have promoted lifelong learning over the past two decades as an important route to secure individual and societal welfare. It is an issue around which governments at all levels, community-based organisations, learning institutions, employers, and unions have coalesced. For business, it is not a social but economic issue. Lifelong learning among employees is recognised as the key to maintaining skills currency.

There are many challenges in making access to lifelong learning accessible and affordable in Canada. Among them are:

- One in four high school graduates, 16-25 years old, has literacy skills below the accepted minimum for further learning (1994 Literacy Survey);
- 41% of Aboriginal Peoples 25-34 have not completed high school (1996 census);
- Adults with jobs do not have enough opportunities to 'learn while they earn'. Canada's learning system must better focus on helping adults make considered choices about pursuing and combining learning and career development opportunities.

2.2.2 Skills Development

A second major priority is ongoing skill development. All segments of the economy seem to have a common understanding of the importance of this issue. Canada has a growing need for skills, or human capital.

The kinds of skills that form our human capital range from job-task, specific ones to essential skills that are used both at work and in daily life. The skills needed in a growing knowledge economy change constantly. The *Stepping Up Report* notes that there is both a persistent shortage of people who combine technical abilities with essential skills (e.g. communications) and management skills (e.g. budgeting). It also reports that skilled Canadians are facing a shortage of opportunities and many firms, especially small-medium enterprises (SMEs), have difficulty absorbing highly educated graduates. Meeting skill needs involves all levels of government, public and private education, business, organised labour, the voluntary sector, and all sorts of community interest groups. For individuals, ongoing skill development is a key ingredient of career development.

The *Knowledge Matters* report also indicates a shortage of people in highly skilled trades and that Canada is not training sufficient numbers of people to meet the demand. The Advisory Council on Science and Technology reported that firms in different sectors are already experiencing recruitment difficulties.

Knowledge Matters also points out that Canada's enrolment rates in post-secondary education have flattened out and that educational institutions will need to reach an increasingly diverse group of learners. The scope for enrolment is greatest amongst adults in the workforce, less-advantaged youth—who may choose not to pursue post-secondary immediately—and individuals from groups at risk of exclusion. In addition, post-secondary institutions must also adapt to the mobility of Canada's population. This has significant implications for the access to, and delivery of career development services. The needs of large numbers in these groups with respect to successful integration into learning and work are clearly beyond information and need to include a more comprehensive range of services and programs.

2.2.3 Applications of Technology

The world-wide technological revolution is a preoccupation of Canadians. Canada is fast becoming a world leader in the use of technology. It ranks first among the G7 nations in home computer, cable, and telephone use. Our cross-country, telecommunications network is among the fastest in the world. The Government of Canada is committed to providing its citizens with access to all government services “on-line” – aiming to make Canada the ‘most-connected’ country in the world by 2004.

However, Canada’s technological successes may not be rewarding all of its citizens equally. There is recognition that the technological revolution may be accentuating the polarisation of Canada’s labour market into high-skill/high-wage and low-skill/low-wage jobs. Investments in research and development and technological innovation have not necessarily helped the working poor and people who are frequently unemployed to improve their computer literacy and access to higher-paying/higher-skill jobs.

The Internet is changing the face of commerce, public and private service delivery, and learning in Canada. E-commerce, e-government, and e-learning are growing in importance. Electronic delivery of almost all forms of person-to-person exchanges is commonplace. Technology is also changing the way career development services are provided. Further research will tell us if it will alter the nature and extent of the practitioner-client relationship and point to new combinations of service delivery.

2.2.4 Privatisation

A trend that is changing the face of social security programs is the privatisation of government services. The use of non-governmental groups—both not-for-profit and for-profit—to deliver active labour market and welfare programs is altering both the content of the measures (what clients receive) and the delivery method (how clients receive it). A major challenge of increasing privatisation is the maintenance of program standards and the equality of program use among different client groups.

2.2.5 Active Employment Measures

The shift in public programs from passive to more active employability approaches, and the increasing privatisation in the delivery of public programs, have a significant impact on the way career development services are delivered, especially in moving from voluntary to compulsory services.

2.2.6 Decentralisation of Services

The public provision of career development services for adults has been greatly decentralised from the federal to provincial-territorial level. Many of the services have been out-sourced to the private (not-for-profit and for-profit) sector. Entitlement to services such as career or employment counseling, skills upgrading, and re-training varies by province and territory. In some provinces where services are devolved, criteria for service are either different from federal ones, or they do not exist altogether. In Saskatchewan, for example, services of the CanSask Career Centre are available to all citizens. In this instance, the entitlement criteria outlined here are for federal services. Provincial information will be gained from the provincial responses to this questionnaire. Job placement is almost entirely left to the private marketplace except for the provision by the federal or provincial governments of self-serve job banks.

The move toward the decentralisation of the delivery of labour market and social services in Canada is a response to the desire of many of Canada’s provinces and territories for more autonomy in program design and delivery.

Decentralisation of program and service delivery raises the issue of the maintenance of standards across Canada. One means of addressing this issue is the establishment of various inter-provincial and federal-provincial-territorial agreements. Examples of such agreements are the Labour Mobility Chapter of the Agreement on Internal Trade, and the Labour Market Development Agreements. These two sets of agreements are influencing the way occupations are defined, the way people prepare for entry to the

occupations, and the way labour market and employment services (including career development) are delivered.

2.2.7 Reduction in Funding for Education and Training

Over the past decade, the funding for education, as a proportion of budgets, has decreased in most provinces/territories. The funding from governments for post-secondary institutions has experienced some of the largest reductions, up to 40% since the late 1970's. The Government of Canada no longer provides direct funding to provinces and territories for post-secondary education. Federal support for post-secondary education is lumped into a single monetary transfer to the provinces/territories, called the Canada Health and Social Transfer (CHST). Reductions in funding from all levels of government have directly impacted the level of resources available in secondary schools and post-secondary institutions for career development services.

2.2.8 Impact of Immigration on the Labour Market

Canada is one of a number of countries whose demography is shaped by immigration. Between 1991 and 1996, the Canadian labour force grew by 608,000 individuals, of whom 431,000 were immigrants. Up to 60% of immigrants and refugees are labour market destined. Many of their children also enter the labour market within 5 years of arrival. Immigration is an extremely important part of Canada's labour market picture.

Of the more than 226,000 immigrants and refugees entering Canada in 2000, approximately 60 percent entered through the economic category, denoting those who immigrate as temporary or permanent workers. Of the remaining, 27 percent came as family members and 12 percent as refugees. Over 60% of the economic category have secondary or post-secondary levels of education. Moreover, the majority settles in urban areas, where employment is generally easier to find than in rural areas. This would lead to the expectation that integration into employment should occur fairly rapidly. Most studies, however, indicate this is not the case. Findings show that only after about 15 years in the country do immigrants achieve incomes and employment levels similar to those of Canadian-born workers.

Immigrants currently account for over 70% of the net labour force growth. They are critical to the development of a knowledge and skills economy in Canada. Targets have been set to bridge the income divide by 50%.

2.2.9 Increasing Polarisation in the Labour Market

A final, yet critical dimension of Canada's labour market that is shaping the kinds and quantity of career development services provided is the polarisation of the labour market in terms of skills and learning. Canada has experienced a decade of strong growth in the knowledge sector, accompanied by a decline in lower-skilled, lower-knowledge jobs. At present, the Government of Canada estimates that two-thirds of the workforce are caught in a vicious circle of a skills and learning deficit. They have lower levels of education, weak literacy skills, weak adaptability, few opportunities for training, little job security, and weak adaptability. The other one-third has strengths in the same areas. The Conference Board of Canada points to the sharp divide in labour force participation rates for low-skilled and high-skilled Canadians (56% versus 79%). The challenge is to move people from the vicious circle of skills-learning deficit to a virtuous circle of skills-learning strength. The main mechanisms for assisting those at the one pole to move to the other include:

- Strengthening immigration recruitment and settlement
- Recognising prior learning. This includes recognition of foreign credentials, workplace learning, experiential learning, and the transfer of academic credits.
- Increasing access to learning

- Improving the availability and usefulness of career, occupational, learning and labour market information
- Providing financial support for individuals to undertake career-work improvement initiatives
- Improving literacy and basic skills programs; and,
- Removing barriers to program participation (such as the availability of childcare).

2.3 What are the most important issues facing policy makers in your country in the organisation, management and delivery of information, guidance and counselling services?

2.3.1 Career Development and the Public Policy Agenda

Arguably, the case must be made more strongly that having the right people in the right jobs is at least in part the end result of an effective career development system which supports transitions and decision-making. Governments must speak more explicitly to the issue of ongoing career development when social or economic policy is debated at the national level. Some promising attempts have been made to bring cohesion to the career development community and put career development on the policy agenda. Ontario's Premier Council on Economic Renewal: Task Force on Lifelong Learning is a case in point. So too, is the current initiative underway for the International Symposia on Connecting Career Development with Public Policy, which is having both national and provincial spin-offs, and beginning to focus dialogue and exchange.

Significant to note here is that, in the three major reports referenced earlier, there is no specific recommendation for career development programs and services. In all instances, the reports stop short at fully addressing issues in these areas. While the *Stepping Up Report* duly recommends increased qualifications and certification for career and guidance counsellors, it misses an opportunity to discuss who might be involved and how this might be achieved in a concerted way across the country. However, the report does recommend:

- the importance of research and information about the effectiveness of interventions to support skills development, learning and work; and,
- the importance of research into the role of, and the impact of career development services, what interventions work best for different groups of Canadians, and the costs/benefits of specific interventions.

The report further notes that we require:

- public policies to encourage ...and support public information systems that can help individuals, families...to plan effectively.

Notwithstanding, the connection between planning effectively and being able to do so as a result of access to information and a range of career development programs and services in support of this outcome is not made. In contrast, *Knowledge Matters* highlights that the Canadian adult learning system does not always provide adults with the information they need to make considered choices. In particular, it cites the needs of working Canadians as well as Aboriginal youth, immigrants and youth with disabilities for more accessible and available information. Further, the availability of information to support local-level decision-making in rural areas is another pressing information concern.

2.3.2 Leadership in Career Development

Outside of Quebec, there is no single, co-ordinating professional association or strategic leadership body that speaks for the career development community in Canada. The *Ordre des conseillers et conseillères d'orientation et des psychoéducateurs et psychoéducatrices du Québec (OCCOPPQ)* plays this role in Quebec.

While CMEC and FLMM currently serve as co-ordinating bodies in other capacities, these bodies are neither funded nor accountable for results directly linked to career development *per se*. Issues of co-ordination and leadership are further addressed in Sections 9.1 and 12.6.

2.3.3 Coherence of the Career Development Services Delivery System

Career development services are provided in many different organisations - classrooms, guidance offices, human resources departments, community agencies, private practices, and employment agencies. Notwithstanding, clients outside the education sector often experience difficulty finding their way to the right service.

In this regard, there are at least three major hurdles to overcome in Canada.

- **Efficiency** - An efficient system is one where needs are matched to the service provided. More work is needed in Canada to map out the types of interventions that best suit different client needs and to experiment with, and evaluate the effectiveness of the different methods;
- **Disconnectedness** – In Canada, there is an overall disconnect between the provincial/territorial departments of education, labour and/or employment, and the federal departments involved in labour and employment (chiefly, HRDC, Industry Canada, and Citizenship and Immigration Canada). Occasions are few where there exists a seamless service continuum that bridges the two levels of government, excepting the NWT example referenced in 2.1.1. Additional important bridges between governments, other providers (notably NGOs) and the private sector are also needed. Consequently, there is no natural transition for students leaving school to enter the workforce in terms of where they go for career information and guidance assistance. Entitlement to counselling assistance at a Government of Canada employment centre or at an organisation contracted by the Government of Canada to do this work is limited, unless individuals are eligible for Employment Insurance. Help may be available from a community agency, but it is not easy in most communities to find out which one to go to. Most community agencies have a focus on target groups and/or marginalised, at-risk youth populations. Many non-speciality clients are potentially excluded from assistance beyond information provision.
- **Gaps in service** – A youth that graduates or leaves secondary school early tends to enter the labour market directly. In addition to displaced workers, those laid off by employers who do not provide career transition services (outplacement), also have difficulty accessing help. So do those who have been out of the labour market for a time and are now looking for work. Some may not be entitled to all public federal services.

2.3.4 Evaluating Outcomes

A lack of clarity and agreement in Canada on the outcomes of career development services hampers evaluators' development of appropriate methodologies. It prevents government policy makers from demonstrating the value of career development in fostering effective labour market transitions. Practitioners, service managers, program administrators and clients need to jointly negotiate expected outcomes and report publicly on these outcomes, using common methodologies and facilitating comparisons across jurisdictions. The various players in Canada slowly recognising the need to come to an agreement on the outcomes career development services can effectively provide. For example, this is an initiative targeted by members of the International Symposium for action and will be pursued over the coming two years.

HRDC, for its part, has introduced a comprehensive accountability framework for the delivery of its employment counselling services. Three key results are used:

- Individual client goal achievement during services;
- Operational measures of post service outcomes; and

- Corporate measures of socio-economic or long term impacts.

Organisations delivering the services under contract to HRDC must also demonstrate that their services are effectively using the same accountability measures.

2.3.5 Reduction in Funding for Career Development Staff

Career practitioners have seen their numbers diminish substantially over the past 10 years. Yet the demand for their services has not declined to any great extent. Greater use is being made of client self-service and alternate, technology-based service delivery methods.

2.3.6 Employment Equity in Career Development

Over the next 25 years, most new labour market entrants will be women, Aboriginal Peoples, visible minorities, and people with disabilities (Task Force on Transitions into Employment, 1994). Canada expects to see an extraordinarily large number of people from these groups, especially immigrants, making transitions into employment. They will need career development services. Canada's ability to meet the demands for skilled workers in the future will be greatly affected by its ability to help these Canadians with their career planning and development.

This fact generates the need to better inventory the type and quantity of services available at the present time to people in these employment equity groups. The most accurate information available to-date originates from the 1994 Survey of Career and Employment Counselling (Conger, et al, 1994) and is in need of updating. Its most riveting findings state that:

- Minimal training in career development occurs for practitioners who are Aboriginal, a visible minority, or a person with a disability; and
- Cross-cultural or employment equity sensitivity training of practitioners outside of these equity groups rarely takes place.

More recent research undertaken by the University of British Columbia does show progress has been made since 1994. Similarly, initiatives such as the Public Service Commission's (PSC) training course *Employment Equity Career Counselling*, designed for its employee assistance and career-counselling staff, demonstrate a move in the right direction. Such courses have been well received in government settings, but need now to be more widely implemented beyond the public sector.

The challenge of the next decade with respect to career development services for employment equity clients will be:

- Expanding the recruitment and training of career development practitioners from the employment equity groups;
- Increasing the number of delivery points for career development services available to employment equity clients
- Providing delivery agencies with adequate, sustained funding in spite of the limited resources; and
- Researching and developing culturally-relevant career development materials.

2.3.7 Research and Development

Canada has contributed to advances in the theory and practice of career development. For example, in the early 1990's, through the CAMCRY initiative (Creation and Mobilisation of Counselling Resources for Youth), colleges, universities and individual practitioners participated in applied research and in the development and dissemination of new methods and materials specifically for career and employment

counselling and career practitioner training. Four Centres of Excellence were established in strategic locations across the country. Government support amounted to 50% of this initiative. Unfortunately the funding was not sustained and only one centre continues to operate at the Université Laval in Quebec City.

Canada's career development professionals outside Québec are not as highly focused on research and development. Québec has a strong cadre of researchers. Unfortunately this research tends not to be widely known outside the province. There are "some" pockets in universities in other provinces, notably British Columbia and Alberta. It is not an organised, co-ordinated or connected research sector however. The CAMCRY initiative gave a clear demonstration of the level of interest that exists, if supported. Perhaps the greatest need facing Canada in its preparation of career development professionals is exposure to labour market and career research, and interdisciplinary policy studies. Career development practitioners and researchers need to be more directly connected and more actively engaged in policy debates, undertaking together more basic research relevant to government priority issues such as the contribution of career services to people enrolling in learning.

HRDC is currently exploring approaches to assess, report and disseminate information on the state of skills, learning and learning systems in Canada as an integral part of the Federal Government's Innovation Strategy. This presents a timely opportunity to also assess, report and disseminate information on the state of career development information and services which directly support well-considered and successful learning decisions and choices. A targeted career development research agenda articulating research voids would also support recommendations from all three reports cited earlier.

The Social Science Research Council of Canada (SSHRC) is Canada's federal funding agency for university-based research and graduate training in the social sciences and humanities as a whole. However, direct research in the field of career development tends to be relatively small. There also exist many private research organisations, such as the Conference Board of Canada and the Canadian Policy Research Networks (CPRN), which have a specific work and employability research focus.

A broad co-ordinated framework to manage this "research universe" more effectively is needed.

2.3.8 Standards for Practitioners and the Services They Deliver

Another key career development issue in Canada is the establishment of standards. Standards are required in two areas: in the competencies of those delivering service to clients, and in the policies and practices of delivery organisations. Progress has been made in developing standards for practitioners. In contrast, service standard development is just beginning.

Just over six years ago, Canada initiated a process to develop standards for career development practice. With funding from HRDC, a broad group of representatives of those implicated in the practice (including practitioners, researchers, policy makers, business and education/training representatives) were brought together. The standards development process has continued, leading first to the publication and validation of a framework, and later to the development of practitioner competencies. Field tests are currently underway nationally. The results of these tests and the initiative as a whole will shape many facets of career development in Canada including bringing greater consistency to training of practitioners in accordance with core competencies.

2.4 Please describe any recent (last five years) initiatives and changes that are of particular significance for the organisation, management, funding, staffing, or delivery of information, guidance and counselling services.

2.4.1 Bringing Home, School and Work Together

Some good examples can be found in Canada where national efforts to include parents more centrally in career development are paying off. The program "Take your Kid to Work" is one example, where children gain valuable exposure to the workplace and learn first-hand the importance of good career development and planning.

Another national initiative that brings home, school and work together is *The Edge* magazine. It is distributed free of charge to every secondary school in Canada. It has a subtle emphasis on school-to-work bound youth, profiling and honouring trades and in fact, honouring all work. *The Edge Calendar for Parents* attempts to challenge parent assumptions about work opportunity and “good” choices for their teens as well as to stimulate discussion between parents and teens about careers. *The Edge* is now including a much greater emphasis on building dialogue between youth and employers.

Another Canadian model for relating education and work is *Applications of Working and Learning (AWAL)*. This is a professional development activity for secondary school teachers developed in British Columbia with joint funding from the British Columbia Ministry of Education and HRDC. It has also been adopted in the province of New Brunswick. In AWAL:

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

The *Regional Economic Development and School Initiatives (REDAS)* in the province of Newfoundland is the result of a creative collaboration between a guidance and career development specialist and an economist. Both determined to find a means to assist youth to become aware of the potential for work opportunities in their own regions or communities. The challenges of bringing practical career education into the schools include:

- Mandating boards to make career education a regular part of the core classroom curriculum, and,
- Addressing expertise gaps that exist among teachers who, are subject matter experts in certain fields, but not necessarily in career development, economic development and labour market analysis.

Imaginative and innovative components of the REDAS initiative include:

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

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

Employers, unions, and schools have all realised the need for students to gain more information about the world of work in their schools and build stronger connections between students and the workplace. Co-operative education, along with other forms of work experience and high school apprenticeship programs are intended to provide a bridge between school and work.

Co-operative education was provided with funding at the national level in Canada for many years. The support and funding from HRDC led to the creation of a network of Co-operative Education Co-ordinators. Today, these co-ordinators assist each other through the Association of Co-operative Educators (ACE). Some provinces/territories have actively promoted co-operative education and work experience programs in the secondary school curriculum. In some cases, a career development component is attached to the program (e.g. career information exploration; career counselling before and after a work experience). A significant percentage of colleges and universities have co-operative education programs that form part of the requirements for specific programs (e.g. engineering). However, in nominal terms, the actual numbers of post-secondary students participating in co-operative education programs is quite small.

The *Stepping Up Report* notes particularly that the current take-up of apprenticeships is not adequate to counterbalance the retirement rates expected in skilled trades over the coming decade. The authors recommend making work-studies and other work experience much more widely available in secondary schools. The report further encourages stronger linkages between school and the world of work as well as further strengthening of Canada's apprenticeship system to better serve today's economy and work force. The issue is more than attracting greater number of individuals to apprenticeable trades, but also asking fundamental questions about how the system operates once individuals enter it.

An important initiative in Canada for building stronger links between school, life and work is the Blueprint for Life/Work Designs. The Blueprint outlines the skills, knowledge and attitudes that play an integral role in the development of individuals for work and life experiences. They consist of competencies for personal management, learning and work exploration, and career building. The Blueprint provides specific guidelines that can help strengthen career development programs in a wide variety of settings.

The Blueprint is the result of a partnership between Canadian and United States agencies. To date, the Ministries of Education in three provinces have adopted the Blueprint while some other provinces already had the competencies embedded in curriculum. Some provinces are also using the Blueprint to track outcomes from social assistance benefits. Still, renewed effort and more leadership from among career development practitioners are needed to encourage provincial/territorial education policy makers to make full use of the Blueprint. Its value is beyond whether it is adopted per se; it gives a common frame of reference for the outcomes achieved through a range of programs and services. In this regard, the Blueprint provides a framework that concentrates both on developing strong implementation strategies and achieving specific outcomes.

2.4.2 Strengthening Partnerships and Capacity-Building

HRDC has taken a very active role at the national level to foster community capacity building and the development of local level partnerships. One large branch within HRDC's Human Investment Programs, known as Human Resources Partnership, is devoted to supporting capacity building and partnership arrangements across the country. In fact, HRDC published a *Guidebook on Partnerships* for use by its regional and local level offices. Prior to the devolution of labour market responsibilities to the provinces/territories, HRDC also provided significant funding under a Community Development Program for local level capacity building.

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

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

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

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

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

Key to the ongoing success of Career Circuit has been the engagement of individuals, such as Field Liaison Officers, at the local level. These officers were recruited based on their connections to the community, their experience with organisational change, connections to business and employers, and secondarily for their career development expertise. Half of the officers have career development professional qualifications. Their expertise includes some career development, but also strong backgrounds in fields such as communications, human resource development, mediation, and technology. All are strong in community development experience. Their unique role has been to promote the initiative “from the ground”, work with community stakeholders to plan tailored implementation, act as a liaison between regional interests and co-ordinate components at the national level. Their role is also to act as resource persons to support practitioners as they complete the training component. In the process, they themselves become more specialised in career development. Circuit Coach is an excellent example of applying an innovative and cost-effective training methodology.

2.4.3 Social Services Reform

Active labour market and welfare programs aim to break the cycle of dependence on public income support programs that seems to extend across generations in families and sometimes throughout whole communities in Canada. At least two provinces require welfare recipients other than persons with disabilities or single parents to undertake specific measures such as employment counselling in order to maintain their eligibility for income support. EI claimants are also required to participate in information sessions about individual rights and responsibilities, and employment services.

The reaction of career development practitioners to mandatory participation policies has been mixed. Many career development interventions involve the building of trust and confidence with a practitioner. The practitioner aims to help clients address their problems and develop effective action plans. Mandatory clients may see the practitioner as the agent of government – there to ensure the government’s program objectives are met. On the other hand, some practitioners report good results from well-planned group activities involving mandatory clients. Research findings on the efficacy of mandatory participation policies are mixed. The development of these policies should in the future involve the closer collaboration of researchers, policy makers and practitioners.

2.4.4 Sector-Wide Initiatives

A number of years ago, Canada made a clear policy decision to develop and deliver labour market programs through partnerships. The delivery of career development services by provincial/territorial governments and community-based agencies has already been discussed. Both the federal and a number of provincial/territorial governments are collaborating in the establishment of sector-wide organisations mandated to develop and implement career development and training initiatives. The governments provide

all or some of the funding for the organisations. Industry provides some funding and expertise. At present there are 29 sector organisations. Some are organised on an “industry-wide” basis (for example, aerospace and construction), while others are formed around occupational clusters (for example, trades and technology).

Many sector organisations are quite advanced in the creation and distribution of career information. For example, the Culture Sector Council has produced a series of booklets describing careers in the sector. These are initially provided free to the schools, and later sold to schools to provide some revenues to the Council. The materials are in demand in the secondary schools.

The Canadian Tourism Human Resource Council has career products but has devolved the management of the career awareness program to the tourism education councils in each province. Those councils have contacts with secondary and post-secondary schools and agencies that deal with career changers. The Tourism Board also has a youth program that is advertised through brochures and posters. It provides an opportunity for youth to participate in classroom and on-the-job training in the tourism industry.

“Sector council like” organisations such as Canada WorkInfonet and the Canada Career Consortium (CCC) and CCIP also exist in the career development field. They are funded by HRDC through its partnership strategy. HRDC has taken a long-term (self-sufficiency not required) performance based funding strategy with these partnerships. However, none is truly representative of the full scope of the field or recognised as a single focal point for issues relevant to the sector as a whole. Issues related to the need for a co-ordinating leadership body covering the entire career development sector are addressed in Sections 6.1 and 9.1.

All three reports (*Knowledge Matters; Achieving Excellence; Stepping Up*) highlight the increasingly important role to be played by Sector Councils in promoting skill development and lifelong learning. They play not only a role in promoting individual sectors, but also a strategic leadership role that introduces innovative practices particularly to attract the attention of the educational system. Given this importance, the Government of Canada’s 2001 Budget provides \$24 million over the next 2 years to increase the support for exemplary councils and expand the network of councils to other strategic sectors of the economy. When fully phased in, the Government’s support of sectors will double to \$60 million per year.

2.4.5 Modernisation of Services – Government On-Line

Canada is one of the most connected nations in the world. It was the first country to connect all of its schools and libraries to the Internet. Canada has 100% satellite coverage of the country. It has built the world’s fastest, fibre-optic Internet backbone to connect its major research universities and colleges.

Canada’s Government of Canada is moving ahead with its plan to expand broadband Internet coverage in Canada. Although more planning is required, it is expected that the best approach could very well be to expand the highly successful *SchoolNet* and Community Access Program to ensure broadband access. These initiatives will be discussed in Section 7 (Delivery Settings).

The Government of Canada is determined to be the most connected government in the world to its citizens. The latest Federal Budget provides for an investment of \$600 million over four years to implement the Government On-Line Strategy by 2005. The Government of Canada On-Line initiative will provide Canadians with electronic access to government services by 2004, as reaffirmed in the 2001 Speech from the Throne. The Government On-Line initiative provides Canadians with another way to access the information and services they receive in person and by telephone. It is a key element of the Connecting Canadians Strategy aimed at making Canada the most connected nation in the world.

Canadian society has moved from being technology-interested, to technology-driven, and now to technology-dependent. Computer systems and the Internet are central in almost every service area of our economy. Career development services are no different. The impact of Internet technology on the delivery of career development services in Canada, in areas such as career, learning and labour market information and client self-service, will be discussed in Section 7 (Delivery Settings).

2.4.6 The HRDC LMI Task Force

All levels of government and labour market stakeholders regard LMI as a vital component of the national employment service. Indeed, as Canada continues in its transition to a knowledge-based economy, the strategic value of information increases. This is particularly true of LMI.

Career and LMI is at the foundation of the skills and learning goals of Canada's new Innovations Strategy. Reasons stated in the Strategy are:

- Career and LMI enables the proper preparation for, transition into and better labour market positioning of students, workers, educators, employers, and industrial sectors;
- More targeted products, services and delivery mechanisms can reach and assist groups to access skills development opportunities and labour market participation;
- Policy and program planners need quality Career and LMI to support the development of appropriate education, skills development and labour market programming; and,
- Career and LMI promotes an increased adoption by firms of innovative workplace practices that contribute to improved skills development of the workforce.

A recent comprehensive review of the literature undertaken by the Université de Sherbrooke calls some of these reasons into questions and points out that we do not know the learning outcomes achieved by labour market information. Outcome research on both labour market information and career development services as a whole has been weak and needs to be strengthened. Within HRDC, work is being done to address this weakness. One targeted initiative is the department's establishment of an internal, departmental LMI Task Force to:

- Assess HRDC's LMI investments in light of the Government of Canada's contribution to the Skills and Learning Goals;
- Create a future visions for HRDC's LMI, clearly delineating its unique roles and contributions to the development and delivery of LMI in Canada;
- Seek ways to further integrate and streamline its research, policy and product development, partnerships, service delivery and communication activities; and
- Develop tools and building blocks to help carry the Skills and Learning goals of Canada's Innovations Strategy.

2.4.7 The International Career Development Symposium

HRDC enlisted the assistance of the Canadian Career Development Foundation (CCDF) to organise two international Symposia on Career Development, held in 1999 in Ottawa and 2001 in Vancouver. The initiative brought together career development professionals and policy makers in small country teams to participate in a think-tank forum to begin a dialogue between policy and practice and to begin to understand how both agendas could be mutually beneficial.

The Second International Symposium on Career Development and Public Policy convened approximately 75 senior policy leaders and career development professionals world-wide from 17 countries as well as 4 multinational organisations (ILO/World Bank/OECD and EU) and the International Association for Educational and Vocational Guidance (IAEVG).

Canadian leadership is being recognised and strongly supported by the international community for this initiative. They have requested that Canada seek ways to sustain the results of the Symposia by completing the action items agreed to, supporting countries in organising their own national symposia and creating a sustaining centre to continue both dialogue and to undertake specific initiatives, for example outcome research and service standards. These are under consideration.

Countries at both Symposia presented country papers as a backdrop to the deliberations. The proceedings can be obtained from <http://crccanada.org/symposium>.

3. Policy Instruments for Steering Services

The policy instruments that steer career development services in Canada are somewhat different for elementary, middle and secondary schools; post-secondary schools; and, services for adults. They are different from province to province. Different policies and standards that are typically produced by different jurisdictions also guide the practitioners delivering the services. Not unusual is finding a community-based non-government group delivering career and employment counselling funded by three levels of government, and subjected to policy directions from the three levels, as well as from their own Board of Directors or stakeholders. So, when one speaks of something in the way of a policy model or instrument that is common across Canada, there will often be an exception somewhere.

As background to the discussion of policy instruments, it is helpful to look at the kinds of policy models that are found in the venues where career development services are delivered.

In the middle and secondary schools, the trend is toward application of a preventive policy model with increasingly the provision of career education through the regular school curriculum. This has been a struggle in some provinces as guidance counsellors in some instances may have been out of classroom teaching for extended time periods. It has also been problematic when career education curriculum is given to classroom teachers without providing in-service training. Classroom delivery is however continuing to increase and there is evidence in several provinces of it becoming mandatory. Where mandatory, it is essential that it be delivered with knowledge and competence. Career education curriculum necessarily includes exploration of the self – interests; abilities; passions; lifestyle; ambitions. This information is not textbook information and must incorporate different methodology from subject teaching which is not so connected to the self. There is encouraging evidence, through classroom practice, that the area is beginning to be recognised as core and an entitlement for all students.

At the post-secondary level, a preventive policy model is applied in cases where career development courses are offered within program areas. Most often these courses have work search and transitions to work as a focus. Otherwise, the provision of service is reactive to student needs and labour market requirements. Because of budget cuts, fewer post-secondary students than in the past ask for career development assistance get appropriate individual help. Career development services at the post-secondary institutions do focus on lifelong learning and the acquisition of career development skills.

Career development policy related to adults is largely reactive. Eligibility for many services is most often restricted to groups having specific labour market disadvantages, or to those entitled to some form of income support. Employment Insurance (EI) claimants receive income support and funded adjustment assistance (e.g. employment counselling, diagnostic testing, training, subsidised work experience, etc.). Welfare recipients may receive income support, housing, childcare, transportation and other such assistance, as well as career development services such as employment counselling, employment readiness programs, training, work experience and job placement help.

Career Development services, in some settings, are mandatory. This is the case in at least the two provinces that require welfare recipients other than persons with disabilities or single parents to undertake specific measures such as employment counselling, or community service work in order to maintain their eligibility for income support. EI claimants also participate in certain measures that facilitate their return to work.

Overall, while policy people and career development practitioners in Canada have collaborated only infrequently to this juncture, bridges are being strengthened. Exemplifying this strengthening is Canada's involvement in organising the International Symposia on Career Development in 1999 and 2001. In this instance, both policy analysts and practitioners worked together to articulate better a vision and approach to address issues facing Canada's career development system.

3.1 How important is legislation in steering information, guidance and counselling services in your country? Please briefly describe the main pieces of legislation that directly affect information, guidance and counselling services.

In Canada, the delivery of career development services is primarily governed by agreements between levels of government, or between government departments/agencies and various non-government service providers. In the latter case, the chief instruments are personal services contracts, or government contribution agreements (cost-sharing agreements), or government grants. These forms of policy influence will be discussed in the next subsection (3.2).

The mandate for the Government of Canada to act in the labour market and employment area is spelled out in two legislative/regulatory documents.

1) Employment Insurance (EI) Act

This Act sets out the basic requirements for workers covered by EI to make claims against the EI fund in the event of unemployment. It also describes the rights and obligations of claimants under the legislation.

An important part of the EI Act with respect to career development is the establishment of the Employment Benefits and Support Measures. These measures constitute the “active programming” part of the EI legislation. They give HRDC the right to use EI funds for the purposes of assisting workers covered by the Act to prepare for and obtain employment. This includes the mandate to provide career, occupational, learning and labour market information and to provide individual and group services to assist workers in transition.

Section 60(1) of the Employment Insurance (EI) Act mandates the Canada Employment and Insurance Commission (CEIC) and Human Resources Development Canada or HRDC - to maintain a National Employment Service to provide “information on employment opportunities across Canada to help workers find suitable employment and help employers find suitable workers”.

Section 58 of the EI Regulations states that the National Employment Service must assist individuals competing in the work force.

Sections 57, 62, and 63 of the EI Act permit HRDC to negotiate agreements with provinces and territories on the delivery of Employment Benefits and Support Measures. These are the legal basis for the federal-provincial-territorial Labour Market Development Agreements (LMDAs).

2) Department of Human Resources Development Act

This Act establishes HRDC to be the federal department primarily responsible for:

- Administration of EI under the EI Act and accompanying regulations;
- Administration of EI Employment Benefits and Support Measures;
- Implementation of the Canada Labour Code;
- Co-ordination of the federal role in social services benefits administration; and,
- Conduct of research and analysis aimed at the provision to Canadians of information on the labour market.

Section 6 of the Department of Human Resources Development Act charges HRDC with

the powers, duties and functions to be exercised with the objective of enhancing employment, encouraging equality and promoting social security.

Section 7 of the Act allows HRDC to analyse, interpret, publish and distribute information relating to human resources development, subject to the Statistics Act. It also allows HRDC to co-operate with provincial authorities with a view to the co-ordination of efforts made or proposed for preserving and improving human resources development.

Section 27 directs the Canada Employment Insurance Commission (CEIC) [Now part of HRDC] to perform duties and functions in relation to EI, employment services and the development and use of labour market resources.

Citizenship and Immigration Canada (CIC) also plays an important role in the provision of career development services to immigrants to Canada. This mandate is provided for in the regulations governing the Department's activities. Specifically, CIC has a number of programs that include elements aimed at assisting newcomers to make the transition into employment in Canada.

- **Host Program** – designed to assist the newcomer to adapt to Canadian ways, learn about services, practice English or French, participate in community activities, and develop contact in the employment field.
- **Immigrant Settlement and Adaptation Program (ISAP)** – designed to help immigrants meet their immediate needs, connect with economic, health, cultural, educational and recreational facilities, receive short-term counselling and access employment-related services such as group job preparation sessions.
- **Language Instruction for Newcomers (LINC)** – a program that provides newcomers with English or French language instruction up to a basic level of competency.

Hundreds of immigrant-serving agencies across Canada assist immigrants to access and make full use of any of the above programs. Many points of service provide complete career and employment counselling services, as well as family support services.

3.2 What other instruments are normally used for the political steering of information, guidance and counselling services and to monitor implementation?

3.2.1 Labour Market Development Agreements

Section 2 already mentioned that, historically, the Government of Canada has had primary responsibility for labour market matters. Over the past several years, federal responsibilities have been devolved to interested provinces/territories through Labour Market Development Agreements (LMDAs). Seven provinces/territories have taken on the delivery of career development services except for the provision of labour market information (LMI). Provinces/territories co-deliver these services with HRDC. Some of the services have been out-sourced to the private (not-for-profit and for-profit) sector by either HRDC or the provincial/territorial body responsible for labour market matters under the LMDAs. Entitlement to services such as career or employment counselling, skills upgrading, and re-training varies by province/territory, but typically is restricted to those on some form of income support, or to targeted clientele such as immigrants to Canada or Aboriginal Peoples. Job placement is almost entirely left to the private marketplace except for the provision by the federal or provincial/territorial governments of self-serve job banks.

3.2.2 Federal-Provincial/Territorial and Industry Sector Consultative Bodies

In Canada's highly decentralised system, it is difficult to align policies, programs and delivery mechanisms around countrywide priorities such as lifelong learning, skill development, use of technology, and active measures for unemployment and welfare clients. It is also difficult to maintain a strong accountability structure when service delivery is diffused.

Canada's national approach to decentralised service delivery includes the use of economic sector organisations. The national sector initiative was discussed briefly in Section 2. Both the federal and a number of provincial/territorial governments are collaborating in the establishment of sector-wide organisations mandated to develop and implement career development and training initiatives. As was mentioned, governments provide all or some of the funding for the organisations. In some cases, industry also provides some funding and expertise. Among their roles are developing career and workplace information on opportunities within their sector for educational institutions and establishing partnerships at the local community level for the delivery of initiatives created by their organisation. There are challenges on both fronts. Linkages between sector councils and community and volunteer organisations that traditionally deliver information and services to youth need to be established and strengthened. Additionally, the diversity of information products made available nationally and provincially to the educational system often overwhelms its practitioners, compromising their ability to review and digest content for the benefits of their students.

3.2.3 Partnership Arrangements

By and large, policy direction (“political steering”) for career development services implementation and monitoring is achieved in Canada through the establishment of partnership arrangements, whether at the federal-provincial/territorial level (such as with the LMDAs, CMEC, and FLMM) or at the local level involving a variety of community players. National objectives and goals such as the inculcation of lifelong learning and skills development in labour market programs have to be translated into something that is of recognised value at the local (community) level. Community partners need to know: “what is in it for me?” Relevancy of program objectives and goals to local needs is always a key to success.

In a partnership environment, outcomes, targets and service quality standards are rarely mandatory, and almost always voluntary. Recognising the voluntary nature of service standards in Canada, some organisations like the Canadian Career Development Foundation (CCDF) have striven to provide local delivery agencies with guidelines and tools for assuring quality career development services delivery. For example, CCDF developed, as one measure, a series of self-help workbooks on Policy Development within Agencies, Selection of Interventions in Accordance with Client Needs and Community Opportunities, and Evaluating Services and Programs. These are available through their Career Clearinghouse but there is no implementation strategy in place to improve them and/or to support their more extensive use. They are of course not the only quality resources. The point is that in a partnership arrangement, there is often a need to help agencies learn processes to “do it themselves” with respect to building quality Career Development Services that respond to relevant local career and learning issues. Resources are needed to support these processes.

In the four provinces where HRDC co-delivers employment programs and services, a one-stop approach is primarily used. HRCCs are typically co-located with provincial and sometimes municipal Employment Resource Centres (ERCs). In Ontario, there is also a move to co-locate the services provided by the three levels of government, often by locating them together in a shopping mall. Policy direction is often decided jointly using an advisory group. Community partnership models are being tested and refined and hold promise for a set of coherent services, within one community, delivered by several partner agencies with co-operation and without duplication.

An example of the one-stop point of delivery and joint policy decision-making is the network of employment services in metropolitan Toronto. Beginning in 1997, HRDC established a network of labour market information and employment services offices in one very large community of the City of Toronto. The network consisted of a partnership between its offices and six community agencies, all located at strategic sites throughout the community for ease of client access. Their commitment was ambitious:

- To join together in order to deliver seamless services to clients;
- To work in partnership without self-interest or competition;

- To identify gaps in services and to design the services each would continue to provide according to the best skills of its staff;
- To avoid duplication in services; and,
- To partner in marketing services so the community had clarity on who does what and where.

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

The working principles established were:

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

While there have been challenges, the accomplishments have been significant. A common vision provided a collaborative environment for services; significant savings were realised in training, marketing and program resources; a unified voice was presented to clients and the business communities; and, clients reported ease of access to appropriate services and referrals.

3.2.4 Professional Organisations

Except in Quebec, which has its own regulations, all counsellors in Canadian elementary and secondary schools are licensed teachers. Many also have a Master’s degree in education with a speciality in guidance or counselling or a related area. In the post-secondary system, career development staffs do have university training, but are not licensed teachers. Those offering career services may have a Master’s degree in guidance and education. However, governments outside of Quebec do not typically regulate guidance counselling in the middle, secondary and post-secondary institutions. This is beginning to change in a few provinces such as Saskatchewan where many school divisions now require guidance counsellors to have a Master’s degree. The extent to which career development is covered in the Masters program is not prescribed except in Quebec. Only the professional organisation in Quebec regulates career counselling and guidance practice. In contrast, all provinces regulate psychologists. They must be licensed to practice in the province/territory.

In Quebec, guidance counsellors in the school system must have a Master’s degree and specialist training in guidance and counselling. They do not have to have a teaching background. Quebec school counsellors also have to be registered members of OCCOPPQ in order to use the title of guidance counsellor.

Outside of the school system, anyone theoretically can offer career development services without having to be licensed or demonstrate they possess any particular professional qualifications. This is also true in Quebec for practitioners who practice career development but do not use the title of guidance or career counsellor. The absence of regulation or licensing by the profession itself makes it difficult to ensure that both consistent standards are applied in practice and professional accountability is supported through a client grievance or review process.

The situation with respect to standards is changing. As discussed in Section 2.3.9, Canada is still in the process of field testing standards and guidelines for career development practice. However, adherence to the competency standards remains voluntary. More is said about professional standards in Section 11 (Assuring Quality).

3.3 Please describe how government regulation, funding, and provision of information, guidance and counselling services are related to one another. Is the same (government) body typically responsible for all three, or are they carried out by separate agencies?

The connection between government regulation, including the setting of policy and guidelines, funding and the provision of career development services in Canada is direct when all three elements come from the one level of government (e.g., provincial Ministries of Education; provincial Career Centres). When different levels of government and the non-government sector are involved, the connection is not so clear.

3.3.1 The Situation in Education

As noted in Section 2 and in subsections 3.1 and 3.2, education falls under provincial/territorial jurisdiction. Provincial/Territorial ministries responsible for education in the schools and post-secondary education (sometimes the same ministry and sometimes two different ministries) set policies and guidelines for career development in the schools and post-secondary institutions. In recent years, a number of the provinces have taken a curriculum approach to career development. Career education courses are offered at selected grade levels, or in timetable blocks throughout the school years. Regular classroom teachers may be responsible for the courses. For example, in Saskatchewan the middle schools (grades 6-9) are required to deliver 30 hours per year of career development as a part of the curriculum. Classroom teachers and/or guidance counsellors may also offer career education programs such as the Real Game Series.

In terms of guidance and counselling services—particularly career services (individual or group counselling, career planning, career preparation, etc.)—few provinces/territories have established any mandatory requirements for the schools. Some guidelines may exist, for example, minimum counsellor-student ratios, or expected numbers of individual interview contacts but it is most often left to individual school boards or divisions to determine if and how the guidelines may be implemented.

Even where a province/territory has established mandatory curriculum requirements for a career development program, there is no direct connection to the funding formula for the schools. Funding to schools is typically provided through boards or divisions. Most provinces/territories use a block funding approach that does not include any specifications related to career development. It is not surprising that at budget time, provinces/territories and school boards/divisions do not always consider a solid career development program throughout the school years as a high priority. Business and industry over the past 10 years have lamented the poor preparation for work life provided by our schools. Educators have often countered that this is not their job. Nonetheless, the views of business and industry have had some impact, as provinces like British Columbia and Ontario have instituted mandatory work/volunteer experiences in the school curriculum.

The *Stepping Up Report* makes a number of very strong recommendations regarding making better school and work connections. They include:

- Ensure the teaching of essential skills becomes integral in in-service professional development for current teachers;
- Encourage teachers to return periodically to non-academic workplaces to keep abreast of changing requirements;
- Encourage a two way flow of information between secondary schools and firms;
- Move toward starting apprenticeship training within the secondary system;
- Ensure schools quite explicitly, prepare students for their work lives.

The report notes that “...most high school students study social, health and family issues to become responsible citizens. Oddly only a fortunate few learn directly about the forces and factors that will shape their ability to earn a living.” Notwithstanding, the Report stops short of speaking to the role of career

education in the schools as a critical vehicle for achieving the above objectives. It also does not speak to the issue of guidance counsellors being so consumed with personal counselling issues that the time and resources are not there to attend to career and work preparation issues. This is an issue for the attention of the CMEC and could be well undertaken by a career development task force. Creative optional models of delivery need exploration to ensure that career development and post-secondary planning for work and learning is available to all students.

Colleges, institutes of technology, vocational centres and universities fall under provincial/territorial jurisdiction. However, the institutions themselves have complete control over the provision of career development services. There are no provincial/territorial career development guidelines for post-secondary institutions. While the Government of Canada indirectly supports post-secondary education through the provision of student financial assistance, tax measures to make post-secondary education more affordable, and assistance for research and innovation, its direct role in post-secondary education is limited to funding provinces/territories through the Canada Health and Social Transfer (CHST). Notwithstanding, for post-secondary institutions, there is no connection, with respect to career development, between federal and provincial/territorial government policy, funding, and the provision of any career development services.

Quebec has taken a somewhat different approach. In Quebec's case, the decision to move to a new preventive model was suggested by OCCOPPQ at a general forum on education. There was consensus among career development practitioners and policy makers to introduce a new approach on an experimental basis. Funding over four years was provided to implement the "école orientante" (the guidance-oriented school). The Ministry of Education is evaluating the approach. In this case, there is a direct and clear connection between the policy and guidelines for guidance and counselling in the schools, funding for this function, and the types and levels of services provided in the Quebec schools.

3.3.2 The Situation for Adult Career Development Services

The kind of connection that exists between government policy and guidelines, funding and the delivery of career development services varies depending on the province/territory that is considered. In provinces that have assumed, under LMDAs (as described in Section 2), it is likely the case that policy directions such as client priorities are translated into practice in service delivery. For provinces that have taken over the delivery of labour market programs, funding is allocated by program. For example, the province may set a specific funding level for skills development programs like training and re-training, and also establish the levels of resources (dollars and people) that should be used to deliver the programs.

For provinces that co-manage labour market matters with HRDC, joint advisory committees typically set the policy framework, including such things as client priorities. The joint committee may also determine the funding levels for programs like skills development (training and re-training, wage subsidy programs, etc.). But in the main, the two levels of government (federal and provincial/territorial) separately resource the delivery of services whether they are co-located or not. This means that the connection between the policy and regulatory regime with the funding and delivery of the career development services is not necessarily direct.

The connection between policy and regulation, funding and service delivery is even less clear with respect to career development services provided for immigrants to Canada. Outside of Quebec—where immigration matters have been devolved to the province—CIC does not have master framework agreements in place with all provinces/territories. CIC provides funds for the broader array of settlement and language instruction services for newcomers to Canada. All of these services are delivered by immigrant-serving, non-government organisations, or by organisations that are financially supported by a provincial/territorial or the Government of Canada. In the latter case, their mandate and funding dictate that their career development services are available to all Canadians and not just immigrants.

In the cases where the province and HRDC co-manage labour market matters, the actual services are delivered either by:

- staff from the two levels of government who are co-located; or
- staff hired by organisations contracted to deliver the services.

In this instance, joint management committees set outcome measures. When the services are delivered by a contracted organisations, the terms of the contract (personal services contract or government-organisation contribution agreement) normally include the outcomes to be achieved (set as performance targets and standards). In this latter case, there is certainly a direct connection between policies and regulation, funding and actual service delivery.

Recommendations outlined in *Knowledge Matters* indicate an increased emphasis on services to adults. The broad goals of the report are to:

- strengthen skills and learning;
- develop people's talents and
- provide an opportunity for all to contribute to and benefit from the new economy.

The report notes explicitly the needs of working adults to access the learning system and have access to programs such as 'learning while earning' as well as access to complete labour market and learning information.

3.4 What mechanisms, if any, exist for co-ordinating information, guidance and counselling services: between different Ministries, different levels of government, governments and other parties such as employers, trade unions, the private sector, and community groups, services for youth and for adults; and different agencies that provide services?

3.4.1 Inter-governmental Mechanisms for Co-ordinating Career Development Services

A specific governmental mechanism for co-ordinating policies, programs, services, activities and/or initiatives that support career development for the full Canadian population does not exist. However, career development policies and services appear to be of some interest and concern to two important pan-Canadian bodies: the Council of Ministers of Education – Canada (CMEC) and the Forum of Labour Market Ministers (FLMM). Some co-ordination of career and LMI initiatives already occurs through the CCIP.

CMEC

In Canada, education is the responsibility of each province and territory. Because ministers of education needed a forum in which to discuss issues of mutual concern, they established the Council of Ministers of Education, Canada (CMEC) in 1967. CMEC is the national voice for education in Canada. It is the mechanism through which Ministers consult and act on matters of mutual interest, and the instrument through which they consult and co-operate with national education organisations and the Government of Canada. CMEC also represents the education interests of the provinces and territories internationally.

CMEC initiatives are divided into two categories: pan-Canadian strategy activities, in which all jurisdictions participate, and consortium activities, which provinces and territories choose to participate in and fund, according to their interests.

The basic pan-Canadian strategy includes the following initiatives:

- Assessing the performance of 13- and 16-year-old students in mathematics, reading and writing, and science;
- Collecting statistical information on the performance of our education systems;

- Fostering an exchange of information among provinces and territories on a variety of subjects including technology, open learning, copyright, and education research and development;
- Producing periodic reports on various aspects of education in Canada; and,
- Fostering the mobility of post-secondary students through credit transfer agreements among provinces and territories.

Some provinces and territories have created consortiums, including those charged with the following projects:

- Developing a process to set post-secondary expectations; and,
- Co-operating on curriculum initiatives.

Beyond education, CMEC is making inroads into career development, particularly in discussions over the development of common curriculum in Canada, and with respect to the access of youth to post-secondary educational opportunities.

FLMM

The FLMM was established in 1983 for the purpose of inter-jurisdictional discussion and co-operation on labour market issues.

The FLMM is co-chaired by the Government of Canada and a Lead Province, whose lead position rotates every two years. The FLMM currently has two active Working Groups that address particular labour market issues: specifically, the LMI Working Group (referenced in 2.1.1) and the Labour Mobility Co-ordinating Group (LMCG) which co-ordinates implementation of the Labour Mobility Chapter of the inter-provincial Agreement on Internal Trade (AIT).

Progress on the *Work Destinations* Website

Launched in 1998, *Work Destinations* is an innovative, interactive Internet site that assists Canadians address labour mobility issues across Canada. Specifically, it offers practical help to Canadians who are prepared to re-locate in order to take advantage of work or training opportunities.

Progress on Removing Barriers to Inter-Provincial/Territorial Labour Mobility

The removal of barriers to inter-provincial/territorial labour mobility is important to Canada's economic union, helping Canadian access employment opportunities wherever they exist across the country.

At the last FLMM Minister's Meeting in April 2001, Ministers agree to continue working collaboratively to promote the removal of barriers to inter-provincial/territorial labour mobility, including actions beyond the July 1, 2001 AIT deadline for compliance.

Under direction from Ministers, the LMCG finalised a progress report on labour mobility entitled *Report on Implementation of the Labour Mobility Chapter of the Agreement on Internal Trade – July 1, 2001*, which was publicly released in December 2001. The report states that by July 1, "...42 of the 51 regulated occupations have, on a national level, substantially met their labour mobility obligations or are well on their way to doing so." The remaining professions are working to resolve some outstanding issues. An electronic version of the labour mobility report is available at <http://hrdc-drhc.gc.ca/stratpol/lmp/mobility/mobility.shtml>."

Strengthening Co-operation to Meet Changing Labour Market Needs

Labour Market Ministers also agreed to strengthen co-operation on a range of labour market activities of national priority. Over the next three to five years the FLMM will:

- Accelerate the development and integration of occupational, career and labour market information (OCLMI) systems. This is being accomplished through the Labour Market Information Working Group (discussed in Section 2);

- Jointly develop research and evaluation projects that support FLMM and common labour market priorities such as youth and transitions to a knowledge-intensive economy; and
- Build linkages between the Forum of Labour Market Ministers and other structures in the broad social and economic environment.

3.4.2 Mechanisms for Co-ordinating Services Between Governments and Private Sector Players

a) Sector Councils

The FLMM, like HRDC, supports the establishment of partnerships between governments and the private sector to achieve labour market goals, particularly in the area of skills and qualification recognition of workers and the reconciliation of differences in occupational standards. As a result, the FLMM supports the work being accomplished through HRDC's Sectoral Partnership Initiative (SPI). SPI helps various groups to organise sector councils. Sector Councils are industry-wide partnerships that bring together employers, unions, workers and educators to assess future employment patterns, skill requirements, and training practices in different sectors of the economy. Based on this assessment, practical measures are developed to help employers and workers meet and adapt to the changing human resources needs of each sector. There are currently 29 Sector Councils in Canada. The sector initiative is briefly discussed in Section 2. More details are presented in Section 4 (The Roles of Stakeholders)

b) Labour Force Development Boards

Canada's approach to government-private sector partnerships that focus on labour market issues has largely been multi-partite in nature. In the early 1990's, the Government of Canada established a national Labour Force Development Board consisting of 23 members representing four major constituencies: business, labour, education/training, and Canada's four official "employment equity groups" (women, Aboriginal Peoples, persons with disabilities, and visible minorities). The Board made some significant contributions to career development policy during its nine-year life span (the Board closed its doors in 2000). Among these were:

- Canada's only major pan-Canadian study on the state of career and employment counselling in the country;
- A Task Force on transitions into employment that recommended measures be taken to increase the quantity and quality of career and employment counselling, and career and labour market information services across Canada; and,
- A Task Force on labour market adjustment services that recommended a better integration of the career development services offered by governments (federal and provincial/territorial) with those provided by non-government groups such as unions and various community agencies.

The Canadian Labour Force Development Board succeeded in having several provinces establish multi-partite boards of their own. In Ontario, a large number of local, labour force development boards were set up. For these various boards, career development services have always been an important item on the yearly agenda. Some provincial boards remain (e.g., Saskatchewan Labour Force Development Board). The CCC was established by HRDC to continue work that used to be done within the department. The CCC focus is limited to career information and it does not reach into policy bodies and does not exert influence.

3.4.3 Mechanisms for Co-ordinating Services Aimed at Youth and Adults

In 1998, the Government of Canada proposed new federal-provincial-territorial bilateral agreements for youth employment programming in response to agreement by the FLMM to give priority to youth employment nationally. The protocols' objective is to foster co-ordinated planning and priority setting for youth programs across jurisdictions, while making the best use of resources within each jurisdiction.

Since 1998, five bilateral youth protocols have been signed with the following provinces: Manitoba, Newfoundland, Nova Scotia, New Brunswick, and Prince Edward Island.

Elsewhere, the LMDAs have contributed to co-ordination of services for adults. Under both transfer and co-management agreements, there has been a trend toward co-location of federal and provincial services, promoting 'seamless' access for both EI-clientele (served under federal EI funding) and non EI-eligible clientele served by provincially-funded programs.

3.4.4 Inter-organisational Co-ordinating Mechanisms

The move to self-service in career development services has been centred on the provision of career, learning, and labour market information. Federal and provincial/territorial governments made a conscious effort, as a matter of public policy, over the past five years to expand the provision of career information through the Internet. They established and continue to fund a network of non-government, not-for-profit organisations with a mandate to increase the amount of quality career information available on the Internet.

a) Career, Occupational, Learning and Labour Market Information (COLLMI) Partnerships

HRDC is the country's leader in the development and delivery of career, occupational, learning and labour market information. Information is one of two key areas for which the Government of Canada has retained responsibility even as it devolved responsibility for other programs and services to the provinces/territories. In addition to using its own internal resources to develop and disseminate this information, HRDC has supported, for more than 25 years, the development and delivery of career and labour market information by several national partnership groups.

The most long-standing COLLMI partnership group is the Canadian Career Information Partnership (CCIP). CCIP has been in existence for 25 years as a national partnership of provinces, territories and HRDC. Formalised 10 years ago, CCIP has grown into a network of key personnel predominantly in Ministries of Education across Canada who are in positions to support the development of career and labour market information, quality products and quality career education initiatives. CCIP for example played an active role in popularising the Conference Board of Canada's Employability Skills Profile within the school system. This profile increased attention on the expectations of employers for "skilled" graduates and the importance of school and work connections. CCIP is the originator of Canada prospects and Canada Career Week (now managed by CCC). CCIP was also the foundation partner for the Blueprint, Real Game Series and the Essential Skills partnership with provinces and territories.

The CCC was established by HRDC as a national forum to initiate, develop and co-ordinate career and labour market information. Its key objectives are to:

- Serve as a strategic alliance of national, private sector, interprovincial/territorial and government partners which contributes to leadership in the development and facilitation of a national vision and guidelines for career and labour market information;
- Increase membership to reflect the total community involved in career and labour market information;
- Continue to develop and deliver on-going career information resources such as Canada Prospects, products that support Canada Career Week, Career Directions, Destination 2020 and The Work Handbook;
- Identify emerging issues, career information gaps, new opportunities, relevant research and partnerships to meet the career information needs of all Canadians;
- Facilitate the development, marketing, distribution of career and labour market information products; and,
- Operate a national office and advance the CCC vision and mission while carrying out career information activities and projects.

Canada WorkInfoNet, (CANWIN) again HRDC funded for the national website and national office, is a network of partners in all provinces and territories working together to develop an information network for all Canadians to connect to work and learning opportunities. Provincial/Territorial WINS are funded within their own provinces/territories.

The national CANWIN organisation is responsible for the national website. Its purpose is to help Canadians connect to the resources they need in the areas of jobs, work and recruiting; learning, education and training; occupations and careers; labour market information and outlook; self-employment; workplace issues and supports; and financial help and issues. Each of the provinces/territories that are part of the CANWIN partnership also manages a provincial/territorial website.

b) Learning Partnerships

CanLearn Interactive is a user-friendly Internet site designed to give Canadians easy access to the information they need to make informed decisions in the selection and financing of learning. This one-stop resource centre lets visitors explore career possibilities, identify education requirements, find information on financial support and develop strategies to achieve their goals.

Users can find information on topics including:

- Learning opportunities and planning tools;
- The costs of learning and education including information on student loans, scholarships and bursaries;
- Learning options available throughout Canada;
- Accessibility information for people with disabilities; and,
- Online applications to colleges/universities and financial assistance.

There is also an Internet Café where visitors can interact with other learners as well as attend online events in a variety of issue areas.

HRDC's Canada Student Loans Program Directorate manages CanLearn. Additionally, a Provincial/Territorial Advisory Group and a NGO Advisory Group—comprised of 25 national learning stakeholder organisations—provide continuing support and expertise.

One of the most popular features is the On-line counsellor that provides information and links to quality resources to assist learners in planning and financing their education.

The inter-organisational co-ordination mechanisms tend to be dominantly around information.

Very little research to date has been devoted to either finding out if the information actually is getting the results desired. Research will also be key to supporting further experimentation and evaluation of innovative service delivery models. Specifically, we need to understand better how Canadian use career and labour market information, and how we might better employ technology, in combination with personal contact, to support improved career development exploration and decision making.

3.5 What barriers exist to co-ordination of services and to networking among providers?

a) Lack of Transparency and Coherence

In addition to the obvious lack of sufficient human resources, career development services are not connected at the national, provincial/territorial and local levels in such a way that users find the services to be transparent and coherent without gaps in what is available and accessible to them. A stronger service network model is not realised in Canada for two key reasons.

One reason is the division that exists between guidance and career services offered in the education sector (under the jurisdiction of the provinces/territories), and services offered in the employment/labour sector (under either federal-provincial/territorial shared jurisdiction, or the responsibility of the Government of

Canada alone). Career development services provided under the jurisdiction of the provinces/territories under “education” is typically restricted to in-school youth. Some potential system users such as school graduates or drop-outs no longer in education but not yet attached to the labour force, find it difficult to access any form of service. Services available without charge to adults are often provided only to those eligible for unemployment benefits or social assistance/welfare. For the unemployed not in receipt of some form of income assistance, career development services are far from being transparent. The same can be said for adults with a long attachment to the labour force that suddenly find themselves unemployed, underemployed adults, or career changers.

A second reason for a lack of transparency and coherence is sometimes created through deregulation of services and contracting out to third party deliverers in a local community. The deliverers find they must compete for a sustainable client base. This can promote an environment of competition, exclusion and lack of co-ordination of services. This model also tends to favour the easiest clients to serve rather than those who are most vulnerable. The example of Metropolitan Toronto cited in Section 3.2.3 is one of collaboration rather than competition. Achieving this in a deregulated and competitive community environment is a significant challenge.

b) Absence of Full Participation by all Important Stakeholders

Many of the stakeholders important to a coherent career development system may be playing less influential roles than is ideal. This is the case for parents and employers. Parents should be active catalysts for career development and lifelong learning, but their potential contributions remain untapped in many Canadian communities. The involvement of employers in career development services has not been traditionally extensive although this is beginning to change. A recent study completed for the Canadian Centre for Management Development (CCMD) examined the extent to which large employers had implemented quality career development programs for their own staff. Some very promising practices were evident in the RCMP, Shell, Toyota, British Petroleum and Telus. The researcher, Dr. Dave Redekopp, noted that none was totally comprehensive and inclusive of staff at all levels of the organisation but indicated emerging promising and important practices. The importance of participation of employers is also highlighted in finding ways to help workers at lower skill and education levels connect to, and become comfortable with learning environments, both informal and formal. The contribution of informal workplace learning is not broadly recognised and is under-utilised in most career development program approaches.

c) Absence of Broadly Accepted Service Delivery Standards

Not-for-profit community agencies provide a large proportion of career services in Canada. These agencies are usually funded by one level of government or another, often using funding from more than one source. Increasingly, for-profit organisations are being contracted by governments to provide career development services. Few tools exist to help monitor or guide these delivery agencies in the provision of quality services.

Under funding or contractual agreements, governments control the quality of services to some extent. Notwithstanding, most delivery agencies have noted that they have limited supervisory support for staff, a minimum infrastructure to deliver career services, and often have poor equipment and materials. There is a need for Canada-wide standards for career development service delivery, similar to the Standards for Guidelines for Career Development Practitioners initiative. The FLMM Working Group is developing voluntary standards for Career and LMI (see 9.1).

4. The Roles of Stakeholders

Career development activities in Canada come in many different forms. Many different individuals, institutions, agencies, and companies provide career development products and services. One estimate was that over 100,000 people provide career development services to everyone from elementary students to displaced workers. Many found this to be probably low. These service providers work for, or on behalf of, a variety of organisations. In order to meet the needs of their clientele, those providing services require support (financial and other forms) from governments as well as a number of other stakeholders.

Many examples can be found in the Canadian experience where collaboration, complementary services, good communications and interconnection of agencies have led to “successes” in career development. This almost always occurs when all of the important stakeholders are playing their parts. In Canada, the key stakeholders in career development, outside of governments, are: employers, unions, a number of interest groups, a large number of community-based groups, professional associations, organisations with various career development-related mandates, and in the educational setting - parents.

Employer Organisations

4.1 What role do employer organisations play in regulating or funding information, guidance, and counselling services?

a) Co-operative Education and Student Work Experience

Employers, unions and the schools are all realising that there is too little known about the world of work in the schools and too few contacts with students in the workplace. Co-operative education, work experience, and high school apprenticeship programs are intended to provide a bridge between school and work.

The Government of Canada provided funding for many years to support the organisation and delivery of co-operative education programs in secondary and post-secondary education. Some provinces/territories have actively promoted co-operative education and work experience programs in the secondary school curriculum. In some cases, a career development component is attached to the program (e.g. career information exploration; career counselling before and after a work experience). A significant percentage of colleges and universities have co-operative education programs that form part of the requirements for specific programs (e.g. engineering).

Business and industry associations have long supported an expansion of co-operative education programs. However, at the practical level, co-operative education co-ordinators in secondary schools often experience difficulty finding placements with employers for their students. Employers sometimes cite, as reasons for their inability to offer placements, health and safety regulations or union objections to the use of unpaid student help.

Public sector budget cuts over the past number of years have also led to a significant reduction in the number of school staff assigned to co-ordinate the co-operative education program. In response to overall staff reductions, schools have expanded the role of parents in education, for example through voluntary teaching assistant programs. A greater role for parents in connecting education with work is a possibility yet to be fully exploited by our schools. There is also a role for career development researchers here. Demonstrating the contribution of viable co-operative education programs to the achievement of mandated curriculum requirements, and to the readiness of youth for work, would go quite a distance in reinforcing the importance of such programs.

b) Participation on Advisory Bodies and Research Role

Employers and their organisations are generally well-represented in Canada on multi-partite labour force development boards and other committees or working groups focused on labour market issues. Some key business organisations at the national level play an important role in career development, particularly in the development and dissemination of career and labour market information. For example, the Conference

Board of Canada, whose membership consists of big business, has been a cornerstone in the development of *The Employability Skills Profile*. The Board has a very active research program that is well thought of by governments and the private sector. Their research is one of the main means in Canada of providing up-to-date information on careers, occupations, and the state of the labour market. The Canadian Federation of Independent Business, whose members are small businesses, also undertakes a significant research program aimed at better defining the labour supply needs of its members.

The Canadian Chamber of Commerce is also a national leader in public policy advocacy on business issues. Its members include chambers of commerce, boards of trade, corporate members, business associations and businesses of all sizes in all regions.

c) Sector Organisations and Their Roles of Research, Development and Information Dissemination

The important role played by sector councils in career development in Canada was discussed in Section 2. Twenty-nine councils have been set up over the past 15 years. Some focus on a specific economic or industry sector (for example, environment), while others focus on an occupational grouping(s) (for example, the Canadian Technology Human Resources Board). Their mandate is to research, develop and implement human resources practices that will benefit their sector and the Canadian public. Most of the councils are almost 100% funded by HRDC. A few have moved toward self-sufficiency in their financing. Their major contributions to date have been in the areas of research, information development, the development of occupational standards, and the creation of business-labour dialogue on key labour market issues.

Most sector organisations exist only at the national level. Some have regional/provincial/ territorial components. The regional or provincial/territorial components often provide representatives to provincial/territorial labour force development boards where they exist (for example, in Saskatchewan). One such sector council is the Canadian Tourism Human Resource Council (CTHRC). The Canadian Tourism Human Resource Council (CTHRC) was established in the fall of 1993 as a national, non-profit organisation that facilitates and co-ordinates human resource development activities which support a globally competitive and sustainable tourism industry in Canada.

The CTHRC leads tourism human resource development in Canada by setting a national vision and direction and establishing and maintaining National Occupational Standards, workplace training resources and Professional Certification for the tourism industry in Canada. The Council also promotes tourism careers and is a source of information on national and international tourism human resource issues, such as the potential tourism labour shortage.

CTHRC members come from all sectors. Business, labour, national associations and governments are all represented on the CTHRC Board of Directors. In addition, autonomous, non-profit organisations in each province and territory, known as tourism education councils (TECs), are founding partners of the CTHRC and they are the delivery agents of human resource development products and services for the Canadian tourism industry. They are also responsible for distribution of career awareness resources and delivery of career awareness programs. Tourism career promotion has been identified by the CTHRC Board, the TECs, and representatives from the Canadian tourism industry as one of the CTHRC's highest priorities this year.

4.1.2 What initiatives do employer organisations take to help provide information, guidance and counselling services?

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

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

Even in the absence of the distance learning system, groups of students are invited to dealerships as part of a curriculum-based learning experience. The students are exposed to all aspects of the operation, and complete an assignment on something like “how different parts of the industry relate to one another”. Free tickets to an auto show are often given out as an incentive. Unfortunately, few guidance counsellors attend the events. Better communication is needed between career development specialists in the schools and business and industry people.

4.1.3 Does employer involvement in information, guidance and counselling services tend to be: (scaled responses required)

No data was provided in response to this question.

Trade Unions

4.2 Do trade unions play a role in regulating or funding information, guidance and counselling services?

Trade unions in Canada have always played an active role in career development services. The earliest example of this is likely in Windsor, Ontario where the Canadian Autoworkers Union (CAW) set up Local Help Centres in response to mass layoffs in the automotive plants. These centres were staffed with union people who tried to respond to workers' basic survival needs. Over the years, these centres evolved into career/employment service centres. At the beginning, much of the funding for the centres came from HRDC through the Industrial Adjustment Service (IAS). That program provided funds and HRDC expertise to set up IAS committees consisting of business, labour and local community representatives. The objective was to find solutions to problems of unemployment created by mass layoffs. Over time, the program also provided assistance to industry with measures to avoid layoffs, by retraining employees or re-tooling plants to make them more competitive.

Trade unions also play a significant role on sector councils. For example, the Steelworkers Union was instrumental in the establishment of the Canadian Steel Trades and Employment Council – (CSTEC). In the case of other councils such as in Tourism (the CTHRC), the role of unions is not any different than that of other industry stakeholders. All stakeholders are involved in planning the direction of the Council and in assisting the industry to address issues.

One of the most significant contributions of trade unions to career development services is their role on local and provincial/territorial Trade Advisory Committees. One example is the Boilermaker Trade Advisory Committee, where the Committee produces trade regulations, develops entrance requirements for the trade, and approves the course outlines for the in-school portion of the trade's apprenticeship program. As well, individual trade union members regularly attend career days and visit schools and colleges in all parts of Canada, making presentations and assisting students to better understand work in the trades.

Some trade unions, either through sector councils such as CSTEC, or through their own help centres (such as the CAW centres) pay the lion's share of costs to provide career and re-employment services. They often employ highly skilled career and employment counsellors, and participate in professional conferences and seminars aimed at information sharing and improvement of the profession.

4.2.1 What initiatives do trade unions take in providing information, guidance and counselling services?

The CSTEC is an example of a sector council that has a history of active involvement in education, training and career development. CSTEC is a joint venture between Canada's steel producing companies

and the United Steelworkers of America (USWA). For close to 15 years, it has been providing a wide range of important services to employers and to employed and unemployed workers in workplaces across Canada. CSTECH built its base of experience and expertise by helping the Canadian steel industry and its workers meet their evolving challenges over the years. Working closely with company and union members in both national and local committees, CSTECH has developed and delivered innovative and cost effective initiatives such as:

- Training Services that address the common training needs of the current workforce in a wide range of areas;
- Entry-Level Services that assist in the recruitment and pre-employment training of new entrants;
- Worker Adjustment Services that assist workers affected by lay-off and/or shutdown situations; and,
- Industry and Trade Promotion Services that strengthen the future of the industry.

Over the last few years, CSTECH has offered its experience and expertise in training development and delivery and in the provision of career development services to other organisations in Canada and abroad.

CSTECH has also set up Action Centres at various locations in the country. These job preparation and placement service centres offer the following:

- Local Adjustment Committee Training;
- General assistance with interviewing skills;
- Assistance with resume preparation and storage on a computerised national employment job bank with over 1,000 employers listed;
- Access to Scotts Directory and Canadian Trade Index;
- Faxing services;
- Photocopying services; and,
- Job counselling with job placement co-ordinators.

4.2.2. Does trade union involvement in information, guidance and counselling services tend to be: (scaled responses required):

No data was provided in response to this question.

Other Stakeholders

4. 3 Please describe ways in which policies encourage other stakeholders – such as parents, associations of students, alumni, community organisations, educational institutions or the end-users of services – to play a role in information, guidance and counselling services.

Canada's experience over the past decade with prior learning assessment and recognition (PLAR) is an outstanding illustration of how public policy, with some funding, can move a broad initiative forward to the benefit of individuals and organisations. PLAR is a process that is helping Canadians to realise the vision of lifelong learning. It is collaborative effort of educators, trainers from various fields, business, unions, community-based interest and advocacy groups, and career development professionals.

PLAR is something that certainly embodies important adult lifelong learning and career development tools such as the portfolio development process. It is being used in a variety of settings from community

colleges, to universities, to businesses that have made lifelong learning a company creed, to career and employment counselling centres. For example, since 1980, Red River College in Manitoba has implemented PLAR processes for students to measure prior learning gained from work, life experience and formal education for college credit equivalency. The college has also developed a process for the evaluation of programs/courses offered through industry, business or community groups to determine college course equivalency.

In recent years, PLA centres have been established. One of the first of these was the First Nations Technical Institute (FNTI) located in Ontario's Mohawk Tyendinaga Territory. At FNTI, the founders used experiential learning to build confidence and support the transition into employment of candidates from Aboriginal communities. A similar centre was set up some five years ago in Halifax, Nova Scotia. The PLA centre in Nova Scotia got its start with core funding from HRDC. But now it enjoys broad support from the provincial government, several federal departments of government, businesses, the education system, and a number of community interests.

Because of decentralisation and privatisation, there are literally thousands of community organisations around the country delivering career development services to a variety of clientele. In this kind of environment, regulation and standardisation of practice has to come from the practitioners themselves, and/or from among the stakeholders in the services. In Canada, there are a number of associations that have a career development mandate. In total, the membership of these associations probably totals up to 20,000. The main role of these associations is to provide professional assistance in organising conferences, workshops, labour exchange services, education to the public about the services, protection of the public against misconduct, and in some cases, advocacy for certain target groups. On occasion, they may also try to influence legislation to improve the position of the unemployed or underemployed.

Most of the associations of career development specialists and practitioners in Canada participate in consultations aimed at improving career development services. For example, a number of the organisations participated in the development of the National Standards and Guidelines in Career Development.

There are also stakeholder associations that play a role in improving the delivery of career development services. One of these is the Canadian Alliance of Education and Training Organisations (CAETO). The Canadian Alliance of Education and Training Organisations is an incorporated, not-for-profit, "umbrella" association of national education and training organisations, that provides its members with opportunities to identify and build partnerships related to education and training policies and programs. To this end, CAETO's activities include information sharing, networking and collaborative work among its members and with other education/training stakeholders (e.g., governments, foundations and regional, national and international business/labour/community groups).

A Board of representatives of its member associations governs CAETO. Presently, membership includes the Association of Canadian Community Colleges, the Association of Universities and College of Canada, the Canadian Association for Prior Learning Assessment, the Canadian Coalition of Community Based Trainers, the Canadian Association for University Continuing Education, the Canadian Bureau for International Education, the Canadian School Boards Association, the Movement for Canadian Literacy and the National Association of Career Colleges. Both CAETO general administration and its projects are funded through HRDC with some member contributions (cash and/or in-kind) and by external grants/contributions by non-member entities.

CAETO has an important articulation initiative now underway, to build upon identified best practices in articulation leading to a seamless learning system.

The Canadian Association for Prior Learning Assessment (CAPLA) is a national organisation with an international perspective and mission. CAPLA works towards the development of education and human resource development services and advocates for continuous learning and formal acknowledgement of previous learning experiences.

5. Targeting and Access

Targeting and access were mentioned to some extent in Section 3.

Under the National Employment Services Act and the Employment Insurance (EI) Act, the Government of Canada is obliged to provide universal access to:

- Labour market information services; and,
- Labour exchange services.

HRDC provides universal access to the above two services largely through a self-serve approach. This is also the case in the provinces where HRDC and its provincial counterparts co-deliver employment services under the LMDAs. Access to the Employment Benefits and Support Measures (EBSM, the active re-employment programs) is based on labour market need and some form of eligibility. Clients are assessed individually to determine their need and eligibility by either HRDC staff, staff in a centre offering federal-provincial co-delivered services, or staff in an agency contracted by HRDC.

Eligibility for EBSM assistance is based on a person's status under the EI Act. In general, clients are eligible for EBSM assistance if they are able to claim Employment Insurance (EI) benefits, or were eligible to claim benefits at some point in the past five years from the date assistance is sought (termed "reachback clients"). Determining need is largely based on a Needs Determination process where the impact of client and program priorities is felt, and where targeting of clientele actually takes place.

Two kinds of employment support measures are offered under the EBSM.

- Assistance with a shorter-term focus that includes employment counselling, job search assistance, and targeted wage subsidies; and,
- Assistance that is longer-term in focus and includes training, job creation, and community development projects.

5.1 Please describe any priorities or target groups for information, guidance and counselling services, including how priority needs are established.

A combination of national, regional and local priorities typically determines client eligibility for assistance as well as the level of assistance provided. Assessments of information about local, regional and national labour markets are used as a basis for priority setting.

5.1.1 Youth

In 1996, the Government of Canada consulted Canadian employers across the country to find out what roadblocks they face when looking for employees. They emphasised that they have jobs, but have difficulty finding the right people.

At the same time, youth said, "No experience, no job and no job, no experience." Recognising that unemployment among young people under the age of 25 was almost double the average unemployment rate nationally, the Government of Canada took action in 1997 and introduced the Youth Employment Strategy (YES) with an initial three-year commitment of \$315 million. Since then, the Government of Canada has concentrated considerable effort and funding on youth employment. It has had a junior minister responsible for youth for over 15 years.

HRDC is one of 14 departments/agencies who are actively involved in some aspects of YES. Information is available from http://www.youth.gc.ca/yesinfo/yesall_e.shtml .

5.1.2 The Designated Employment Equity Groups

The Government of Canada of Canada has designated four population groups as requiring special consideration in the areas of labour market legislation, policies and programs. The four groups are women, Aboriginal Peoples, visible minorities, and persons with disabilities. Under the Employment Equity Act,

companies under federal jurisdiction must report annually on their progress in implementing measures to redress imbalances in their workforce. Under the Federal Contractor's Program, companies that contract with the Government of Canada must sign an agreement to report data on their workforce composition relative to the equity groups, and to undertake measures to redress imbalances. Within its own policies and programs for the labour market, including career development services, the Government of Canada also actively seeks to improve the labour market integration of members of the designated groups.

The focus, at the national level, on the four designated groups stems from their historic labour market disadvantage and under-representation. The issue is also more than a matter of social justice. It is an economic issue. Women make up almost 50% of the labour force. Visible minorities account for some 13% of Canada's population. Aboriginal Peoples make up close to 5% of the population, and their proportion of the population will continue to grow. People with disabilities constitute 7% of the population. Estimates show that over the next few years the vast majority of new entrants to the labour force will come from the designated groups. Canada's future economic success therefore rests on the full integration of designated groups into the labour market.

5.1.3 The Homeless

The National Homelessness Initiative (NHI) is at work helping governments and community organisations come together to alleviate homelessness. By encouraging innovative and progressive co-operation, this approach is supporting local solutions for local problems.

In the summer of 1999, Canada's Federal Co-ordinator on Homelessness visited fifteen Canadian communities from Whitehorse to St. John's and from Iqaluit to Toronto and saw the effects of homelessness first hand. Through consultations with Canadian communities there emerged a clear need to co-ordinate the activities of agencies and organisations that provide services for homeless people and those at risk of becoming homeless.

5.1.4 Recent Immigrants to Canada

For each of the next 5 years, Canada plans to accept between 200,000 and 225,000 immigrants, to meet the goals of economic benefit to Canada, family reunification, and humanitarian commitment. Immigrants to Canada are classed as independent, business or family. Having a long-standing humanitarian tradition, Canada receives refugees for resettlement and protection. Refugees are chosen for resettlement from abroad with government assistance or through private sponsorship. Some also arrive in Canada and seek refugee status.

Independent immigrants are granted entry based in large measure on their potential for making an economic contribution – their skills are needed in the current labour market. Still, many independent recent arrivals face barriers to economic and social success. For family class entrants and refugees, the labour market integration obstacles are more significant.

Information and assistance for settlement in Canada sometimes begins before an immigrant leaves their country of origin. This is less frequently the case for refugees. Help and information are also given at the point of arrival. For both Citizenship and Immigration, and the many organisations that assist immigrants and refugees, integration into employment is regarded as an integral part of the settlement process.

5.2 How are any such priorities or targets expressed?

The typical approach in Canada to the setting of priorities and targets is through a business planning process. This is done largely at the local level, as mentioned earlier. It responds, in principle, to the labour market conditions and the needs of the various client groups in the local area. However, the importance of national legislation, policy, guidelines, funding and leadership should not be underestimated.

For example, the Youth Employment Strategy (YES) is succeeding in part because of the substantial application of HRDC funds. In 2001-2002, HRDC funds for YES totalled \$300.1 million. This included Youth Internship Canada, Science and Technology Internships, Student Summer Job Action. In 2001-2002, HRDC youth programs reached 68,580 participants. Local HRCCs enter into agreements with community-based organisations to deliver the different components of the YES, such as the Science and Technology Internships. The HRCCs prepare a business plan each year that includes expenditures for YES programs. The level of YES activity, and therefore the numbers of youth involved, depends on the allocation of funds to the HRCCs. The priority placed on services to youth in general by the Government of Canada is important in motivating HRCCs and their community partners to undertake youth program activities. At the national sector level, the Sectoral Partnership Initiative administers Youth Internship, youth Career Awareness and Science and Technology Internships.

At one time in Canada, program and service delivery was almost totally expenditure driven. Programs and services were provided according to the allocations of funds from the national or regional level. While funding still plays the key role in making program or service delivery possible, HRDC, its provincial/territorial partners, and community delivery agencies are now driven as much by results as by funding levels. In the business planning process, HRCCs or the joint federal-provincial delivery centres (depending on the province involved) determine where they will get best value for the funding available. They attempt to put money and effort into programs and services that produce good results for the local clients. As explained in Sections 11 and 12, the new Government of Canada accountability framework measures success by actual client outcomes achieved rather than just the level of program activity.

Finally, it must be emphasised that local priorities and results targets are based on local labour market conditions in general, and on the conditions experienced by various groups of clientele. In many urban areas of Canada, newcomers make up a significant proportion of new entrants to the labour market. This clientele has particular labour market preparation needs such as improved English or French language proficiency, and extensive individual and group employment counselling. Because of their importance in the local labour market, and the probability of getting good results from program and service intervention, the HRCC and its community partners will often accord a high priority for service to this client group.

National leadership is also essential, as mentioned earlier. For example, the agencies that try to meet the labour market integration needs of newcomers to Canada recognise that the Government of Canada fully supports their efforts. Representatives from the various immigrant groups and the agencies that work with them have been invited on many occasions to participate in studies and in the development of programs aimed at improving services to newcomers. Three federal departments (HRDC, Citizenship and Immigration Canada, and Canadian Heritage) work together with hundreds of immigrant-serving groups to develop new career and re-employment programs, services and materials.

5.3 Where such priorities exist, what active steps are taken to ensure that access to services is possible for target groups?

5.3.1 Youth

Building on the evidence of initial successes, the government committed to establish the Youth Employment Strategy (YES) on a permanent basis as of April 1, 1999. These funds give young people information on the labour market and the opportunity to gain work experience and successfully make the transition into the world of work.

The YES appears to be working. Overall, young people have expressed very high satisfaction with the program. Their placements have met or exceeded their expectations, their needs are being met, they are better able to make career and education choices, and the jobs help to increase their knowledge and employability skills. To expand the support of the Government of Canada, working partnerships are key to the success of the YES. Today, 14 Government of Canada departments and agencies work closely with other levels of government, Aboriginal communities, public health, universities and colleges, the private sector, and not-for-profit and voluntary organisations to deliver the YES. Most of the program options

included under YES have a career and employment counselling component, and all provide youth with access to career and labour market information in a variety of forms.

Employers find that the YES can provide them with the talent they need. It also recognises that each employer is unique and is looking for employees who meet their particular requirements. The YES is therefore made up of a wide variety of programs in such fields as science and technology, programs with an international aspect and ones for Canada's First Nations and Inuit youth. The Strategy also involves student summer placements.

Opportunities are available under a variety of programs that offer wage subsidies to Canadian employers to hire youth and help them acquire the expertise to succeed in the new economy.

These programs are intended for youth between the ages of 15 and 30, and fall under four streams:

- Science and Technology (S&T) internships,
- International internships,
- First Nations and Inuit Youth internships, and
- Student Summer Placements.

5.3.2 The Designated Groups

Aboriginal Peoples

Through over 50 Regional Bilateral Agreements, the Government of Canada gives Aboriginal Peoples control of their labour force development activities. These agreements transfer funding and responsibility for skills development, employment initiatives and income support programs to local Aboriginal authorities who, in turn, design and deliver their own programs, based on their communities' priorities.

HRDC works with local Aboriginal organisations to help Aboriginal Peoples living in urban areas. To support working parents, the department has helped to create 4,800 child care spaces and improve another 2,900 through the First Nations and Inuit Child Care Initiative. Several youth employment initiatives such as Youth Internship Canada and Youth Service Canada are designed to create jobs for Aboriginal youth in urban centres.

The Urban Aboriginal Initiative also provides funding to National Aboriginal Friendship Centres, the Native Women's Association of Canada and the Congress of Aboriginal Peoples to create jobs for Aboriginal adults in urban centres. These organisations have delivered for many years, career development services, particularly career and employment counselling, to Aboriginal Peoples in urban areas.

Human Resources Development Canada helped develop the Government of Canada's Aboriginal strategy, Gathering Strength, in response to the Royal Commission on Aboriginal Peoples. The department has implemented a five-year Aboriginal Human Resources Development Strategy and helped set up a private sector-driven Aboriginal Human Resources Development Council. One of the thematic national sector organisations is the Aboriginal Human Resources Sector council which brings together all national Aboriginal groups and business and education to focus on human resource issues.

Persons with Disabilities

The Government of Canada is committed to addressing disability issues through Federal-Provincial Employment Assistance for People with Disabilities (EAPD) Agreements and the establishment of an Opportunities Fund to help persons with disabilities, including Aboriginal Peoples, achieve their employment goals. Since its inception in 1997, the Opportunities Fund has assisted over 14,000 unemployed Canadians with disabilities. Its success has since led to the Fund being made permanent under the Government of Canada's February 2000 Budget. The national component of the Opportunities Fund

Program supports multi-regional projects that demonstrate effective and innovative practices in assisting persons with disabilities. A budget of about \$3 million is allotted annually to fund national projects.

HRDC may arrange to deliver activities for persons with disabilities through businesses, public and private institutions, non-for-profit organisations, and other partners interested in developing employment or self-employment opportunities for persons with disabilities.

5.3.3 The Homeless

These consultations led to the launch of the National Homelessness Initiative (NHI), a program which provides \$753 million over three years to ensure community access to programs, services and support for reducing and alleviating homelessness in urban and rural regions across all the provinces and territories.

The National Homelessness Initiative works through partnerships with community organisations, the private sector and all levels of government to help people who are homeless in Canada. The NHI recognises that no single level of government or sector of Canadian society can solve the problem of homelessness alone.

The National Homelessness Initiative seeks to alleviate homelessness through a series of programs or enhancements to existing programs. It supports co-ordination and expansion so that communities can deliver a complete range of necessary services to homeless people. It also allows communities to offer long-term solutions to reduce and alleviate homelessness. NHI federal partners include the Department of National Defence, Health Canada, Indian and Northern Affairs Canada, Citizenship and Immigration Canada and Justice Canada.

An example of how the program works can be found in Moncton, New Brunswick. The Greater Moncton YMCA, founded in 1870, works with youth and teenagers in the Moncton area. The YMCA will establish an Outreach/Streetwork Service to ensure homeless people and youth at risk have access to community services in the New Brunswick city. Two outreach workers and a program manager will be hired as part of the program. The two workers will spend their time in the downtown area of Moncton where they will initiate and maintain contact with people who are homeless or at risk of becoming homeless. They will provide those they contact with specific information about how to access the services available to help them.

As part of the program, the two outreach workers will be asked to assess the needs of both homeless people and the downtown Moncton business community. This information will then be shared with interested partners throughout the province. The workers will also be asked what the future needs might be for outreach workers in the downtown area.

As a result of the Outreach/Streetwork Service, those in need will learn about the services available in the community, helping to reduce homelessness. The collection and distribution of data by the outreach workers will also assist in measuring the impact of homelessness on the business community.

5.3.4 Recent Immigrants to Canada

Newcomers to Canada are assisted by federal and provincial government agencies, by a variety of immigrant and refugee-serving organisations, by multicultural groups, and by organisations that provide services to newcomers as well as to others. In fact, there are over 500 groups that work solely or partially with newcomers to help them settle and find work in Canada. Some groups are focused on a single service (e.g. English as a Second Language (ESL) training) while others provide a menu of services. The various kinds of assistance include:

- Advocacy, individual and family counselling, crisis intervention and settlement and support services (child care, health, community action, etc);
- Personal and commercial translation and interpretation services;
- Host program;

- Volunteer programs and co-ordination;
- Small business development programs;
- Pre-employment assistance including career planning, job search training, and specialised programs for women who are survivors of abuse;
- Employment assistance and job skills training;
- ESL training; and,
- Assistance, or referral to assistance, to have foreign credentials recognised.

5.4 Typically, are different methods used to provide services for different target groups?

As described later in Sections 7 (Delivery Settings) and 8 (Delivery Methods), some common methods and tools are shared among most career development delivery agencies that serve adults. Examples include a fairly common model for the delivery of Job Finding Clubs, and the common use of the Assessment Model of Employment Counselling.

HRCCs provide labour market information, labour exchange, and job search preparation assistance to all client groups. They also contract not-for-profit and for-profit organisations in the community to deliver these services, as well as employment counselling to the unemployed from all client groups. At the same time, HRCCs contract a variety of community-based organisations to provide career development services to selected client groups. This is certainly the case for immigrant-serving organisations. The provinces also contract with third parties depending on how the devolved LMDAs have evolved. In most communities across the country there are also organisations that provide labour market preparation services to persons with disabilities, sometimes specialising in one form of disability only, for example, learning disabilities. These organisations may use some different approaches and tools for career development.

And as discussed earlier in this section, most career development services for Aboriginal Peoples, both for those living on reserves and those off-reserve in urban centres, are provided by Aboriginal organisations. Indeed, the whole of the planning, budgeting, priority setting, delivery, and measurement of results is handled autonomously by Aboriginal groups themselves. They use programs and service models that are specifically adapted to the culture, circumstances and needs of Aboriginal Peoples.

5.5 Do examples exist in which individuals are required to take part in guidance and counselling?

As stated in Section 3, career development policy in Canada related to adults is quite reactive. Eligibility for many services is most often restricted to groups having specific labour market disadvantages (such as the designated employment equity groups, homeless, newcomers to Canada and youth), or to those entitled to some form of income support. Employment Insurance (EI) claimants receive income support and funded adjustment assistance (e.g. counselling, diagnostic testing, training, subsidised work experience, etc.). Welfare recipients may receive income support, housing, childcare, transportation and other such assistance, as well as career development services such as counselling, training, work experience and job placement help.

In Canada career development services for some people are also mandatory. At least two provinces require welfare recipients other than persons with disabilities or single parents to undertake specific measures such as employment counselling in order to maintain their eligibility for income support. EI claimants are required to participate in group information session activities.

The reaction of career development practitioners to mandatory participation policies has been mixed. Many career development interventions involve the building of trust and confidence with a practitioner. The practitioner aims to help clients address their problems and develop effective action plans. Mandatory clients may see the practitioner as the agent of government – there to ensure the government’s program objectives are met. On the other hand, some practitioners report good results from well planned group

activities involving mandatory clients. Research findings on the efficacy of mandatory participation policies are mixed. The development of these policies should in the future involve the closer collaboration of researchers, policy makers and practitioners.

In some provinces mandatory career education courses are also required.

5.6 Do policies for information, guidance and counselling services favour:

- **A comprehensive approach (so that services are universally accessible and meet a wide range of needs;**
- **A targeted approach that favours those in greatest need; or**
- **Both of these approaches.**

While comprehensive career development services are not universally accessible in Canada, both labour market information and a labour exchange service are, and they are well used. Both are delivered mostly through self-service on the Internet. Information kiosks are also found in many locations.

Career development services for adults, beyond labour market information and a self-serve labour exchange, are generally targeted to those most in need. Who is most in need is primarily determined by HRCCs, or their provincial/territorial or community partners at the local level. As described briefly in subsection 5.8, and more fully in Section 7, most local services use some form of “service needs determination” to perform a triage, and channel clients with specific needs that can be met using available services to the locations and agencies that provide the services.

5.7 Please describe the major gaps, if any, in the provision of information, guidance and counselling services. Are there any groups whose needs appear to be met less effectively than others?

Two types of gaps should be highlighted for Canada:

- Gaps in service delivery infrastructure; and,
- Gaps in service delivery coverage.

In terms of infrastructure, three shortfalls have been noted repeatedly by HRDC, its partners and many stakeholders.

- Too often, only generic approaches and common tools are available to practitioners who must work with very divergent client groups.
- Canada does not have a comprehensive system of assessment of immigrants and refugees to help them determine their ability to meet the challenges they face in preparing and looking for employment. Nor is there a set of well-understood tools to use in determining their readiness for successful labour market integration. A variety of federal, provincial and community programs and services are available. Typically, the same approaches and tools used for “mainstream Canadians” are used with newcomers. Most newcomers are served by one of a large number of community-based groups, and individual volunteers, who work hard to help them find out about and access appropriate programs and services. Career development services are in the forefront of the types of assistance newcomers need and access, but they often find that the approaches applied and tools used are inappropriate to their language level or cultural background.
- The vast majority of funding provided for adult career development goes to program interventions such as training and wage subsidies and information, with relatively little going to up-front services such as needs assessment and career and employment counselling.

However, in 1993, when the Government of Canada began its restructuring of labour market programs that eventually led to the current array of LMDAs, programs and services, HRDC officially noted that:

“...directing resources to front-end information and counselling would enable the system to reach a total client population of at least one million individuals per year with employment counselling and referral to appropriate interventions.” (Government of Canada, Improving Social Security in Canada, Employment Development Services: A Supplementary Paper)

- Decentralisation and the privatisation of career development services to third-party delivery agencies have posed new challenges. Third-party delivery agencies operate under market principles, and compete for a sustainable client base. Their success is measured by facilitating a client’s return to the labour market quickly and effectively. Individuals requiring longer-term assistance are potentially disadvantaged under this framework.

In terms of coverage, the need for career development services continues to be significant among:

- Individuals with low levels of education or limited literacy skills who never get full-time employment over an extended period of time;
- Underemployed and/or working poor who, because they are employed, have no access to Government of Canada employment programs;
- Self-employed who are excluded from the EI system; and
- The unemployed in rural and remote areas who may qualify for assistance but do not have the needed services immediately available in their geographical area.
- Career changers who want to shift careers through accessing new learning and/or new opportunities.
- Individuals at all skill/levels who are downsized by firms which do not provide support re-employment services.

According to *Knowledge Matters*, however, proactive measures are being put in place to begin addressing these service gaps. For example, there is a focus on Canadian workers and a ‘learning while earning’ program to encourage participation in post-secondary education. There is also recognition of the importance of supporting work-place learning opportunities as well as creating an adult learning system that is readily accessible to Canadians at any point throughout their lifetime.

Services for Adults

5.8 Please describe how information, guidance and counselling services are organised and provided for adults in your country.

Career development services for youth and for adults are normally provided by different levels of government, and by different providers from separate points of service. Youth who are not of school-leaving age are considered to be clients of the provincial/territorial educational or social services systems. They are excluded from receiving program or service assistance offered to adults by HRDC, except for having access to the self-serve labour exchange and to labour market information. Many of the provinces extend assistance to youth beyond the school-leaving age to help them in making the transition from school to work. Typically, provinces fund a network of youth projects or youth centres. Eligibility for services in these projects or centres can include young people up to the age of 25 or 26, or sometimes even older.

The Government of Canada participates in, but is not primarily responsible for, the provision of school-to-work career development transition services to youth. As outlined earlier, the main contribution of the Government of Canada to youth employment interventions comes under the Youth Employment Strategy

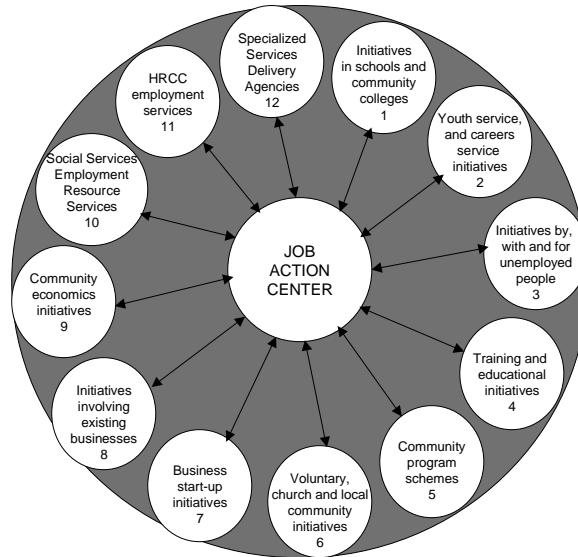
(YES). HRDC works in partnership with provinces/territories and with many community-based agencies to deliver the internship and work experience programs that are funded through the YES. Most of the programs under the YES such as the Student Summer Placements are delivered through projects or points of service that only serve youth.

There is no single organisational model for the provision of career development services to adults. As discussed in Section 2, seven provinces have taken on the responsibility for career development services to adults under the LMDAs. In most of these provinces, adults access services such as employment counselling or screening for skills development (training) programs through a provincially-run career centre. In the provinces that co-manage labour market program delivery with HRDC, the trend is toward the co-location of provincial and HRDC services. In this approach, the provincial staff still delivers the provincial programs and services for which adults are eligible, while the HRCC staff delivers the federal programs and services (employment service needs determination, employment counselling, screening and placement in training or wage subsidy programs). The co-located partners attempt to provide seamless service by:

- Joining together in the management of the common facilities;
- Working in partnership without self-interest or competition;
- Identifying gaps in services and designing the services each continues to provide according to the best skills of its staff;
- Avoiding duplication in services; and,
- Partnering in the marketing of services so the community has clarity on who does what and where.

In the one province where an LMDA does not exist (Ontario), HRDC is moving toward a one-stop local point of delivery approach involving multiple community partners which often includes the Ontario provincial “employment resource centres” and the municipal employment services (Ontario Works), where they exist. The objective is to provide clients with a virtual, one-stop job action centre that connects them to all employment and employment support related services. A schematic of this approach is shown in figure 5.1.

FIGURE 5.1
The One-Stop Job Action Centre Approach



Delivery of the career development services in the one-stop, virtual job action centre model is based on client need. Emphasis is placed on getting the front-end of the service working well. A Service Needs Determination (SND) process is used for the purpose. Clients are assisted through a process of deciding what services, from among those offered within the community, they need. This is done in a group setting with individual follow-up, or in some cases, only through one-on-one interviews. Depending on client need and the ability of the HRCC, provincial, municipal and community resources to meet the need, access is given or referrals are made to different levels and types of services.

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

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

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

The key elements of success for the One-Stop centres are that:

- Information delivery is largely computer-based, enabling delivery wherever job seekers have access to the Internet. Providing self-help services in remote locations has the advantage of reaching the maximum number of potential clients;
- Providing self-directed career decision-making services within a one-stop centre allows staff to use career and employment resources as an integral part of delivering services; and,
- The client decides, with staff input, how much time is needed to use information and self-assessment resources and to seek staff and/or community network assistance.

Service needs determination is used to suggest what services clients should access. Helping clients integrate the outcomes of various services (interventions) in a clear planning process with achievable goals is done by:

- Requiring clients to work through specific career planning and implementation steps in a Return to Work Action Plan; and,
- Having one organisation in the one-stop virtual centre (which is actually a network of organisations) assume responsibility for client case management.

The full range of services typically accessed in the one-stop centres being drawn together in Ontario and some of the provinces where employment services are co-managed under the LMDAs is shown in figure 5.2. The approximate percentages of clients that access services provided by the different agencies involved in the one-stop centres are shown in figure 5.3.

FIGURE 5.2
Range of Services in the One-Stop Virtual Centre Model

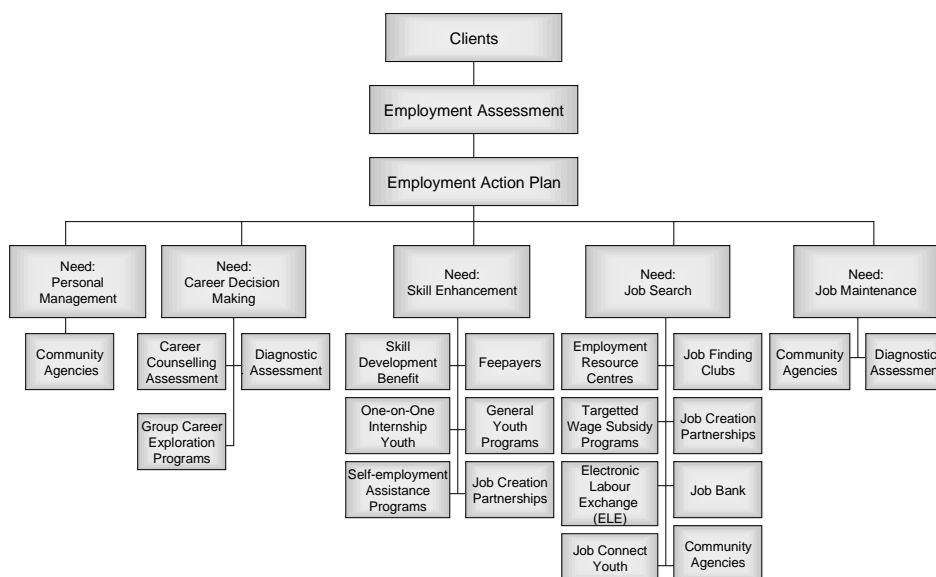
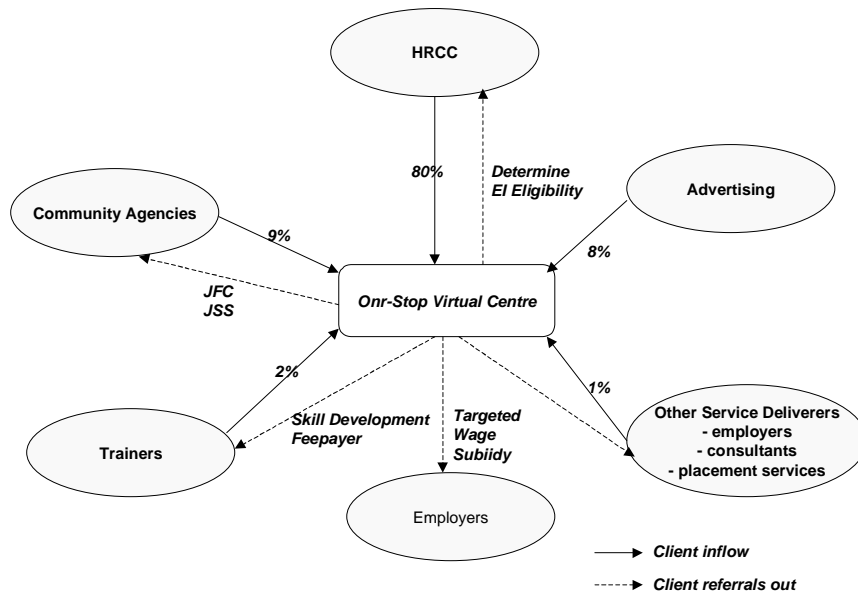


FIGURE 5.3
One-Stop “Virtual” Centre Client Flow



6. Staffing

A diverse mix of providers delivers career development services. For some providers, the delivery of career development programs and services is their principal specialisation and consumes a very significant proportion of their regular duties within another specialisation. For many others, it consumes a much smaller proportion. The field contains many generalists as well as specialists. Labour market researchers/analysts are somewhat 'hidden' providers in that their work results in the career and LMI used by practitioners. Getting an accurate picture of staffing is therefore a challenging task.

6.1 What types or categories of staff are employed to provide information, guidance and counselling services?

Types and categories of staff vary across jurisdictions. Within the K-12 education sector, with the exception of Quebec, the career development/guidance role is principally the responsibility of Guidance Counsellors and to a much lesser extent Co-operative Education Teachers. Traditionally, guidance services have been delivered on an individual or small group basis with some career and educational information being provided in classroom settings. Increasingly, comprehensive career development is being delivered in classroom settings, as part of regular curriculum. Both guidance counsellors and subject-matter teachers deliver the curriculum. The title "Career Teacher" or "Career Development Teacher" is, however, rarely if ever used. The term "Guidance", outside Quebec, is used almost exclusively in the K-12 system. The term is definitely not used in the context of career development occurring over the lifespan.

In the province of Quebec, the term "conseillers/conseillères d'orientation" is used which translates into English as "Guidance Counsellor". But its meaning is much more specialised and refers to providing vocational and professional development counselling. This term is used both within and outside the educational sector and is applied to career development services accessed by people across their lifespan.

At the college and university levels, career counsellors deliver career services. In some universities, the career counsellor role also includes the employment counsellor role and the career information specialist role. In other universities, these three roles are distinct and different staff performs each role. Staff in post-secondary educational settings is usually full-time dedicated staff. The classroom activities and/or workshops they conduct are directly related to their career specialisation. The Career Information Specialist serves as a resource to students, to counsellors and in some cases also assists career services providers in the community. This specialised role does not exist in the K-12 system. It includes technical expertise in the managing of on-line information, analytical expertise in interpreting and converting data into resources that are understandable and usable, and coaching expertise in educating the various users about how to navigate and find precise and personally relevant information.

In the government sector, staff tends to be categorised as employment counsellors or employment officers. The use of the term 'counsellor' fell out of favour in many federal employment services as well as in some of the provincial career/employment services that were established over the past decade. The term 'counsellor' often connoted intensive levels of assistance consuming considerable time and resources and focused on remedial intervention whereas services were being designed much more toward self-help or minimally assisted services available to the vast majority of clients. HRDC is currently piloting in a few regions the provision of information services by Information Officers (see also 8.0). In addition, there is a network of local LMI analysts (LMIAAs) who collect and analyse local labour market information. This information is made available to the public and to stakeholders at the community level.

In the community-based sector, there are large numbers of service providers working with out-of-school youth and young adults as well as with adult clients. They work with a wide range of employment readiness and skills/training qualification issues. There are large numbers of not-for-profit Youth Serving Agencies whose service providers are described by various terms from youth worker to caseworker to

counsellor. Those providing prior learning assessment and portfolio development counselling are often referred to as "prior learning assessment practitioners".

There is no consistency in terminology for career providers outside education and/or outside Quebec.

Community-based training represents another significant not-for-profit network of service providers. Their focus is on access to training and pre-employment preparation for individuals facing barriers to employment and training participation. Staff are categorised as community-based trainers which does not "sound like" career development, but their work is definitely under this umbrella.

Within business, industry and government human resource departments, there are networks of Human Resource Professionals who work with employees on issues related to career-pathing and planning.

In the private sector, there is a substantial network of outplacement agencies that work with firms and/or individuals that have lost or are about to lose their job, often in restructuring or downsizing situations. They are usually categorised as outplacement specialists. Private practitioners, often psychologists or registered social workers are also found across the country, and they deliver a range of services, among them career counselling. If their services include counselling in its broad sense, they would tend not to self-identify as career counsellors but rather as psychologists or professional counsellors. There are growing numbers of private practitioners who use the title of career counsellor. In most cases these individuals would not be psychologists but rather individuals with post-graduate qualifications at the Master's level and a range of course work in career development and career counselling. Outside Quebec, these positions are not regulated.

Finally, a range of other service providers are found who would not self-identify as career providers but may provide such services as a smaller portion of their dominant specialisation. Rehabilitation counsellors and social workers are examples.

The scope of the career development field needs further mapping in Canada. While specific jurisdictions may be well mapped—for example HRDC, and its community-based trainers—this is not the case for the field as a whole. As a result, human resource issues are not always addressed concertedly, experiencing difficulty both in reaching consistent standards of service or professional preparation and in influencing policy and political levels. A proposal is under consideration by HRDC to conduct a focused study of the sector. The first step would be to map the diverse and multiple players and providers within the sector, where they practice, numbers, salary levels etc. An additional outcome of such a study could be proposing and evaluating alternatives (an alliance, sector council, centre of excellence) to bring co-ordination, cohesion and leadership to the sector as a whole.

6.2 What is the best information that can be provided on staff numbers, by type or category, who are employed to provide information, guidance and counselling services? Please indicate if information on their age, gender, and equity group structure is available?

The only comprehensive study done on Career and Employment Counselling in Canada was in 1994 under the auspices of the now defunct Canadian Labour Force Development Board. The report was helpful in scoping the diversity of the sector and in raising important issues requiring resourcing and policy attention. At the same time, the study received considerable criticism particularly from the community-based training sector with regard to how levels of training were reported. There were complaints, with merit, that the questions did not accurately capture the professional preparation of this group. It did, however, provide the first estimate of in excess of 100,000 career and employment counselling service providers nationally in Canada.

Noteworthy in the 1994 Canadian study was that only the community-based sector reported no decrease in resources in the 2 years preceding the study and they further did not anticipate reductions in the coming 2 years. By contrast, all other sectors reported both decreases and anticipated further reductions in resources. No actual figures are available to demonstrate if this has actually occurred. The overall climate in Canada over recent years of cutting in public and social programs would strongly suggest that that this has occurred.

The following figures are drawn from the 1994 study and/or Job Futures 2000 which reports 1998 data.

- **Guidance Counsellors K-12:** 11,000 employed: 57% between the ages of 40-54; Important to note that in the 1994 survey, the sample were asked their top time consuming tasks with the following results: 61% on personal crisis counselling; 32% on career planning; 25% on educational planning.
- **College/CEGEP Counsellors:** The sample that responded was very small and all were located in urban centres, where most colleges are located. It is noted that of those who replied, on average there were four counsellors working in each college/CEGEP counselling centre. Personal counselling was reported in their 5 most time-consuming tasks, while just over half reported assisting clients to develop a career plan. Test interpretation and specialised workshops were also included.
- **Employment Counsellors:** 18,000 employed (this is not a discrete category and includes other related occupational titles-the actual numbers delivering employment counselling in employment centres would be significantly lower); 34% between the ages of 40-54. Note that when asked their top time consuming tasks, 53% reported career and employment issues with 37% on administrative management, not surprising in government agencies that are also administering employment benefit programs.
- **Community-Based Counsellors:** This category is replete with other occupational titles and therefore the figure of 72,000 is hugely inflated. It is estimated that it would be at most half that figure. In this sector, 33% of existing staff were between 15-29 indicating a youthful sector attracting young and talented recruits. The clientele who come to community based agencies for assistance are often multi-barriered and face issues of unemployment, lack of skills or training, financial as well as personal barriers. Close to 87% of those surveyed in this group indicated that career and employment counselling was their highest priority task.
- **University Counsellors:** University counsellors did not participate in the 1994 study nor is specific information included on them as a separate group from college counsellors in other sources. Interviews suggested, however, that in most universities, psychological services are separate from Career Counselling services. The former is staffed by psychologists while the focus in the Career Centres in on Career Planning, Employment and Information.
- **HRDC Labour Market Information Analysts:** HRDC reports approximately 150 staff present in HRCC offices in Canada. In addition there are 38 staff at regional HRDC offices.

6.3 What educational and training qualifications are the different types or categories of career information, guidance and counselling staff required to have? (Where qualifications are required, please indicate whether it is a government or a professional association that requires them and describe relevant professional licensing bodies).

There lacks consistency in the education and training qualifications for career development service providers. The province of Quebec is an exception with respect to any professional who uses the title "Guidance Counsellor" or "Career Counsellor". In Quebec, one-half of its members work in school settings. Another one-fifth works in employability development, and the remaining in private practice and/or organisations. The professional association OCCOPPQ is a licensing body. Outside that sector,

there are many providers at the community levels who are not members of OCCOPPQ, do not use the regulated title and are providing a wide range of career and employment services.

Until recently, there has also been a difficulty for career practitioners (again outside Quebec) to access quality career development courses at the appropriate levels of specialisation. This situation is improving significantly in Canada with additional universities beginning to offer programs at the Bachelors and Masters levels and as well as diploma and certificate programs. Very encouraging progress is also being made through distance delivery vehicles including training on line so that professional training can reach those in non-urban major Canadian centres. The same increase in offerings is also true at the college level.

Financial support for professional development is exceedingly weak in many if not most sectors. Within the community-based training (CBT) sector for example, less than 1% of agency budget on average is invested in professional development. These agencies operate usually on very lean budgets, funded by agreements with HRDC. There is no provision in the HRDC funding formula for professional development of third party providers. In youth serving agencies exactly the same situation applies. Part of the response to meet the professional development needs of this latter group is the Career Circuit initiative described in Section 2.4.

CBTs work with clients who are marginalized and disadvantaged. The successful transition of these clients into the labour market is critical socially and economically. It is also a core component in the Knowledge Matters Strategy. Investing in the lifelong learning of service providers is a critical missing link in building the expertise to support a lifelong learning strategy.

The *Standards and Guidelines for Career Development Practitioners* initiative is a key initiative responding to the need to create a mechanism to bring more consistency across the sector and more consistency in professional preparation programs at all levels. It is still in the early stages of implementation but holds significant promise. It is described in detail in Section 11.

With the exception of OCCOPPQ, no professional licensing body regulates the career development sector. At the national level, the Canadian Counselling Association (CCA) does certify counsellors who have a Masters degree in any kind of specialised counselling field and who meet additional criteria including supervision references and relevant experience. However, this is not specific to career counselling and no qualification below the Master's level is recognised. This excludes very large numbers of career practitioners.

The education and training level of career development practitioners is typically as follows:

- **For Guidance Counsellors (outside Quebec)**

A Bachelor's degree in education is required as well as a teacher certificate and teaching experience. Graduate courses in counselling are required to become qualified as a guidance counsellor and a Master's degree is usually preferred. The extent to which career development is covered as a Master's specialisation is not specified. The Master's degree is a combination of psychological counselling; career counselling and school administrative issues. The Ministries of Education regulate qualifications.

- **Guidance Counsellor (inside Quebec)**

Master's degree in Career Counselling and a guidance counsellor permit issued by OCCOPPQ des conseillers et conseillères d'orientation et des psychoéducateurs et psychoéducatrices du Québec. Practice is inspected periodically and professional development is mandatory.

- **University and College Counsellors**

There are no prescribed qualifications for career counsellors, employment counsellors or information specialists in the university and college sector. In practice, most have post-graduate degrees but in a range of disciplines. Many enter from a background in education and

have pursued the same formal training as Guidance Counsellors. There is a strong emphasis in recruiting individuals with a breadth of work experience including, but expanding well beyond, the education sector.

▪ **Employment counsellors**

The employment counsellor entry level requires only secondary school graduation and relevant work experience. In practice, a large majority has University or College degrees or diplomas, not always but usually in a related social sciences discipline.

Prior to the devolution of responsibility for career development and the increasing use of contracted services provided by third-party agencies that was discussed earlier, HRDC in particular provided comprehensive in-house training for employment counselling staff. This is not now provided to third party deliverers. The issue of how their qualifications are quality controlled is flagged.

▪ **Community-Based Counsellors**

University or college degree or diploma in social work, counselling or a related social science discipline.

• **HRDC Labour Market Information Analysts**

Local and regional economists and researchers are required to have a degree in economics, sociology, statistics or a related field. This is not a mandatory requirement at HRDC but tends to be the norm.

6.4 What, typically, are the types of competencies (or knowledge and skills) that these different types or categories of workers are required to have?

The only national model for required competencies in career development is the Standards and Guidelines for Career Development Practitioners (S & G's). It represents a unique competency approach based on what practitioners actually do in practice. Among its purposes is trying to bring consistency to the field across sectors and be inclusive of those who practice in all sectors of service delivery. The model therefore represents as close to "typical" competencies as one can come. It is shown in figure 6.1.

Figure 6.1

Career Development Practitioner Competency Model

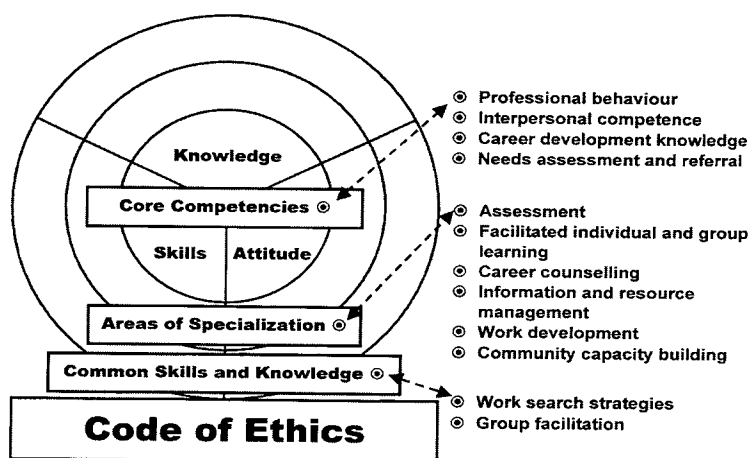


Figure 1. Competency Model for Career Development Standards and Guidelines

The Standards and Guidelines have been organised as follows:

- **The Core** (contains all core competencies, Appendices and Code of Ethics)

Core competencies are the skills, knowledge and attitudes common to all career development practitioners, regardless of their employment setting. In some work settings, core competencies may be sufficient to deliver the range of services provided. Other work settings may require service providers with competency in one or more of the speciality areas. In a setting offering comprehensive career development services, each staff member would have the core competencies. In addition, the staff as a whole would likely possess all of the speciality competencies needed to deliver comprehensive services. Individual staff members could differ in their speciality areas.

Some examples of the core competencies follow.

People working in career development practice need to demonstrate certain attitudes. They need to be:

- insightful
- honest
- open-minded
- results-oriented.

People working in career development practice need to have certain skills. They need to:

- document client interactions and progress
- accommodate diversity
- collect, analyse and use information
- convey information clearly when speaking and writing.

People working in career development practice need to have certain knowledge. They need to know:

- career development models and theories
- the change process, transition stages, and career cycles
- components of the career planning process
- the major organisations and resources for career development and community services.

People working in career development practice need to be guided by a code of ethical behaviour:

- a Code of Ethics has been developed and is located in Appendix A.

Areas of Specialisation

The areas of specialisation are competencies needed to provide specific career development services that clients may need. These competencies vary according to the nature of the specific service. Service providers may have the competencies and therefore meet the standards in one, or more areas of specialisation, depending on the nature of their duties and the services they provide.

The core and speciality areas are equally valued. There is no hierarchy intended between core and speciality or among the specialisations. No area is seen as more or less important than any others. All competency areas are important in providing comprehensive career development services.

Six main areas of specialisation have been identified:

- Assessment
- Facilitated Individual and Group Learning
- Career Counselling
- Information and Resource Management
- Work Development
- Community Capacity Building

All career development practitioners will need to have a certain number of basic competencies in all six areas of specialisation. These basic competencies appear in the Core and are also included as basic competencies in the appropriate area of specialisation. Specialisations have many additional and advanced competencies specific to each specialisation. For example, all career development practitioners will need to have a certain amount of competence in the area of assessment (Core). Assessment specialists have this core as well as many additional and advanced assessment competencies.

The regulation of occupations in Canada is a provincial jurisdiction. Therefore, the S & G's will continue to be voluntary and offered to the provinces, training institutions, professional associations and career practitioners themselves to make the best possible use of them to bring cohesion, consistency and professionalism to the sector as a whole. The initiative is in its field test phase now. (More is covered in Section 11).

There are already promising signs that the S & G's will be used to bring increased coherence to training programs. Several institutions are currently examining the degree to which their programs actually do result in these competencies. There is also evidence that professional associations are examining the S & G's with a view to endorsing them for their memberships. The CCA is looking at this at the time of writing, as is OCCOPPQ. OCCOPPQ is examining how its current set of competencies match the ones under the Career Counselling specialisation, while at the same time endorsing the importance of additional skill sets beyond the strict counselling profession. These are very encouraging developments.

6.5 How are the competencies or knowledge and skills required of those who provide services changing and why? What is being done to meet these changing knowledge and skill needs?

The labour market is changing and shifting very quickly, as is the case in all OECD countries. The challenges for the career development field to keep pace, as well as the professional preparation programs to remain current are significant.

Among the changes that are well understood within the sector are the following:

- The S & G's introduce the specialisation of "Community Capacity Building". This recognises a new set of competencies of career practitioners whereby they work in partnership to secure the support of community partners to build the conditions in the community for both traditional and new labour market opportunities. Community Development and Career Development have traditionally been separate disciplines;
- The explosion of the Internet has changed the nature of practice and career practitioners are required to learn how to use the Internet to supplement services and to promote client learning;
- The increasingly important role of Sector Councils is being strongly felt. There is significant pressure on the school system to ensure that skill shortage information reaches students and also that trades and apprenticeships are presented as highly viable options as well as more traditional career paths achieved through university education. This introduces the requirement for changes

in attitude and also a more comprehensive understanding of the labour market and how it functions;

- The profile of clients seeking assistance is changing and presenting new challenges. Well educated and skilled adults, for example, are now facing mid-life career shifts and frequently require career exploration and planning support to make these kinds of transitions;
- There is a very significant increase in entrepreneurial approaches to work, requiring again different attitudes and approaches;
- The increasing move to deliver more guidance in classroom settings requires very different competency sets that delivering guidance individually. Additionally, in many cases, it is subject matter teachers who are and will be charged with delivery. Acting as a resource person to support and coach with new material and career development approaches is again a sophisticated set of consultative skills. There is the risk, and this has happened many times, that classroom teachers are assigned guidance curriculum with no preparation and the results have usually been dismal; and,
- There is an increasing need for highly effective short-term interventions that make use of a range of delivery modes including some practitioner assistance supplemented by independent assistance. Resource levels and needs for services are demanding new approaches.

6.6 What opportunities exist for information, guidance and counselling service staff to update their knowledge and skill?

It has been, until recently, difficult for career development practitioners (again outside Quebec) to access quality courses at the appropriate levels of specialisation. This situation is improving significantly in Canada with additional universities beginning to offer programs and the Bachelor and Master levels as well as diploma and certificate programs. Encouraging progress is being made through distance delivery vehicles including training on line so that training reaches non-urban Canadian centres. The same increase in offerings is also true at the college level.

The vast majority of responses to these emerging competency needs occurs at provincial and not national levels. There are some notable exceptions, among them the following:

- **Career Circuit.** The training component of Career Circuit titled Circuit Coach is very comprehensive, on-line and CD-ROM accessed. Developed principally for Career Youth Workers in Youth Serving Agencies, its focus is on current approaches that are congruent with the realities of the labour market encountered by youth and young adults, including those who are at-risk. The competencies for this program have been rationalised against the Standards and Guidelines. The training program is currently in demand in the secondary school system and ways to make it available are being examined. It has recently been accredited at the University of Brandon, Manitoba;
- **HRDC LMI Analysts.** Four modules of an eight-module program for HRDC Information Analysts have been piloted as of February 2002. The modules will give information workers the ability to strategically collect data and information, analyse it, and create knowledge products that meet client needs. While LMI is a primary focus of this learning program, other information analysts will be able to use the knowledge and skills more generally. It has been noted that LMI has not been a very strong component of Career Development Practitioner training broadly and this learning program may provide some important development components which could be integrated and may strengthen this area if it becomes accessible beyond HRDC.
- **The Real Game Series.** This innovative series of classroom based career development curricula programs are proving to be engaging and successful with teachers and students.

They are an example of making career development achievable and motivating for regular classroom teachers. National training accompanies the series which is one key to its success;

- **The Blueprint for Life/Work Designs.** This framework is inclusive of many of the newer competency areas. National training currently underway includes making use of the Blueprint as a Service Delivery tool to ensure that the appropriate services leading to the needed learning outcomes are in place. (This is detailed in Section 11).
- **The Canada Career Consortium.** CCC has included a training component with some of its newest products, for example a resource titled “Career Directions” that scopes careers which do not require university degree for access. The success of this resource is in part credited to attending to the need to provide professional training to make maximum use of it. Training is short and targeted and builds a cascade model whereby a core of master trainers is responsible to train others.

At the level of professional associations, the National Consultation on Career Development (NATCON) is the largest national gathering of career development practitioners in Canada. Sponsored by the Canadian Counselling Foundation and HRDC, NATCON is held annually, with attendance topping 1,400. It provides a significant development opportunity for large numbers of practitioners. In 2003, a new arrangement will see the ownership of NATCON move to a broadly based National Steering Committee. However, full funding support will continue from HRDC.

There are many other significant and well-attended provincial conferences also held annually. In the main, it is the responsibility of the career practitioner to manage his/her own professional development. There has been significant improvement in both the variety and the accessibility of ongoing professional development opportunities.

6.7 Please describe any policies that exist to systematically make use of groups such as alumni, parents, and local employers in delivering services.

There are no national policies to systematically use these groups to deliver services. There is a strong direction in *Knowledge Matters* to make great use of employer networks, specifically through increasing the numbers and activities of sector councils. Within HRDC, all partnership agreements for the development of new career development resources are required to demonstrate an emphasis on the employer voice.

While not a policy per se, *The Edge* magazine project which has been active since 1992 provides an illustration of how parents and particularly employers are being brought more actively into career development delivery. Since 1999, it has been produced on a larger scale through a CCDF/NLWC partnership.

The initial *Edge* focus was to better meet the career planning needs of the close to 65% youth that do not move immediately to post-secondary education. *The Edge* project strove to connect with supporters of youth (parents, teachers, youth workers, career practitioners) in building what was coined “career-friendly communities” – connecting concepts of community development and career development.

The Edge has dedicated resources and focused on a mobilisation strategy that connects key players in the community -- parents, teachers, youth development workers and youth. The project’s current goal is to bridge youth and employers by helping youth access and supporting employers in providing quality work opportunities.

Canadian business networks and sectors have been brought into the collaborative process of *The Edge* magazine’s development. *The Edge* website has a new section called “the world of work.” Templates are completed by sector councils and industry associations, providing youth with quick and targeted access to current sector/industry intelligence, a window into a range of occupational fields and direct links to sectoral and industry organisations in their province/territory.

In addition to youth resources, *The Edge* website has just launched a section by and for Canadian employers. It provides employers with:

- Concrete examples of what works for Canadian businesses in connecting with, recruiting, and retaining youth;
- Direct contacts and links to those who reach and work with youth; and,
- A directory of HR management and career development resources.

Another magazine/webzine initiative begun by HRDC in 1999 is the *Realm/Sphere* magazine that focuses on young adults 18-35. Every post-secondary institution in Canada is provided with *Realm* free of charge.

7. Delivery Settings

One way of looking at the delivery settings for career development services is to put the services in the context of the kind of life, work or career transition that is involved. In Table 7.0 that follows, eight significant career transitions are listed. A very brief glimpse of the kinds of services provided and who gets them is included.

Table 7.0 – Overview of Career Development Services Listing Providers and Clients for Services Available at Each Career Transition Point

| Transition Point | Type of Career Development Service | Category of Service Provider | Type of Clientele |
|---|--|--|--|
| 1 Elementary to Junior High | Career education | Elementary school counsellor Teachers | Elementary school students |
| 2 Elementary or Junior High to Secondary | Career education | Elementary/junior high counsellor Teachers | Elementary/junior high school students |
| 3 Secondary to Post-secondary | Career education Career counselling | Secondary school counsellor Teachers | Secondary school students (diploma) |
| 4 Secondary or Post-secondary to Apprenticeship | Career counselling | Secondary school counsellor Community-based agency | Secondary school students (diploma and no diploma) |
| 5 Secondary or Post-secondary to Work | Career education Work experience Career counselling | Secondary school counsellor Post-secondary school counsellor Co-operative education co-ordinator | Secondary school students (diploma and no diploma) Post-secondary school students (diploma and no diploma) |
| 6 Work to Skills Training | Career counselling Employment counselling | Private practitioner Company career services Adult education co-ordinators Community-based agency Community-based agency For profit employment service HRDC/provincial/territorial employment centre | Employed worker Unemployed (Immigrant or special needs client) Unemployed (Employment Insurance (EI) claimant) Unemployed (Social assistance recipient) |
| 7 Unemployment to Work | Employment counselling Career information Placement services | Community-based agency For profit employment service HRDC/provincial/territorial employment centre | Unemployed (Employment Insurance (EI) claimant) Unemployed (Social assistance recipient) |
| 8 Out of Labour Market to Work | Employment Counselling Career information Placement services | Community-based agency Provincial/territorial employment centre | Women returning to work Social assistance recipient Long term unemployed not entitled to EI benefits |

Schools

7.1 Are separate career education lessons a normal part of the school curriculum? If so, for each grade, please indicate whether or not such lessons are required and the mandatory number of hours per year.

Education is the responsibility of the provinces/territories under the Canadian Constitution. Each province/territory establishes its own legislation, policies and guidelines for career development services that are a part of the educational system.

Canadian elementary and secondary schools exercise considerable autonomy in the area of career development. In some provinces, a school board or even an individual school principal can decide whether or not to implement provincial/territorial guidelines on career and guidance services. Thus, career development varies significantly within some provinces and territories, and often from school to school. Until recently, career development has been regarded as ancillary to the academic function of schools – valuable, but optional.

The trend is toward application of a preventive policy model in the schools, with the provision of career education through the regular school curriculum. This approach strongly supports the concept of lifelong (continuous) learning and skill development throughout the school years, something that all provinces/territories and the Government of Canada fully support. A number of provinces/territories have introduced career development courses that carry credits. Regular classroom or resource teachers generally lead these courses. The courses may be taken in one particular year, or they may span the entire elementary to junior high to secondary school system.

In a few provinces, the career development courses (and credits) are mandatory for graduation. When the courses are optional, student enrolment in them is often low because of the pressure in secondary schools to complete the requisite number of course credits in various academic areas for admission to college and university programs.

The number of hours per year, and the grade levels where career development is taught, differs from one province/territory to another. For example, in Saskatchewan the Career Guidance Curriculum is offered in the middle school grades (6-9). It involves 30 hours of instruction per year, which works out to 120 hours over 4 years.

7.2 If separate career education lessons are not provided, are policies in place to integrate career education into other subjects? Details can be provided in an Annex.

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

The guidance-oriented school is the creation of an educational environment where there is concern about:

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

Quebec's "école orientante" (guidance-oriented school) is a good example of education authorities recognising the importance of career and work life preparation throughout the school years.

7.3 Are periods of work experience required as part of the secondary school curriculum? For each school grade please indicate whether or not such experience is required, and how many hours per year are required.

Ontario and British Columbia have made student participation in volunteer community work and workplace experience mandatory. After an initial negative response to these new curriculum requirements by the schools, many teachers, resource and guidance staff have embraced the requirements and started seeking ways to implement them. The difficulty is that schools typically lack the staff and material resources to co-ordinate the student experiences and integrate them in a learning process. Additional work is also required to find ways of involving community agencies and businesses more directly in meeting volunteer service and workplace curriculum requirements.

7.4 What other types of career information, guidance and counselling services are typically provided for school students (that is, apart from career education lessons and work experience)?

Most secondary schools in Canada have maintained the tradition of providing guidance and counselling services. These services are built on a remedial and reactive policy model. They mostly focus on helping students address personal issues and educational planning. But not every student has access to a counsellor. In many schools, the counsellor-student ratio is no better than 1 to 1,200. The service is not universal, catering largely to post-secondary and mostly university or community college-bound students rather than work bound students. In spite of the introduction of government and private sector policies and programs aimed at encouraging youth to enter the trades, students who are not university or college oriented are likely to receive little guidance. Many schools have implemented Career/Education/Life Planning Portfolios which students complete and update annually. A portfolio is a repository for recording achievements, work experience and skills and is used as a resource for goal setting, educational planning, résumé preparation and work search. When supported with a career development/guidance process of exploring self, exploring opportunity, tracking evidence of skills and next step decision making, it is an important and very comprehensive career development tool. Unsupported by a learning process, it is simply a file. Many examples exist of excellent work done in portfolio building. Career development services to individuals such as career exploration are very likely to be available to Quebec secondary and CEGEP students. This is one result of the implementation of the guidance-oriented schools that was mentioned earlier.

At the national level, a number of important initiatives have been undertaken to contribute to the process of career development for students.

One example is the Blueprint for Life/Work Designs. The Blueprint outlines the skills, knowledge and attitudes that play an integral role in the development of preparation for work life. They consist of competencies for personal management, learning and work exploration, and career building. The Blueprint provides specific guidelines that can help scope career development programs in a wide variety of settings.

Another initiative that was developed by the National Life/Work Centre with HRDC funding is the *Real Game*. This program gives students a dress rehearsal for the real world. Each player adopts one of forty occupational roles. Players then draw up their own wish lists containing items they would like to have in their adult roles. Players are given the income for their assigned occupational role as well as the price tags for the items on their wish lists. Drawing up a household budget, players must adapt their list to fit within their earnings. The *Real Game* is being developed as a series of games, each targeted at a different grade level. There is a *Real Game* available in English for all grade levels beginning at grade 3 including and adult version. In French the grade 11-12 version will be available in 2003 and the grade 3-4 version in 2004. .

Canada Prospects is a stand-alone, self-directed resource. It has been in publication for ten years, with two provinces now producing their own version. Articles and exercises can be read and completed independently. It is also an effective career instruction tool that teachers and facilitators can use with

students and adults looking for work or exploring their future. *Canada Prospects* is wholly funded by HRDC, and the Canada Career Consortium (CCC) manages its development and delivery.

Canada Career Week is an initiative that is funded by HRDC and co-ordinated by the CCC. Businesses, community organisations and national associations also participate. Canada Career Week is designed as a time to set aside to make decisions about learning and working life. Through a variety of local activities, career seekers can find out about job trends, pursue their career interests, attend career fairs, talk to role models, learn more about the value of an education, or obtain information to change careers. For example, as part of Canada Career Week, Grade 9 students are encouraged to participate in *Take A Kid to Work Day*, where, with the assistance of a mentor, they gain valuable exposure to the workplace and learn first-hand the importance of effective career planning and development.

SchoolNet is a creation of the Government of Canada. Its original mandate was to work in partnership with the provincial and territorial governments, the educational community and the private sector to connect Canadian schools and libraries to the Internet by March 31, 1999. On March 30, 1999, Canada became the first country in the world to connect its public schools, including First Nations' schools, and public libraries to the Information Highway. In its second phase, as stated in the Government of Canada's 1998 Speech from the Throne, *SchoolNet's* mandate was to continue working with its partners to extend connectivity into the classrooms.

In the 2001 budget, the Government committed funding through to 2003-2004 for *SchoolNet* at a level of \$10 million annually. Through *SchoolNet* and its partners, close to half a million connected computers are in Canadian classrooms and schools. The Government also committed to providing increased high-speed access and to create more and better e-learning content. To date, *SchoolNet* links to more than 5,000 teacher approved learning resources, some of which are in career education.

The Public Employment Service

7.5 What information, guidance and counselling services are provided by the public employment service?

At the national level, public policy over the past five years or more has emphasised individual responsibility and self-sufficiency or autonomy in career development. Youth and adults are encouraged to autonomously use the materials and services available through federal, provincial/territorial, or community-based resource or career centres. All levels of government have poured the lion's share of funding into client self-service.

Much of the impetus for self-service comes from government's desire to reduce the cost of services. It is also being driven by the rapid development of Internet technologies offering high levels of interactivity, visual appeal, and even the use of audio communications. A self-service policy approach supports, in principle, the concept and practice of lifelong learning and skills development with respect to career transition skills. But there is little research to show that self-service encourages individuals to choose occupations in demand or enter rewarding careers.

Over the last decade, the Government of Canada and many of its provincial/territorial partners have increased the amount and types of services available to clients on a self-serve basis. Assisted services, such as counselling, continue to be available across HRDC's 320 points of delivery as well as through partnered arrangements with provinces/territories and/or third parties. HRDC contracts a large number of non-government groups (both not-for-profit and for-profit organisations) to provide career development services to adults.

Section 60. (1) of the Employment Insurance Act requires the Government of Canada to maintain an national employment service to provide information on employment opportunities across Canada to help workers find suitable employment and help employers find suitable workers. Under Sections 6 and 7 of the Department of Human Resources Development Act, HRDC is also empowered to work with provinces

and territories to co-ordinate efforts made or proposed for preserving and improving human resource development. Overall, the Government of Canada, through HRDC, Industry Canada, Heritage Canada, and Citizenship and Immigration Canada, has invested considerable sums in the development of career materials. More is said about this in Section 9.

The majority of services provided by HRDC and by the organisations with which it contracts are typically directed to EI claimants or “reachback” clients. Youth who are not of school-leaving age, the self-employed, the under-employed, or those who have never worked generally do not receive career development services supported directly at the national level. However, self-directed services such as access to Job Bank, self-assessment tools, and training, career and labour market information are readily available.

Tertiary Education

7.6 Please describe information, guidance and counselling services that are provided within tertiary education.

Colleges, institutes of technology, vocational centres and universities fall under provincial/territorial jurisdiction. However, the institutions themselves have complete control over the provision of career development services. There are no provincial/territorial career development guidelines for post-secondary institutions. The Government of Canada role in post-secondary education is limited to global funding provided to provinces/territories through the Canada Health and Social Transfer (CHST).

Almost all of the colleges, institutes of technology, universities and vocational centres offer career services that include student placements into volunteer, summer, work experience, part-time and full-time employment. Some faculties require all students to take mandatory, but non-credit, courses in career planning. Many institutions offer credit courses in career development.

Where career development courses are mandatory, one can say that a preventive policy model has been applied. Where optional, the provision of service is reactive to student needs and labour market requirements. Limited resourcing, however, is putting pressure on the volumes of post-secondary students accessing career development assistance.

The Private (For-Profit) Sector

7.7 What is known about career guidance and counselling services provided by the private (for-profit) sector: such as management consultants, outplacement services or private practitioners?

The private for-profit sector is involved in career development services in four main ways.

- A large number of companies research, develop and deliver career information products (print and Internet-based). They either undertake the development and delivery of the products on a market basis, or do so under contract to HRDC or a provincial/territorial government department;
- A relatively small number of companies deliver services on behalf of the Government of Canada or provincial/territorial governments under outsourcing agreements or fixed contracts;
- Some small and a number of large size companies provide outplacement services, including some employment counselling, to business and industry, mostly in downsizing and layoff situations; and,
- Private practitioners provide rehabilitation, re-employment, career planning, career and occupational assessment, and diagnostic services to individual clients.

In Canada’s current and unfolding labour market, people change jobs and even the direction of their careers ever more frequently than in the past. Labour and skills shortages are now a problem for Canadian

business and industry and will remain so into the foreseeable future. Canada is experiencing a rapid growth in the use of private, for-profit career services. For some of these services, individuals choose their source of career assistance and the bill is paid by one level of government or the other (the services operate under contract with HRDC or a provincial/territorial government). For an increasing number of clients, they must find ways of paying for career development help. Student loans, use of severance pay, cashing in retirement savings and the like often provides them with the cash. Using personal resources to support career change or employment preparation is becoming a de facto public policy in Canada. This introduces a level of economic elitism in terms of who will purchase services. It also works against demographic information about growth in post-secondary learning coming from non-elitist groups and labour market growth resulting from immigrants and equity group members.

Under Quebec law, employers must demonstrate that they spend 1% of payroll on employee training. If they fail to spend the money, the amount is remitted annually to the government. Some employers are having difficulty meeting the expenditure target. Career development practitioners have an opportunity to collaborate with governments to find ways of instituting career development services in companies for employees who want to, or must, prepare for a career change. Costs of these initiatives are covered from the 1% payroll rule.

Outplacement services provided by private companies are normally paid for by the companies that are downsizing or laying-off employees. On occasion, businesses are able to persuade provincial/territorial governments to work with HRDC to cover part of the outplacement costs.

The private for-profit sector participates more in the development and delivery of career information than in the other domains of career development. For-profit companies provide many of the leading career information products available on the Internet. A significant proportion of the private sector-led developments are funded at least in part by one government body or another (mostly HRDC and Industry Canada). The materials are subsequently made available to schools, career development practitioners and the public but at a cost. For Internet products, license fees have to be paid. In some cases, school boards, schools, and community-based service organisations find the costs, though reasonable, beyond their means. However, for-profit companies play a key role in the development of career materials, and an even greater investment on their part would be helpful to Canada.

7.8 Please describe any steps that governments have taken to try to encourage private (for-profit) organisations to provide guidance and counselling services or to regulate the ways in which such services are provided.

Increasingly, for-profit organisations are being contracted by governments to provide career development services. This is occurring because of the reductions in the size of governments, and the desire of governments to get the private sector more involved than before in the provision of labour market services. However, there is little in place to guide these delivery agencies in the provision of “quality services”.

Under funding or contractual agreements, governments control the quality of services to some extent. But most delivery agencies have noted that the funding of career development services by governments leaves little room for the hiring of supervisory support, for the building of an organisational structure specific to the delivery of career services, or for the purchase of good equipment and materials. More direction and standardisation are needed if the private for-profit or not-for-profit services are to be of a high quality.

Quantity of Canadian career information available on the Internet is not a problem. Quality may be an issue. At the moment, universal or Canadian standards for Internet-delivered career information do not exist. The National Occupational Information Co-ordinating Committee (NOICC) in the United States has published general standards for occupational and career information. But these standards do not all relate specifically to the kinds of issues raised in Internet delivery. The now defunct Canadian Labour Force Development Board had initiated a process to develop Canadian career information standards for Internet delivery. Work is underway by the FLMM LMI Working Group to revive and move forward on this

initiative. This is also an area where practitioners can take the lead to engage policy makers in a “standards development process”. More is said on this issue in Section 11.

Governments are looking at ways of encouraging and facilitating a greater involvement of for-profit companies in the development of career information products. One Branch of HRDC, the Office of Learning Technologies (OLT) has three funding streams that can be used by private companies to get investment money from HRDC for the development or application of learning (and career development) technologies.

Other Organisations

7.9 What role do other organisations – for example in the community sector – play in providing information, guidance and counselling services? What types of clients do they serve? What types of needs do they attempt to meet?

Career development services provided outside of the education system are restricted to youth of school-leaving age and adults. Community career centres run by the provinces/territories are the exception. They are often set up to help youth that drop out of school early to find their way into decent employment. Adults who return to secondary or post-secondary school may also access school-delivered career development services.

Not-for-profit community agencies provide a large proportion of career services in Canada. These agencies are usually funded by one level of government or another, often using funding from more than one source. The majority of non-profit career development service providers work with one, or at the most two, client groups. The services they provide may be holistic, or are restricted to a specific type of intervention.

Many communities in Canada have established community service centres that attempt to improve the quality of life, and meet the life and work needs of people from a particular “community”, defined as a geographical area or cultural/ethnic group. For example, in Vancouver, some large community service centres provide staff and facilities for Chinese Canadians to deal with health, legal, family, recreational, social, and employment issues. Career development services such as labour market information, career and employment counselling, job preparation and job search workshops are offered as a part of a range of services.

Other community-based groups may provide specific services such as rehabilitation and vocational counselling to a certain client group such as the motion impaired or blind and visually impaired. Others may offer job search assistance such as a Job Finding Club to ex-offenders and parolees. In most cases, the organisations are funded from several different sources, but the services are generally offered without charge to the client.

There are more than 10,000 not-for-profit organisations in Canada offering some kind of career development services.

7.10 Have governments attempted to increase their role (for example by contracting out services)? If so, why? Have they attempted to regulate the ways in which they provide services?

This question was answered under Section 7.8.

8. Delivery Methods

The cornerstone of career development methods in Canada is still the individual interview. Technology has offered computerised processes for diagnosing client needs and offering solutions, but most clients and practitioners want to work together as people. Group information, group programs to acquire specific work search and or work retention skills, group career counselling sessions are being used more frequently than in the past, but the group techniques remain the same as in the past. As well, career development practice in Canada includes:

- The use of educational and psychological tests;
- Client self-assessment instruments;
- Work experience and job tasting;
- Coaching and mentoring; and,
- Access and use in decision-making of career, occupational, learning and labour market information.

Some Information Resource Centres supplement the self-service information area with staff who provides in-person assistance. The FLMM is developing *Career and Labour Market Information Service Delivery Guidelines*. Under these guidelines, Career and LMI Specialists' primary functions are to deal directly with and coach end-users of information. They help identify information needs and assist users to find and use the information best suited to these needs. In a recent study of five Newfoundland HRDC offices, findings showed that 70% of respondents asked for assistance in using LMI and 80% actually used such assistance. Clients reported satisfaction levels at the 90% level. This is an encouraging development and indicates both a focus on "beyond strictly self-directed information" services as well as a focus on experimenting with new resource effective modes of delivery. It is expected that these specialists will refer clients with needs beyond information to employment counsellors wherever feasible. The Career and LMI specialist function is seen as distinct from the Employment or Career Counselling function. How effective the referral routes and results are will be also important to study.

8.1 Career information, guidance and counselling services can be delivered in a variety of ways. In the last five years, how have these been influenced by government policies?

A number of trends in government policies has directly influenced the 'how' and 'how much' of career development services delivery. Most of these were discussed at some length in Section 2. They include:

- Increasing individual responsibility for decision making and action;
- Making lifelong learning a reality;
- Committing to ongoing skills development;
- Applying technology;
- Improving the overall quality of government services;
- Reducing dependency on income and other forms of government program support through active employment measures;
- Requiring participation in active measures for some people who are receiving income support;
- Reducing government expenditures (cutting budgets);
- Decentralising government services through inter-governmental agreements and partnership arrangements;
- Privatising some government services;

- Using multiple delivery modes such as telephone, e-mail, internet; and,
- Improving the labour market access and participation of specific client groups.

8.1.1 Movement to Self-Service

Increasingly, clients are accessing and using career development services on their own. The move to self-service stems from a policy of encouraging individual responsibility, and the applications of technology that are giving governments the ability to provide service, maintain quality, and minimise costs.

The move to self-service in career development has been centred on the provision of career, learning, and labour market information and the development of a range of Internet delivered career self-assessment tools. Federal and provincial/territorial governments made a conscious effort, as a matter of public policy, over the past five years to expand the provision of career information through the Internet. They established and continue to fund a network of non-government, not-for-profit organisations with a mandate to increase the amount of quality career information available on the Internet.

Under the Government-On-Line initiative, HRDC is responsible for the development and maintenance of the Jobs, Workers, Training and Careers Cluster, the Youth Cluster, and the Human Resources Management Cluster. Included in this ever-evolving website is a variety of self-assessment tools, from assessments of aptitude and interest to learning styles. The inclusion of an ever-growing number of self-assessment tools is prompting clients and career development practitioners to emphasise self-service.

8.1.2 Applications of Technology

Today's new buzzwords are: e-commerce, e-business, and e-learning. They all refer to the use of the Internet to carry out activities once done by telephone, mail, courier, and person-to-person (e.g. making a purchase, taking a university course). So why not e-counselling or e-career development?

Canadian society has moved from being technology-interested, to technology-driven, to now being technology-dependent. Computer systems are central in almost every service area of our economy. Career development services are no different.

In one domain of career development, that of career information, computerised delivery using CD-ROM or the Internet is more the rule than an exception. Just three years ago, it was estimated that in Canada about 10% of all career information (using the broad definition presented earlier) was available through the Internet. Today, the estimate is closer to 40% and rising. In fact, some sources of career information are solely Internet-based. Governments in particular are phasing out print versions of some career information materials and opting for total Internet delivery. It is cheaper and easier to update than print materials.

It is assumed that moving to Internet-based delivery of career information increases the access of people to more information, and in a more timely fashion than through the use of traditional paper-based products. It assumes people know how to use the information effectively in their own career and learning plans.

Lifelong learning and ongoing skills development are greatly strengthened when access is increased to a broader range of quality products that are regularly updated to maintain currency and accuracy. But people also must use the information properly. Canada cannot yet confirm that access is increasing through the pervasive provision of information by the Internet.

HRDC has undertaken a series of research projects to determine the products that people access and like. The department is also trying to find out what people say they need and want. Less attention is being paid to what people actually use, why, and how they use it. Just increasing the amount of information available may not lead to better career planning. This needs intensive research. The results can help practitioners and policy makers decide whether and how to invest in Internet-delivered career information.

Technology is changing the practice of career development. Increasingly, clients are able to do more on their own. In Canada today, many clients use computers to autonomously explore careers and the world of work. They use self-assessment programs that help them to evaluate their interests and make occupational

choices. Programs are in place to match job seekers skill sets with available job openings. Very little practitioner intervention is involved when these systems are used.

Providing some career development services on line is growing but not entirely new. The Alberta Information Hotline has been in operation for two decades. Using an 800 number, clients can consult by telephone with a career practitioner. The University of Waterloo and Memorial University have had distance career counselling services in place for a number of years. Internet communications has been added to these services.

Looking at the presentations made at professional conferences, it is evident that some practitioners in Canada are using computerised systems to interview, test, interpret test and questionnaire results, and manage client case files. Practitioners are also communicating with clients at a distance using both synchronous approaches such as video conferencing, telephone, and Internet chat, as well as asynchronously using e-mail. Government policy is likely contributing to an increased use of technology in career development because of government support to organisations involved in the development and application of new learning technologies.

8.1.3 Decentralisation and Privatisation

As briefly discussed in Section 2, the Government of Canada has moved out of the direct delivery of many labour market services, including some aspects of career development, in seven provinces. In those cases, provincial-territorial ministries have taken on responsibility under the LMDAs for most labour market programs except for the administration of EI and the delivery of labour market information. In five other provinces-territories, HRDC co-manages labour market services with the province. In these provinces-territories, HRCCs still have employment counsellors who see individual clients and who also work in group information and counselling sessions. In Ontario, HRDC delivers services directly through its HRCCs, or contracts other organisations to do so on their behalf.

Decentralising and privatising the delivery of many labour market services has vastly increased the number of non-government staff involved in career development service delivery. It has prompted service providers in communities across Canada to either compete more vigorously than ever before for funding and a client base, or to collaborate to form service delivery networks that allow them to provide a broader range of services. The very extent of this decentralisation and privatisation has created opportunities and issues.

Opportunities

- Increased networking has resulted in community services that tend to be more holistic than previously.
- The broader range of people taking on the roles of career development practitioner likely means that clients can more readily find a practitioner who identifies with and understands their particular circumstances.
- A more solid and larger base of local level practitioners is developing – which is an important contribution to community capacity building.

Issues

- Loss of centralised government services has led to concern over the quality of services available in some locations.
- There is a lack of any standardisation in the delivery of services and in the qualifications of practitioners.
- Balkanisation in delivery seems to have made it more difficult for some community-based practitioners to obtain and update quality tools and materials.

8.2 Please describe any recent or current initiatives to develop Internet-based information, guidance and counselling services.

Several recent Internet-based initiatives have already been presented in earlier sections. They include:

- Canada WorkInfonet (CANWIN);
- SchoolNet;
- Career Circuit; and,
- CanLearn Interactive.

8.2.1 Skills Net

SkillNet.ca is developed and is operated by Industry Canada. A one-stop shopping site for jobs and career-related information, SkillNet.ca is a growing partnership of integrated recruitment services. These include colleges and universities (entry-level jobs), health, culture and arts, education, aviation, tourism and the volunteer sector. Many more partner sites are under development.

8.2.2 Counsellor Resource Centre

In 1996, HRDC put together a team of counsellors to create a reference site for practitioners in the field of career development and employment counselling. More than 100 people were consulted to ascertain the needs of the professional community. Once the needs analysis was complete and the survey of existing web sites was finished, the development team designed two draft architectures for the site. The vision was to create a web site developed by counsellors for counsellors. The final product that resulted was in actual fact a starting point. It is hoped that professionals in the sector concerned will nourish the Web site so that there is a genuine pooling of resources that results in a one-stop site for conveying and exchanging the information that is essential to the profession.

The site contains both resources for professionals in career development (such as professional ethics) and selected resources to use with clients by countries, one of which is Canada.

8.2.3. Jobs, Workers, Training and Careers Cluster of Government on Line (GOL)

The “Jobs Cluster” as it is often called, provides one-stop access to information relevant to work, learning, education, training, careers, LMI and workplace issues. It accounts for almost half of all traffic on the Canadian gateway and is the most used destination for users of GOL.

8.2.4 Contact Point

Contact Point is a national not for profit, private sector (Canadian Counselling Foundation) funded, practitioner driven website. It includes a Discussion Forum, a Resource Centre, Professional Development site as well as links to other Canadian and international websites on career counselling.

8.3 Can examples be provided of the use of screening tools to match client needs or client type to the type of service provided? If such screening tools exist, please describe the reasons for developing them, and describe where they are used.

Two screening tools are broadly used in Canada. One is used by clients autonomously (it is an Internet-delivered product) and the other is used in employment services settings.

8.3.1 WorkSearch

WorkSearch is an HRDC web product that guides Canadians through the process of looking for work. It offers a variety of tools and useful information such as: self-assessment quizzes to help identify career interests, strengths and skills; useful tips on how to prepare for interviews; and links to job posting sites.

The web site is designed to help Canadians:

- Search for work using Job Find; and,

- Develop good work search strategies.

It helps career planners and jobseekers address issues such as:

- What could I be?
- How should I market myself?
- What learning or education do I need?
- Do I want to be my own boss?
- What trends will affect my work and me?

WorkSearch suggests the kinds of service clients might need to access to help them prepare to enter the job market. It provides tools for clients to identify their attitudes toward work, work styles, and learning styles, attributes that should be considered when a person is deciding how to go about the job preparation and job search process.

WorkSearch was developed by HRDC to fill a need for client self-assessment and to connect these assessments to the types of services available in the community to help the client.

8.3.2 Service Needs Determination (SND)

Many different kinds of organisations that deliver career development services have developed up-front client assessment processes. Service needs determination is one example of an assessment process to help clients to more quickly and readily identify, based on their current situation, the type(s) of services they will require to successfully prepare for and undertake a job search. SND also helps the delivery organisation to make the best use of its staff and material resources.

In its initial conception, HRDC saw SND as a means of rationing to the ‘most in need’ the services it provides to clients. HRDC had reached a point where it no longer had the resources to provide individual assistance on a universal basis. SND was also seen as a means of using staff more efficiently. When SND was introduced, the staff assigned to this role were those who were not fully qualified and experienced as employment counsellors. They were trained to do initial assessments of clients’ needs and channel clients to the appropriate services. The intention was to free up more employment counsellors for one-on-one interviews.

Service needs determination is done by a Service Needs Determination Officer (SNDO). Typically, the process consists of a short (10 to 15 minutes) interview with the client. During the interview, the client is given information on available services, and is scheduled for further assistance if required. HRDC staff also conducts the SND sessions in groups. The department is also contracting community-based groups to carry out service needs determination as a part of the services those organisations provide.

9. Career Information

Career and labour market information is a shared responsibility among governments. HRDC did not devolve the federal role under the LMDAs. This is an area of considerable strength and leadership in Canada. Because quality information is seen as the entitlement of every citizen, doors have been more open to developing and distributing information across sectors of education and employment and allowed some national initiatives to be welcomed by the schools in all provinces and territories without arguing over turf. This is one of the contributions of CCIP. This is also seen in the vision of the FLMM LMI Working Group as follows:

“Federal/Provincial/Territorial governments will work together to create a more coherent, relevant, individualised, accessible and co-ordinated approach to the development and delivery of LMI at the local, provincial and national level.”

9.1 What is the public sector’s role in producing career information?

HRDC is a major organisation with responsibility for Career and Labour Market Information. Its activities include:

- Producing labour market data essential for strategic labour force policy and planning and a select number of key career and LMI resources at the national, regional and local levels;
- Participating collaboratively in key national bodies, notably the FLMM, in developing strategic multi-year plans to continually improve access to quality information; and,
- Providing strategic leadership through directly funding a number of organisations to contribute to enhancing quality and access. Among these organisations are:
 - Canada Career Consortium (CCC);
 - Canadian Career Information Partnerships (CCIP);
 - Canada WorkInfoNet; and
 - Sector Councils;
- Contracting with career developers, both not-for-profit and for-profit, on a project basis and/or for specific research, product development or product support materials. Among these organisations are the Canadian Career Development Foundation (CCDF), National Life/Work Centre (NLWC), Canadian Foundation for Economic Education (CFEE) and Canadian Youth Foundation (CYF).

National Labour Market Data

Canada benefits from a series of highly sophisticated and complex labour market data and information systems made up of many components. At the core is a host of regular surveys supplemented by administrative data drawn from the operation of programs related to the labour market, such as Employment Insurance and provincial Social Assistance. The Canadian Occupational Projection System (COPS) within HRDC provides policy makers, researchers, and employers with the base data needed for strategic labour market forecasting and planning.

COPS data is also the source for the development of Job Futures, published by HRDC and one of the most used Career and LMI publications by practitioners. Job Futures has two parts. Part 1: Outlooks by Occupation summarises 226 occupational groups and includes extensive information including descriptions of job duties, employment prospects, places of work, and characteristics (gender, age) of workers in that field. Part 2: Outlooks by Field of Study provides information on 155 fields of work accessed through post-secondary education. A key feature is direct information for graduates working in the field about their experience, earnings, and levels of satisfaction. A Job Futures Companion is also

available to guide practitioners to answer common LMI questions asked by clients making use of Job Futures materials. There is constant effort to make this resource user-friendly and very accessible to the general public.

The third core product from HRDC is the National Occupations Classification (NOC) which classifies and describes occupations in the Canadian labour market. It is based on extensive occupational research and analysis. Occupations are classified by type of work and skill level. The NOC Career handbook is also widely used by practitioners.

CanLearn is also developed and maintained internally by HRDC. It is a one-stop resource for information, products and services on learning. It provides planning tools to explore learning options, identify learning requirements, and make decisions on what and where to study and create financial plans.

Local LMI Data

There is currently a network of 150 Labour Market Analysts (LMIA's) across Canada responsible for co-ordinating the collection and distribution of local labour market information. The main distribution mechanism of these products is through the National Labour Market Information website <http://www.labourmarketinformation.ca>. This site is currently being re-designed to be user-friendlier. Some of the new headings will for example include: employment prospects, wages/salaries, employers hiring, job descriptions, and training opportunities.

In addition, the LMIA's also respond to numerous requests specific to the needs of their local communities and work with community partners to assist job seekers and businesses at the local level.

Partnering with FLMM

The FLMM is a co-ordinating body of senior Ministers from federal, provincial and territorial departments of labour.

Table 9.1 is taken from the October 2001 Action Plan on Data prepared by the LMI Working Group of FLMM. It highlights the common characteristics of existing data and information systems currently in operation in Canada and identifies areas of emerging need where further action is warranted.

Table 9.1 Existing Data and Information Systems and Areas of Emerging Needs

| Characteristics of the Current Systems | Areas of Emerging Needs |
|--|---|
| <p><u>Characteristic 1: Collection/Content</u></p> <ul style="list-style-type: none"> • Central data collection • Mainly national and provincial in scope • Occupational/industrial focus • Largely quantitative • Narrowly focused on school- work and unemployment-employment transitions <p><u>Characteristic 2: Client Base</u></p> <ul style="list-style-type: none"> • Youth • Unemployed • Intermediaries <p><u>Characteristic 3: Accessibility</u></p> <ul style="list-style-type: none"> • Limited access due to costs and incompatible formats • National and provincial focus <p><u>Characteristic 4: Dissemination/Exchange Mechanisms</u></p> <ul style="list-style-type: none"> • “Patchwork” distribution systems • Selected availability • Cost implications • One-way information flows | <ul style="list-style-type: none"> • Increased collaboration for data collection and dissemination below national/provincial level • “Just-in-time” data and information for diverse needs—individuals, communities, industries, workplaces, learning institutions, etc. • Qualitative indicators: Quality of the workplace, health, and linkages between workers, their family lives, and society. • Broader and deeper understanding of complex life trajectories—the patterns of work, skills investment, mobility, retirement—and impacts on individuals, sectors, communities, etc. • Importance of life-long learning and skills acquisition <ul style="list-style-type: none"> • Expanding client base is generating pressures to better tailor data and information to heterogeneous users, particularly Aboriginals and immigrants. Need to monitor and collect user feedback to capture diverse needs. <ul style="list-style-type: none"> • Forge new approaches that promote free, multi-format access to timely, locally-focused information. (i.e. explore practices from UEY experience) <ul style="list-style-type: none"> • Facilitate the horizontal linkage, exchange and interchange of data and information between producers and users. • Target communication strategies to raise awareness of information and promote access, particularly Aboriginals, immigrants, youths, students and adults. |

The FLMM has two working groups that report to it, one being the LMI Working Group. This group has been charged with moving forward a three-year plan to respond to the gaps identified in the above report. Among the core outcomes to be achieved are:

- Improved quality and comprehensiveness of LMI data and products at all levels;
- A more coherent, individualised and co-ordinated approach to LMI delivery; and,
- Development and implementation of standards for quality assurance and control.

This demonstrates that the linkages between quality career and labour market information and both lifelong learning and workforce development are now being better recognised and acted on at policy levels.

Strategic Leadership through Establishing and Funding Organisations at arms-length from government

HRDC funds a number of co-ordinating bodies to undertake key tasks related to building an effective career and labour market system. They include:

- **Canada Career Information Partnerships (CCIP)**

CCIP is a 25-year-old partnership between the Government of Canada and provincial/territorial departments, notably education. Their mandate is to create a national forum for career development leadership partners from federal/provincial/territorial jurisdictions to foster a career development culture that integrates career, occupational, labour market and learning information. Most CCIP members from the provinces are responsible for components of the Guidance and Career Development programs within their provinces. This body is a very helpful bridge for providing needs assessments, evaluating products and programs, identifying priorities and facilitating dissemination if deemed appropriate within their respective jurisdictions. HRDC provides funding for a full-time CCIP co-ordinator and office, and pays expenses of members who are on CCIP as volunteers and representatives of their respective jurisdictions.

- **Canada Career Consortium (CCC)**

Established by HRDC in the last five years, the CCC is a national forum that initiates, develops and co-ordinates career and labour market information to enable Canadians to make transitions. They have Board representation from 9 key constituent groups who have interest and expertise in career and labour market information. Their purpose is to develop a strategic number of core labour market products such as Canada Prospects, a career, labour market and learning tabloid that goes to all secondary schools in Canada, and Career Directions, a publication focusing on careers accessible through routes other than university. They also co-ordinate Canada Career Week, an annual event in every secondary school in Canada. In addition to products, which they manage under contract with external developers, their objective is to be a strategic alliance to develop, market, co-ordinate and build coherence around the myriad of products and tools which are accessible within the career development sector.

- **Canada WorkInfoNet (CANWIN)**

Founded in 1996, WorkInfoNet was created to become a seamless national network of equal partners in all provinces and territories working to build and maintain an integrated national database of organisations, resources and services, easily accessible at no cost throughout Canada. WorkInfoNet is an online directory of work, jobs, career occupational and labour market information, special resources and links to a large number of career, training and work related sites. It is also a partnership between networked teams in every province and territory which have all developed their own websites with their own unique designs, focus and value added features.

- **Sector Councils**

Funded by HRDC, sector councils are formed by groups of stakeholders within an industry who work to address human resource issues within the sector as a whole. The overall goal is to improve labour market quality. Sector Councils are active in apprenticeships, development of career awareness materials, job banks, occupational standards and a range of youth initiatives. They are assuming increasing importance under the government's skills and learning agenda as employers become more actively involved in career and labour market information and more broadly in career development.

Partnerships with the not- for- profit and for- profit sectors

The fourth key role of HRDC in career information is through partnership agreements entered into which are project-specific. Often these are with not- for- profit national bodies such as the Canadian Career Development Foundation (CCDF), the National Life/Work Centre (NLWC), YES Canada B.C. and the Canadian Foundation for Economic Education (CFEE). These partnership/ contribution agreements are frequently for one year and are for specific deliverables. Examples include the multi-pronged Edge and Realm magazine projects that have many components from the magazine to a website, to national youth competitions, to teacher resources and a number of Youth Editorial Boards. The Real Game Series and the Blueprint for Life/Work Designs are further examples.

The mandates of these key national non-profit organisations follow:

The Canadian Career Development Foundation

The Canadian Career Development Foundation (CCDF) is a charitable not-for-profit foundation committed to advancing the understanding and practice of career development. Established in 1979, CCDF actively works on projects that strengthen and support the career development profession as well as improve access for Canadians to quality career services. For two decades, the Foundation has actively supported excellence and innovation in career development.

The Board of CCDF is a volunteer body, comprised of Canadian leaders in the field of career development and individuals with specialised expertise in research, development, human resources, business and counselling theory and practice. CCDF's staff has targeted expertise in policy, research and development, training, labour market research and labour market information, front-line services, theory and community development. A national network of trainers, advocates and regional representatives join the staff of CCDF to advance career development in Canada. An international network of expert associates is able to respond to research and program development needs.

CCDF's projects focus on 6 key strategic areas:

- Professional Leadership to Advance the Field
- Strengthening Service and Building Capacity
- Training and Professional Development
- Innovative Research and Development
- Integration of Labour Market Information
- Current Resources, Information and Consultation

Canadian Foundation for Economic Education (CFEE)

The CFEE was established in 1974 as a nation-wide, non-profit, non-partisan organisation. It works to promote and assist the enhanced economic capability of Canadians — that is, to increase the extent to which Canadians assume their economic roles, and make economic decisions, with competence and confidence. The CFEE is involved in a wide range of activities — resource production, research, curriculum development, seminars, workshops, conferences, and strategic planning/advisory services and is one of the national partners in Career Circuit with responsibility for the Virtual Resource Centre (VRC). It produces resources, both teaching kits and student materials, on the economy, economics, and entrepreneurship in all formats — print, video, and CD-ROM in both official languages. The CFEE also works in collaboration with provincial Ministries and Departments of Education and receives over 90 per cent of its funding from project activity, requiring and assuring its operation as an entrepreneurial non-profit organisation

Canadian Youth Business Foundation/Canadian Youth Foundation (CYBF)

CYBF enables young entrepreneurs to pursue their aspirations of building successful enterprises by providing business assistance not otherwise accessible to them. Founded in 1996 by the CIBC, the Royal Bank, and the Canadian Youth Foundation, the CYBF was initially created in response to high youth unemployment and underemployment. It has evolved into a leading organisation that encourages and supports Canada's high entrepreneurial activity and aspirations. Modelled after the Prince's Youth Business Trust, a foundation that has helped some 35,000 young entrepreneurs in the U.K. since 1986.

Working in close partnership with CYBF, the Canadian Youth Foundation was established in 1986. It has been a leader and instrumental partner in putting the most prominent youth issues and concerns on the Canadian agenda. In 1997, the CYF co-ordinated the development of the Corporate Council on Youth in the Economy in an effort to bring together major Canadian companies to better understand and fulfil their role as instrumental players in creating and sustaining a place for youth in the Canadian economy. As one of the national partners in career Circuit, CYF is responsible for the network of youth serving agencies. The CYF continues to develop and expand in its efforts to meet the diverse needs of Canadian youth.

National Life/Work Centre

The mission of NLWC is to bring world-class life/work development programs to the widest possible audiences at affordable prices through innovative partnerships with prominent public and private sector agencies across Canada and internationally. The objective is to help people of all ages become self-reliant, make informed choices and find satisfying and fulfilling work and lifestyles in today's rapidly changing labour markets.

NLWC is a not-for-profit corporation with its Headquarters at the Memramcook Institute in New Brunswick, and its National Office in Ottawa, Ontario, Canada. NLWC partners with Government of Canada agencies, provincial ministries, corporations, national and regional professional associations, and thousands of users in education and community settings in every Canadian province and territory, in most U.S. states, and abroad. YES Canada B.C. manages the national Realm magazine and webzine project as well a numerous initiatives in B.C.

The Issue of National Career Development Leadership

The national mandate of HRDC, which is now largely career and labour market information, has resulted in considerable investment including core funding for external bodies to develop and sustain information and product development expertise (CCC; WorkInfoNet; CCIP). No similar mechanism exists in Canada to core fund organisations that have the expertise to provide leadership in career development as a whole. As well, excepting CCIP whose members are already full time employees in Departments of Education, comprehensive professional career-development expertise is not the specialisation of the national career and labour market information bodies that are funded. They have other types of expertise, marketing and communications and web management for example.

The non-core funded organisations, in particular CCDF and NLWC, have been playing leadership roles in policy areas, innovative practice and in articulating future strategic directions to strengthen the profession for many years. For example, CCDF co-authored with the CLFBD, a publication entitled *Career Development: an Emerging National Strategy*, and has worked with the OECD and the ILO on initiatives to advance career development understanding and practice internationally. It has also managed two International Symposia on Career Development and Public Policy and has been a key contributor to the Standards and Guidelines for Career Development Practitioners initiative. The NLWC is a leader in creative strategies to integrate products into services on a national basis and has been a key contributor to the evolution of the enhanced Canadian version of the Blueprint for LifeWork Designs and the developer of the Real Game series, now adopted in many countries. Neither CYF nor CFEE claim to have career development professional expertise but are key contributors to elements within career development.

These organisations are partly HRDC funded but on a project basis and not core funded. This is a deficit that should be addressed, perhaps through the establishment of a strategic alliance, centre of excellence or sector council of national organisations involved in career development and in career and LMI.

The vast majority of leadership activities that are needed in career development do not lend themselves to contribution agreements with concrete deliverables attached to these agreements. Much leadership activity occurs in volunteer capacities working with teams of colleagues, contributing on task forces, making presentations at forums and writing critical think pieces for consideration by the community.

Attention is drawn to the absence of any mechanism to support career development leadership activities on a broad basis. Some mechanism is needed to provide support for these activities, through the existing organisations or through the creation of a leadership body.

Under the National Standards and Guidelines initiative there is a plan to do a focused study on the full career development sector, scoping issues related to training quality and access and human resource issues important to the sector. This presents a timely opportunity to address leadership issues by seeking the views of the career development community at large on what structure is needed and would be professionally supported. Without some national leadership on key issues vital to the sector, there will continue to be fragmentation and 'leadership in pockets'. This has been a consistent recommendation in many reports over recent years including *Career Development: An Emerging National Strategy* and the *Survey on Career and Employment Counselling in Canada*. Work is now needed to put recommendations from these reports into action.

Quality leadership is evident in the information component. It needs to be balanced and accompanied by leadership in Career Development Programs, Services and Delivery. Consideration for establishing a Career Development Task Force to articulate a leadership vision could be a significant and helpful first step. If Canada is to succeed in implementing lifelong learning and sustain a workforce that is productive and motivated to learn throughout their lives, career development must form a key variable in the overall equation.

The Special Case of the Counselling Foundation of Canada (CFC)

The CFC is in a separate category as it is an endowed foundation that funds innovative research and programs. It partners with HRDC in funding and organising NATCON, the largest career development conference in Canada that is held annually. It does not work in other project specific partnership agreements with HRDC but provides leadership through funding innovative programs. The CFC funds ContactPoint, a website dedicated to the professional development of career development practitioners.

The CFC, a family foundation funded by Frank G. Lawson and his estate was incorporated in Ontario in 1959. The Foundation was formed to create and enrich counselling programs and improve the technical skills of counsellors. The object of the Foundation is to engage in charitable and educational activities for the benefit of people; thus enabling them to improve their lifestyles and make a more effective contribution to their communities.

The Foundation is interested in innovative programs that promote the healthy development of individuals of all ages. The primary focus is on counselling for career development and on programs that contribute to healthy child development. The order of priority for grants is (1) Toronto, (2) Ontario, and (3) Canada.

The CFC supports the Contact Point website and recently funded the publication, *A Coming of Age: Counselling Canadians for Work in the Twentieth Century*.

In addition to HRDC, provincial departments are also strong producers of provincial career and labour market information, some of which is specific to the province but much is also generic. Alberta and Quebec have national reputations for excellence and innovation in career development and information products. Many of their materials are distributed and in use nationally.

9.2 What form does career information typically take?

There is no typical form for career and labour market information. Information online and/or on CD-ROM is exploding in Canada as in most OECD countries. Job Futures for example will no longer be published in hard copy but will be web-based only, beginning in 2002. The ease of access as well as the ease of updating information are seen as huge advantages to web-based products. There is also evidence from a study conducted on career needs of Canadians that Internet and CD-ROM are increasingly the format of choice among both practitioners and end users. Canada at the federal level and also many provinces introduce highly imaginative and multiple formats for career and labour market information. Some examples follow.

- The Canadian Tourism Human Resource Council facilitates the delivery of a national tourism career awareness program. They enlist tourism industry volunteers to deliver career information presentations and participate in local career fairs. Tourism information is available in brochures, information sheets, promotional postcards, a video, a CD-ROM and two comprehensive resource guides, a Career Planning Guide and a Student's Travel Map.
- *The Edge* magazine is a youth driven, youth researched and written magazine that goes into every secondary school in Canada. It is "edgy" and at least in part because it is a youth voice, it is welcomed and actually read by adolescents. A Parent perpetual calendar with career development tips for dinner conversations between parents and teens supplemented one edition of *The Edge*. Each month featured a youth artist who competed in the "Art on *The Edge*" contest. Facilitator Guides for "Edge-ucators" intended for not only guidance counsellors and teachers but also active community leaders working with youth in any sector were included.
- Users reference Job Futures often with its Pocket Guide containing frequently asked questions.

The CCC commissioned a study in 1999 on the career information needs of Canadians. While the data indicated a clear and obvious movement toward electronic format information, it also reported that the researchers repeatedly heard about the need for help on how to use the Internet effectively. There was also significant interest in the newspaper as an effective but underused medium. News bulletins, or information sheets on timely subjects which could be published by newspapers across the country were recommended. There was also a suggestion for the creation of a national hotline for practitioners to help them access and use career information well. HRDC and Industry Canada do provide funding for daily career, learning and labour market news that appears each day on CanLearn and WorkInfoNet.

9.3 Typically, which client groups is it aimed at?

The primary targets for career information as pointed out in the FLMM Report referenced earlier have been identified as youth, the unemployed and intermediaries (service providers). The focus of the information content also is targeted and emphasizes job and work search for the unemployed and career decision making with often an emphasis on university choices for youth.

In the study referred to earlier, respondents identified other groups who might not be well served by current resources. These groups are:

- People with disabilities;
- Aboriginal Peoples (it is noteworthy that in one Canadian province (Saskatchewan), it is estimated that by 2020 the dominant population entering the workforce will be Aboriginal);
- Women;
- Immigrants;
- Parents;
- Older workers;

- In-school youth planning to go directly from school to work; and,
- Poor youth.

The study makes the point that the issue is not so much a lack of good, basic career information but that the existing information does not reflect the reality and experiences of the people who would like to use it. To be relevant, the information must better represent the world and world views of the end users.

The experience of the Province of Ontario which does not have an LMDA agreement and still delivers services in a federal /provincial partnership also demonstrates the influence of the end users themselves in influencing more targeted specific labour market information.

In Ontario over the last several years, a number of publicly funded non-profits have entered the market through the establishment of ONWIN/IWIN and a number of community websites. Currently many of these are fed by data produced by local and regional HRDC offices. The Province of Ontario is also beginning to develop a local LMI databank through a contract with third party suppliers. Private websites such as *Workopolis*, although focused on job vacancies, are also starting to include more supporting career and labour market information, although not yet of a focused local nature.

Demand for local LMI is strongest from the HRCC EI clients, clients of Employment Resource Centres, the career development and educational communities, with the latter increasing of late due to the implementation of new Grade 10 guidance curriculum across the province. Some demand for local information comes from program planners, economic development agencies and site selectors looking at plant investment locations. Internet information tends to be accessed by a wider clientele including job changers and potential immigrants to Canada.

9.4 What methods are used to gather it?

Canada's labour market information collection systems are among the best in the world, representing an elaborate network of federal/provincial/territorial information experts, methodologists, statisticians, economists, and researchers, to name but a few key players. Currently, Statistics Canada collects the lion-share of information through such vehicles as the Census, the monthly Labour Force Survey and other specially-designed surveys (e.g. National Graduate Survey, Survey of Labour Income Dynamics, Workplace and Employer Survey), all at various frequencies. HRDC administrative data on claimants and job vacancies and qualitative information are also used in developing local LMI that provides insights into good and limited employment prospects.

Current labour market information systems are being transformed by new demands. The systems are required to respond to user needs that are greater in both number and complexity. For example, prime data sets are largely industry- or occupation-based rather than focused on skills content and composition. While occupations are often used as a proxy for skills, research has shown that this linkage is weak. The distinction between skills and occupations is important: while a skills-based approach uses as its point of reference the ability to perform a task, an occupation-based approach focuses on a particular job label or type of work requiring a given set of skills. Targeting resources is recommended to develop basic skill information such as:

- The level and distribution of skill-sets;
- The incidence and intensity of investment in skills development and learning by individuals and firms;
- The factors that influence skills and learning investments;
- The implications of these investments on labour market transitions and outcomes;
- The barriers to skills and learning activities; and,
- The degree of skills utilisation/obsolescence in the workplace.

Datasets have traditionally captured the transitions from school to work or from unemployment to employment. However, the evolving economy means that other transitions (e.g. work to school, job to job, work to personal activity, work to retirement) are playing an increasing role in labour market dynamics. All jurisdictions identify that being able to monitor and analyse the level and impact of these various transitions will require the availability of timely and more frequent data and information on patterns of employment, unemployment, skills investment, mobility, retirement, and lifecycle trajectories. Additionally, knowledge of ‘what works’ will be important to determine where policy interventions should be focused and under what conditions they are most effective. This is particularly important to better understand the experiences and circumstances of Canadians with lower education levels, limited skill sets and weaker labour market attachment. Many provinces need to have this information for both immigrants and Aboriginal Peoples in order to improve their capacity to diagnose gaps and monitor/research outcomes among these special groups.

Investments to co-ordinate the development, collection, and exchange of key data sets among stakeholders in Canada’s current labour market information system are needed in order to support efficient, cost-effective data gathering initiatives and facilitate future identification of major information gaps.

With respect to more learning and process oriented career development information products such as Career Directions and *The Edge* (and there are many more), information about both user needs and user assessment of resources are done through traditional research instruments such as focus groups, follow-up surveys and increasingly impact studies. The Blueprint for Lifework designs is currently undergoing a series of impact assessment studies to determine the degree to which the Blueprint is influencing curriculum, programs and services.

Actual end-user studies such as the one on User Needs have been infrequent in Canada but increasingly more attention is being paid to them. A recent review of the literature to find out what use end-users are actually making of labour market and career information was recently completed at the Université de Sherbrooke. Some of its findings are sobering and challenging. The study suggests, for example, that people tend to look for information only when they need it and that this tends to be at the last minute. It also suggests that they take the quickest and easiest information source they can find. It is clear that more focused applied research to provide insights into how people actually use and learn from information is needed to guide development in this area. The Applied Research Branch at HRDC recently proposed an innovative research agenda that begins to scope out key questions in these areas to be examined over the coming year.

9.5 Please describe the steps that are taken to ensure that it is accurate and timely.

The movement to establish Career and LMI Standards was initiated by the now defunct CLFDB several years ago. The work completed by the working groups was fortunately not lost and was taken up again by the LMI Working Group of the FLMM. In 1999, they committed to producing three sets of standards/guidelines for labour market information. These include: 1) Labour Market Information Data Development; 2) Career and Labour Market Information Products; and 3) Career and Labour Market Service Delivery.

Standards Framework Defined

A preliminary “Standards Framework” for the development, distribution, and use of quality labour market information (LMI) is currently under consideration. It consists of a proposed set of voluntary standards as well as suggested guidelines for implementation. The framework recommends addressing three key elements to improve the quality of LMI products, services and systems.

- Generic standards and compliance measures pertinent to all LMI products and services irrespective of the format, – print, electronic, etc.;
- Product standards that pertain specifically to Internet delivery; and,

- Additional standards and compliance measures that apply to specific information products and services;

As this work remains preliminary, LMI product producers have yet to adopt any Canada-wide standards. However, the inroads being made do serve as a demonstration of commitment to quality and experience among LMI practitioners, and willingness to support increased quality control in this area. In HRDC, the Human Resource Partnerships Directorate has national funding criteria for partnership and product development. The CCIP has similar criteria.

9.6 Please describe the steps that are taken to ensure that it is user-friendly and oriented to user-needs.

The traditional applied research approaches such as surveys and focus groups are used to assess the user-friendliness, usability and degree to which a product meets user needs. Stakeholder Steering Committees are an increasingly used approach as well. *The Edge*, for example, has an Employer Steering Committee and a Youth Editorial Board, both of which provide feedback on criteria such as user need and user friendly among others. The CCC assigns a Steering Committee/Reference Group to each of the products it funds and the developer is required to be in regular communication with the reference group throughout development.

An area of ongoing weakness is that supply factors and not demand have mainly driven career and labour market information production. Very little research has actually been done on what the real needs of users are and the extent to which they actually are able to make effective use of the information available to them. This is true in all delivery methods but extremely so in the case of Internet resources. The audience is rarely captive – it is an in and out audience and so they are not captive long enough to study the degree to which they are able to do anything practical with what they found on the Internet. This investigation needs to be pursued as Canada has and continues to invest very significant amounts of research and development dollars into web-based services in the belief that they are meeting actual needs. It is not actually known if they are achieving this.

The CCC commissioned-study of User Needs was among the first and is very welcomed. An additional current example is the New Brunswick effort to build a “User Needs Identification System”. This is a front-end application that guides a user’s career search through a series of questions or points that can lead them toward a more targeted search for their immediate and mid-term needs. It is being specifically designed for people who are in transition, who are able to be self-directed in that they tend to know at least to some extent the questions they need to research before they are able to make progress on their own. HRDC has started to conduct regular needs assessments surveys with its different types of clientele and will use the results to adjust local LMI products.

9.7 How is it typically distributed?

Three different distribution examples are highlighted:

- Distribution of Information in support of Service Delivery;
- Neutral Distribution of Information (up to jurisdictions how/if it will be used); and,
- Strategic multi-year approach with selected national products.

Distribution of Information in Support of Service Delivery

The province of Ontario, as noted earlier, delivers career and employment services in partnership with HRDC. The Ontario LMI Service spans three service delivery sectors with over 30 Labour Market Information Analysts (LMIAAs) as well as two Regional Headquarters units. At Regional Office, Economic Analysis and Information provides direct delivery of Ontario Job Futures analysis as well as advice about social and labour market trends and conditions. This includes information on employment trends, job prospects, industry trends, evaluation, and analysis of relevant socio-economic issues and local labour

markets across Ontario. The unit works closely with its provincial counterparts through the Forum of Labour Market Ministers LMI working group and the Canadian Occupational Projection System program. The group has a small field economist network that specialises in local analysis and functional guidance for Labour Market Information Analysts in the local office. The group distributes its information through the Regional website, hard copy publications and external presentations.

At the local level there is a minimum of one staff analyst in each major HRCC. There is a high level of asymmetry with products and their development, with some LMIA's also serving as local webmasters. The major functional areas for local LMIA's are analysis, presentations, advising and marketing with the focus on the development of national common products such as Labour Market Reviews, Occupational Profiles, Employer lists etc. The main distribution mechanisms are local websites and the national LMI website.

HRDC-supported Employment Resource Centres (ERCs) provide facilities and services for people who are seeking information about career decision making, skill enhancement and work search. They utilise the LMI materials just described but also a wide range of other externally purchased materials. Their services include:

- Self-help tools;
- User-friendly equipment;
- Materials and resources for researching employers and preparing resumés and covering letters;
- Information about occupations, industries and training institutions;
- Information sessions and workshops;
- Client needs assessment and evaluation;
- Immediate response to evolving client needs and labour market trends; and,
- Strategic locations in or near Human Resource Centres of Canada (HRCC) and various community locations

The Possibilities Project Website in Toronto is a good example of delivery of local LMI within a service context.

In 1997, Community Information Toronto and Human Resources Development Canada imagined the possibility of providing Toronto residents with online access to employment, education and training information. Out of this idea came the Possibilities Project. Today, the Possibilities Project website is known as an important source of news and information for Toronto job seekers and employment professionals. The website offers job seekers and employment professionals a simple and thorough way to find needed information - the address of an Employment Resource Centre, a career profile or links to job boards. As a *findhelpToronto* portal partner, the Possibilities Project can deliver comprehensive, up-to-date information directly from the *findhelpToronto* database, a service of Community Information Toronto, publishers of the Blue Book of local community services.

A second and quite different example is the Career Circuit initiative, a national initiative geared to strengthening capacity within the youth Services sector. This initiative was described in Section 2. Career Circuit is a response to the need among not-for-profit community-based agencies to improve their career information resource base. In fact, not-for-profit groups provide a large proportion of information and career services for out-of-school youth and young adults. Traditionally, they have been under-resourced with limited access to resources, structures and supports. In a 1999 Career Circuit survey of over 500 such agencies, 69% of practitioners reported gaps in their career services for youth. They reported that these gaps were a result of:

- Lack of financial resources (41%);
- Lack of material resources (24%); and,

- Lack of access to professional development (25%).

It is important to note as well that 99% of practitioners reported having computer access in their homes and only 67% in their offices.

In an effort to respond to the need for increased and affordable (or free) resources, one of the key products of Career Circuit is the Virtual Resource Centre (VRC). This is a searchable database of hundreds of targeted resources (www.vrcdatabase.com), available in CD-ROM and/or on-line. Resources (PDF format) are organised by theme, media and youth questions answered. It is available free-of-charge to members of the Career Circuit network.

With respect to LMI, 84% reported a need for more current information on labour market trends, where the jobs are and who is being hired. Career resources and information are very well covered in the VRC. However, it does not provide current LMI. Additionally, when asked what were the most important actions to help overcome barriers to providing youth with quality services, staff training was rated highest (72%) followed by information/tools for working with youth (68%). This percentage may appear at first inconsistent but when the narrative is studied, the tools sought point to more complex themes than are usually available in existing tools. For example, the following needs were identified:

- Not more products, but ways to connect with colleagues and other stakeholders to share best practices, problem-solve common issues, build a network of appropriate referral sources, develop a working local network;
- Build partnership with employers so that youth get “first chances” and “real” work experience as well as with education so that career is more infused into curriculum;
- Strategies to build effective job shadowing and mentorship programs and entrepreneurship programs for more than the elite; and,
- Profile/assessment tools, especially given that a significant percentage of clients served are more “at-risk”.

This list raises the issue of whether career and LMI tools and resources being developed and distributed are needed at a higher level of complexity than is currently the case.

Neutral Distribution of Information (Jurisdictions determine how/if information will be used)

Canada produces very large numbers of products and tools in the career development field. The problem is not in production but in implementation of products and tools. The schools have been quite consistent in their message of recent years that they do not need “more stuff”. They need to know how to make best use of what they already have. This is a different message from the Youth Serving agencies that are also saying key components are missing for them. Developing effective distribution and implementation support strategies is very challenging, given especially the vastness of Canada and the many jurisdictions with career development mandates.

The CCC undertook in 2001, a beginning and important study to ask the several jurisdictions their preferred methods of receiving information and sought their views on “what works”. While the conclusions of the study remain very general and on first read, obvious, it is an important start and suggests that even obvious common sense strategies have not been widely adopted. The recommendations did state that if a product is for the schools, it must be curriculum relevant; if community, it must talk markets. One very promising outcome from the study has been the development by CCIP of a matrix to identify how to work with departments of education to integrate products into curriculum. Interesting also is a suggestion to change terminology from “distribution” to “delivery”. This suggests some movement toward a more intelligent, planned and strategic approach to get the resources actually used into practice.

A significant development highly relevant to the concept of “delivery” is a human resource strategy adopted by both the Career Circuit and Edge projects. They have contractual agreements with “Field Liaison Officers” (FLOs) in each province and territory. These individuals have been selected partly on the basis of career development expertise, but principally on their experience and skills in community development and mobilising resources at community levels. While very small in numbers, their impact is being recognised as significant. They provide follow-up on new initiatives introduced in both schools and community agencies, perform a liaison and mobilising function, provide technical and professional support, and build and sustain service networks. In some considerable measure, the impressive impact of both these initiatives and the degree to which their products are increasingly used and demanded is due to the professional role-played by the FLO.

Strategic Multi-year Approach with Select National Products

The approach adopted by the National Life/Work Centre with both the Real Game Series and the Blueprint for LifeWork Designs merits attention. They have adopted a systematic approach that included CCIP members and other key stakeholders from the conceptual idea stage right through to the impact assessment. The principal is that the projects will only go forward if the full committee is part of and endorses each step and the results of each step in the process. In this way, ownership and determination to actually implement is built into the development process throughout. The approach has proven very effective as awareness of both of these products is very high and usage is consistently increasing.

It is a very lengthy and expensive process of development which can be duplicated with a select number of products as it is highly resource intensive and relies on a significant volunteer effort. However, for those projects that have true national potential for impact, it is a very effective set of procedures.

9.8 What role does the private sector (both for-profit and not-for profit) sector play in providing career information?

The for-profit sector participates more in development of career information and in publishing resource materials than in other domains of career development services. Private sector provides many of the leading products available on the Internet. Examples are:

- Bridges for Choices: <http://careerware.com/>
- Jobboom: <http://www.jobboom.com/editions/nouveautes/nouveautes.html>
- Repère from la Société GRICS: <http://www.grics.qc.ca/fr/prodserv/produits/reperes/stm>
- Éditions Septembre: <http://www.septembre.com/>

Elsewhere, both government and the private sector fund the Canadian Policy Research Network (CPRN). It has a Work Division that conducts applied research on themes directly related to career and workforce development. In addition, a number of academics at Canadian universities frequently work under contract to provide a range of services and products.

The LifeRole Development Group located in Alberta is a long-established private sector career development firm, staffed by a small number of principals but networked to a significant number of other resources persons in the field. This group has been moving into private sector work in business and industry in recent years. While dominantly a provincial firm, it also has a national reputation and works on a number of strategic national projects such as authoring the Canadian Blueprint and also Circuit Coach, the training component of Career Circuit.

Canada was among the first countries to have a career column in newspapers (in the 70's). The focus of newspapers tends to be regional but many columns are visible today. Bruce Little (Globe and Mail) includes a lot of labour market data as part of his column. There are many other featured career writers

appearing regularly. There are many “popular” books available commercially in Canada on career themes and many for-profit authors.

The private sector in career development is not well mapped in Canada but there is considerable openness in governments to the private sector playing an increasingly important role.

The not-for-profit sector plays a significant role through partnership/contribution agreements with HRDC.

The CCDF operates a Career Clearinghouse, which is both a publishing service as well as a professional advice and support service. The Clearinghouse targets specifically the resource needs of career development practitioners. Part of the Clearinghouse role is to provide advice on selection and adaptation of resources to meet specific practitioner needs. The NLWC operates a warehouse and distribution centre for the Career Clearinghouse and other resources.

There are a relatively small number of national organisations active in career development broadly and career information specifically. As noted earlier, these organisations by and large survive through a combination of sources of revenue, principally through HRDC contribution agreements which are project and product specific. There can, therefore, be a competition for scarce resources mentality among these organisations. Part of the HRDC response has been to find ways for the organisations to work collaboratively on projects. To a considerable extent this has been a constructive direction and has resulted in each organisation defining its actual areas of expertise and trying to draw on different expertise for each major project. The partnerships create frequent challenges and add a level of management complexity. Sometimes the basis for a partnership is also not necessarily clear and it can be a forced fit. Overall it is working reasonably well.

Skills Canada is a national, not-for-profit organisation which works with employers, educators, labour groups and government to reposition trade and technical careers as a first choice career option for Canadian youth. Their mandate is to expose students to professional opportunities in the skilled trade and technology fields. They organise national competitions each year in Canada and at the international level every two years to showcase innovation and talent and bring Canadian youth into the competitive spotlight. They aim to make skilled trades more visible for teachers, students, parents and the general public.

9.9 Have governments tried to increase the role of the private sector in providing career information?

The current HRDC emphasis on Sector Council provision of sector specific information to education institutions, at both secondary and post-secondary levels, is a direct effort to increase the role business and industry in career information provision. Other private sector initiatives are welcomed but not proactively pursued or funded.

As noted earlier, the quasi private/government model of establishing arms-length organisations with core funding is currently popular. So too is the expectation of earning additional revenue to offset maintenance costs over time (Canada WorkInfoNet; CCC).

9.10 Please describe the ways in which labour market data is typically included in career information.

See sections 9.1, 9.2 and 9.7 where this theme is covered.

10. Financing

Responsibility for labour market matters is split among three levels of government: federal, provincial/territorial and municipal. The Government of Canada's mandate for labour market programs and services is also not the same across the provinces/territories. Whether the lead federal department in the labour market area, HRDC, may deliver programs and services directly to the public, co-deliver with provincial/territorial agencies, or not deliver but perhaps fund the activities, varies across the country. HRDC develops career information materials and delivers some labour market programming for youth under the federal Youth Employment Strategy. Through its learning initiatives, HRDC plays a major role in addressing literacy issues, essential skill development, and employability skills development.

Career development services are not categorised as a separate entity by any of the three levels of government in Canada. Thus, cost and expenditure data for these services, whose definition varies from one level of government to the next, are subsumed under broader program and service categories. At the Government of Canada level, the public record that contains information relevant to career development services consists of HRDC Main Estimates (produced each year for the following fiscal year) and budget documents produced by the Department of Finance.

10.1 What method(s) do governments use to fund information, guidance and counselling services?

Career development services are provided to youth within the school systems of the provinces/territories and by post-secondary education institutions. Youth, after school-leaving age, may also access services outside of the educational system that are provided by provinces/territories or the Government of Canada. Some of the provinces/territories, some municipalities, and the Government of Canada provide career development services for adults.

a) In Education

Education remains an area of provincial responsibility. Involvement by the Government of Canada occurs only in the area of post-secondary education and is governed through the Canada Health and Social Transfer (CHST). For 2002-2003, federal expenditures under the CHST are pegged at \$19.1 billion. However, there is no explicit provision for career development services under current funding arrangements.

b) Outside of Education

With the advent of LMDAs, the Government of Canada devolved responsibility for the delivery of labour market programs and services to provinces and territories. The funds to support these activities are also transferred each year to those jurisdictions. In the fiscal year 2001-2002, the amount of this transfer totalled \$893 million.

HRDC co-manages the delivery of labour market programs and services (which include career development services) with four provinces. The federal expenditures under the LMDAs covering co-management are not captured separately from the costs of direct delivery by HRDC in the one province where that occurs, Ontario. Fiscal year 2001-2002 expenditures under Part II of the EI Act (Employment Benefit and Support Measures – EBSM) are estimated to be \$2,151.8 million. This amount includes the \$893 million transferred to five provinces. It should be noted that in the five provinces that receive the LMDA transfer payments, HRDC still delivers out of additional funds labour market information services.

HRDC has approximately 4,000 employees involved in the delivery of Part II programs and services. The largest proportion of these staff are program officers who plan, develop, or manage delivery of EBSM activities through contracts (called contribution agreements) with a very large number of not-for-profit community groups, and a much smaller number of for-profit organisations. Fewer than 500 staff directly delivers services as “employment counsellors” or “service needs determination officers”.

In addition to funds expended under Part II of the EI Act, HRDC also spends more than \$120 million each year of general government revenues for labour market initiatives aimed at assisting Aboriginal Peoples. Aboriginal groups manage the lion's share of this money under bilateral agreements with HRDC.

Elsewhere, youth have access to services offered by the province/territory through the use of education funds. They may also access services provided by a network of centres operated by non-government organisations under agreements with HRDC. Government of Canada expenditures for the Youth Employment Strategy, which supports these operations, is estimated to be some \$270 million in fiscal year 2001-2002.

10.2 Are individuals required to meet some of the costs of government information, guidance and counselling services? If so, what sorts of clients are asked to pay, and what is the typical level of fees charged?

All of the services provided by HRDC, the provinces/territories, and the organisations contracted by these governments are available at no cost to the client. Where municipalities provide career development services, social services departments normally cover the costs.

Under the EBSM clients can also receive support for training, gain work experience in a targeted wage subsidy program, receive assistance in becoming self-employed, or engage in a job creation program. HRDC expects to spend some \$800 million for just the Skills Development (SD) program of the EBSM in 2001-2001. In the SD program, clients undertake training that is supported by HRDC through the payment of tuition fees, allowances for books, transportation and child care, and perhaps a living allowance if the client is not in receipt of EI benefits. However, clients are expected to cover a portion of the costs for the training. The client's share of the tuition fees can be up to 50%. The portion paid by the client is determined based on the client's financial situation. Clients are normally able to get additional funds to help cover their share through federal or provincial grants and student loans.

10.3 Please describe what cost and expenditure data is available to government and stakeholders – for example, on the relative costs of different delivery methods, or the cost of achieving particular outcomes, or the costs of providing services to particular clients – when making policies for information, guidance and counselling services. Describe the ways in which this information is used, providing specific examples if possible.

Canada has few measures, and little research information that can be used in public policy development relating the costs and benefits of the various kinds of career development services. Job Finding Clubs (JFC) is one of a few types of service where costs and benefits have been studied. The value of the early (1979) Job Clubs in the United States was quickly demonstrated through controlled studies that captured all program costs and measured benefits in terms of job placement. Costs and benefits of JFCs have been demonstrated repeatedly over the years. Recent studies were done in British Columbia and Quebec. This is an area where career development researchers, practitioners and policy makers can collaborate closely to demonstrate the value of career development services.

However, a series of "social experiments" were done in the Atlantic provinces beginning in the early 1990s on the benefits of active employment measures such as wage top-ups for social assistance recipients. In these studies, it was shown that the use of wage top-ups do help the working poor get and remain off income support, and finally establish a permanent attachment to the labour force. HRDC has similarly been measuring the dollar value of "unpaid benefits" that result after EBSM assistance from an earlier return to work than would otherwise likely be the case. For 2001-2002, HRDC has estimated that the benefits saved through the EBSM are in the order of \$764 million.

In the early 1990s HRDC also published a compendium of findings that summarised the results of several studies of "Unemployment Insurance Developmental Uses Programs". HRDC used the information from this compendium, as well as data on the success of Job Finding Clubs and return on investment (savings to

EI account) from the EBSM in general, to support allocations under Part II of the EI Act. Over the past five years, the proportion of EI funds allotted to EBSM has averaged 21% each year.

10.4 Please provide the best available estimates of the cost (most recent year) to governments of providing information, guidance and counselling services.

The best information available that addresses this question was provided in response to items 10.1 and 10.2.

10.5 Please provide an indication of the statutory salaries of information, guidance and counselling service workers.

Career development services professionals work in four main settings:

- Federal/provincial/territorial government points of delivery;
- Schools, universities and colleges;
- For-profit companies that deliver services under contract to governments; and,
- Not-for-profit organisations that deliver services with funding provided by one or more government bodies.

The Treasury Board of Canada sets baseline salaries for federal employees within the first group, of whom many work in the Program Management (PM) category. In HRDC, most employment counsellors function at the PM-2 or PM-3 level. Counselling supervisors are usually at the PM-4 level. Service Needs Determination Officers (SNDOs) are at the PM-1 level. While no specific types or levels of qualifications are mandatory in the PM group, the majority of employment counsellors and counselling supervisors in HRDC have at least a Bachelor degree. Some have a Masters degree, combined with a specialisation in counselling. Perhaps 30% of SNDOs have a degree.

The salary ranges of federal employees—in accordance to recent Treasury Board revisions—are shown in table 10.1.

**Table 10.1 Federal Public Service Pay Scale for Specific PM Levels
(Annual Salary in \$ Canadian)**

| Level | Less than 1 year | 1-2 years | 2-3 years | 3-4 years | 4 or more years |
|-------|------------------|-----------|-----------|-----------|-----------------|
| PM-1 | 32,940 | 34,358 | 35,775 | 37,191 | 38,605 |
| PM-3 | 47,015 | 48,802 | 50,657 | | |
| PM-4 | 51,358 | 53,309 | 55,495 | | |

Government of Canada employees also receive benefits that total another 25% of salary.

Career development specialists in the schools have at least a Bachelor degree and a teaching license. Perhaps more than 60% have a Masters degree with a concentration in some aspect of counselling. They are paid on provincial/territorial teachers’ pay scales. The typical range is from \$35,000 per year at the entry level up to \$75,000 per year, depending on the province/territory. Salary progresses with each year of service as well as through increased academic qualifications. Teachers usually top out, in terms of increases for experience, after 6 years.

Career development specialists in universities almost always have a Master's degree. They earn on average anywhere from \$40,000 up to \$80,000 per year. They are not usually paid on a provincial/territorial pay scale.

Only a very rough estimate can be made of the salary levels for private-sector, career-development practitioners. For projects that are funded by HRDC, salaries are about 10% less than those of PM-1s, PM-3s and PM-4s, depending on the specific job requirements. However, only mandatory employment related expenses (MERCs) are paid to the staff (for example, the employer's share of Canada Pension Plan premiums). These amount to an additional 12% of salary, compared to the 25% premium government employees receive.

11. Assuring Quality

11.1 Please describe the steps that governments take to assure quality of information, guidance and counselling services.

11.2 Do standards exist for the delivery of information, guidance and counselling services? How and by whom were these developed? What status do they have? Do they differ between providers?

HRDC has the product and partnership criteria followed by the Human Resources Partnerships directorate. With respect to information, the current three-year plan of the FLMM includes a core objective to support development and implementation of standards and guidelines that contribute to improved data and information, and their distribution and use. For specific guidelines on timely and accurate information, see Section 9.5. There are also specific guidelines on delivery. These guidelines cover:

- Service Delivery Environment;
- Funding;
- Career and Labour Market Delivery methods;
- Staffing; and,
- Marketing and Communications.

The Guidelines provide specific directions on How to Comply with the guidelines, Suggested Measures of Success and Evaluation Measures. Within the three-year plan, actual completion dates have been established to "operationalise" the guidelines working in partnership with WorkInfoNet.

The Guidelines are completely voluntary and still at the very early stages of implementation. Notwithstanding, this development is indeed positive, and provides a very important first-step toward formulating a foundation for quality assurance in future.

The Canadian School Boards Association (CSBA) is the national voice of school boards composed of nine provincial associations representing over 400 school boards. At their 2001 Annual General Meeting, they called for a discussion paper on school board accountability to inform the public debate and to move towards developing an accountability framework. This paper is currently under discussion. Among its broad based goals for elementary-secondary education in Canada are three key goals: Intellectual Development; Personal and Social Development; and Career Development. They have further outlined a framework of Accountability Measures including Student, Teacher and School Board measures as well as recommending reporting mechanisms for disseminating results. This is a promising development.

With reference to guidance, the New Brunswick Department of Education provides an example of a comprehensive guidance program framework from grades 9-12. Each grade level has a specific series of learning objectives, some of which are to be achieved through delivery of guidance individually as well as in classroom curriculum as a specialised subject area. Other learning objectives are infused in other core

courses, especially the first language of the curriculum (English or French). Specific resources are cited in which the objectives are covered. Measurement indicators are outlined for every objective. This is a result of several years of effort by guidance professionals at both the provincial and district levels. Particular attention has been given to in-service professional training for Guidance Counsellors to deliver classroom sessions using dynamic and experiential methodologies and initial efforts are underway to extend this training to classroom teachers who are infusing career development/guidance themes into other subject areas.

The province of Quebec's "École Orientante" is another exemplary example.

The Blueprint for LifeWork Designs is in the implementation stage. Impact assessment studies are currently underway to determine the effectiveness of the Blueprint. A training program has been piloted extensively and training will be made available across Canada.

While the Blueprint does not focus on delivery per se, it has features that have strong influences on delivery. The Blueprint:

- Maps out life/work competencies across the lifespan; and
- Provides a common language for the outcomes of career development initiatives.

It is hoped that such a common language will help Canadians identify what they need and therefore be able to be smart "consumers" of information and services. It is also hoped that this will result in increased service consistency.

Again the Blueprint is voluntary and it remains to be seen the extent to which it will be adopted, especially beyond the education system. Notwithstanding, it forms an important foundation for building and strengthening quality assurance.

Employment Assistance Services (EAS) are delivered through HRDC's Human Resources Career Centres (HRCCs) and/or by third party providers in those provinces without LMDA agreements. EAS includes a range of employment measures and services that help clients prepare for, find, get and keep jobs. EAS is intended to be flexible in that the particular set of services to be provided is determined at the local level based on the specific needs of individual client groups and local communities.

EAS are expected to meet a number of performance standards and performance is monitored. The standards include:

- Overall qualification of providers (track record; qualifications);
- Accessibility (hours; physical access; user-friendly information);
- Timelines (waiting periods);
- Reliability of service (consistent service content; accurate and confidential record keeping); and,
- Responsiveness (courtesy of staff; clarity of communication; meeting expectation of clients).

The expectation is that contracts are not renewed if standards are not met and maintained.

There is an additional promising initiative underway to use the Standards and Guidelines for Career Development Practitioners as a baseline from which to identify standards of service delivery that will provide evidence that the competency sets are being demonstrated. This is a variation of the Australia Quality Assurance model and is being tested with their support by the Career Circuit initiative. Community forums are underway across Canada to try out the process. There will unlikely be one set of standards for delivery given the diversity of Youth Serving Agencies across the country. This important contribution of this initiative is to begin the process of learning how to bridge various quality assurance frameworks to establish appropriate standards for delivery within different delivery settings.

11.3 Do standards exist for the competencies required by information, guidance and counselling staff? If so, how and by whom were these developed? What status do they have? Do they differ between providers?

11.4 Are there formal requirements, for example expressed in regulations or legislation, for the education and training qualifications required by information, guidance and counselling staff?

See Sections 6.1; 6.2; 6.3 and 6.4 for detailed descriptions of qualifications of service providers, the Standards and Guidelines for Career Development Practitioner initiative (S & G's) as well as the legislated standards for OCCOPPQ.

With reference specifically to information, it is to be noted that within the S & G's, there is a specialised area in Information and Resource Management in which the specialised competencies for this function are delineated. The FLMM LMI Working Group has used these as a base and tailored and enhanced them to create a work description for a Career and Labour Market Information Specialist.

The important missing piece to support quality assurance is explicit training to acquire these specialised competencies. This has been traditionally one of the weakest areas in professional preparation programs. Even the Career Information Specialist function within university Career Services is not supported by professional preparation and individuals with this specialisation have managed to learn it outside formal programs. This is an area that requires critical attention. As outlined in Section 6, professional training programs are increasing in numbers and it is anticipated that, over time, these programs will be articulated against the S & G's. In doing so, the potential exists for improved consistency and a higher competency level in this and many other functions.

With respect to Guidance Counsellors in the educational system outside of Quebec, educational standards for teaching and academic qualifications, at the Master's of Education level, are often highly recommended. However, there is no standard set or number of professional preparation courses specifically required in the field of Career Development and or Career Counselling in order to qualify as a Guidance Counsellor. In some Masters programs, the number of courses specific to career development may be as few as two. Course work in many post-graduate faculties tends to be focused on psychological counselling and issues of adolescent adjustment in general.

In contrast, Quebec's Bachelor and Masters programs both have comprehensive specialisation in career counselling leading to the legislated title of guidance counsellor. To attain this qualification, the individual must complete a minimum of 48 credits in which the following are specified – Theories of Vocational Development; Individual and Group Counselling; Psychometrics, Assessment, Statistics and Measurement; Research Theory; Psychology; Information Processing and Management and a supervised Practicum.

In the S & G's, there is a specialisation in Career Counselling in which detailed competencies are articulated. In addition, there is a specialisation in Facilitated and Group Learning. The latter specialisation is highly relevant in both secondary and adult education institutions where career development is to be delivered in group or classroom settings. The S & G's are beginning to be used in university settings to examine the content of post –graduate courses. The content of the comprehensive online and CD-ROM based Circuit Coach Training Program for Career practitioners working with youth and young adults has been fully articulated against the S & G's and it is hoped that this process will become widely adopted in other training programs.

The only jurisdiction where both requirements and the professional title of Guidance Counsellor are legislated is in the province of Quebec. It is important to note that there are many career development practitioners who are delivering career services in Quebec who are not members of OCCOPPQ, do not use the term Guidance Counsellor and whose professional practice is not legislated or regulated. It is anticipated that as a result of the S & G's, there will be increased activity toward some kind of regulation with time. The province of Alberta is already well along in its movement to have Career Practitioners

licensed at the provincial level. A very recent initiative by the Canadian Counselling Association (CCA) to examine introducing a Career Development specialist category of membership is a further example. This may with time lead to some kind of certification that is currently restricted to Masters level candidates with in CCA.

11.5 Do Guidelines exist on information quality standards to help groups such as tertiary institutions, industry associations and individual enterprises produce career information?

See Sections 9.5 and 11.1 and 11.2.

Inroads are being made by the FLMM through its preliminary work on standards development for Labour Market Information, particularly in 3 key areas:

- **Generic LMI Product Standards** – Privacy and Ethical practice; Accuracy, Completeness and Timeliness; Relevance to User needs; Accessibility;
- **Internet Product Standards** – Internet Delivery; and,
- **Specific LMI Product Standards** – Program and Services Information; Jobs and Recruiting Information; Career Planning Information; Education and Training Information; Labour Market Profile Information.

However, much work remains to be done to bring this initiative to its full fruition.

The Blueprint for LifeWork Designs may also be used to “code” career information resources. Coding means using the Blueprint Competencies framework to identify the specific competencies a resource is intended to cover.

11.6 Please provide details of any professional groups, bodies or associations of information, guidance and counselling services workers in our country.

11.7 Please describe any ways in which career information, guidance and counselling professionals are involved in the development of policy: for example through formal roles for professional associations, or through providing feedback to service providers.

There is no national association specifically established for the Career Development community in Canada.

The Canadian Counselling Association (CCA) is the only bilingual national professional association representing counsellors in Canada. Its members are drawn from education, social work, the public service and government settings among others. Its membership is close to 2000 nationally. It does have a Career Development Chapter which is small (151 members) but growing.

Ordre des conseillers et conseillères d’orientation (ORDRE) is the professional association representing Guidance Counsellors and Psychoeducators in the province of Quebec.

The Canadian Career Information Association (CCIA) has members whose interests are in the development, distribution and use of career resources. CCIA promotes excellence in career information.

The Canadian Association of Career Educators and Employers (CACEE)) is a partnership of employer, recruiters and career professionals, mainly those based in colleges and universities.

Every province has a professional Association of Guidance Counsellors whose members are guidance counsellors from the entire province. There is no national association that brings together guidance counsellors on a national basis. Some may be members of CCA as well, but not the majority.

Over the past decade there has been an explosion of provincial professional associations in career development. The first was the Alberta Career Development Action Group. It now is a significant force in career development in the province and its annual conference attracts over 700 members and attendees.

Similar groups have emerged in other provinces: the Ontario Alliance of Career Practitioners; The Nova Scotia Career Development Association, the New Brunswick Action Group in Career Development are examples. These associations also hold annual conferences.

There has been ongoing discussion for many years within the career development community about the need for a national body. Most in the career development field do not recognise the CCA as an association that represents their interests. It is perceived as very academic and focused on education and personal counselling. The Career Development chapter may with time change this perception but it is not likely it will be a magnet to attract the vast numbers of practitioners who work in employment and community-based settings. The issue often raised is that without a national body, the field will continue to have limited influence and will garner little attention from politicians and policy.

NATCON is the single largest national conference on career development in Canada. It is held annually and attracts in excess of 1400 persons. NATCON attendees represent the broad scope of career practitioners but it is a conference only and not a professional association. An informal suggestion came forward at NATCON, 2002, to convert NATCON to a membership organisation. It would automatically contain a good cross-section of the sector and it is surmised that it might have the appeal to draw the full sector together at least for this annual event. It could then gradually begin to establish other linkages and work towards a national action plan in areas considered important to the advancement of the sector as a whole. Along with the focused study on the sector that is forthcoming, and discussions on a possible alliance/centre of excellence/sector council, this may be a promising avenue to pursue.

All the associations referenced do attend to the professional development of its members, largely through annual conferences and through the awarding of association credits for professional development activities. However, they tend to be quite inward looking and are not active lobbyists with government.

Again, OCCOPPQ is an exception. The École Orientante as referenced earlier was a direct suggestion to the Ministry of Education by OCCOPPQ. OCCOPPQ executive is active in drafting a range of briefing notes and policy related documents for various levels of government in the province of Quebec.

The International Symposium on Connecting Career Development with Public Policy initiative is an important step to begin to bridge policy with career development research and practice. This initiative was supported by HRDC and managed by the CCDF. Two Symposia have been held internationally, the second one leading to a series of concrete projects to be pursued and completed through international collaboration. These are proceeding. From the Canadian perspective, a very important spin-off is the growing interest in mirroring this process nationally and provincially. Alberta has been the first province to be proactive and it will host its first Career Development and Public Policy dialogue in April 2002. Proposals are under consideration within HRDC for a National Symposium and an interim National Steering Group has been organised with representation from the FLMM LMI Working Group, CMEC, Sector Councils, HRDC and CCDF. An International website will post the results of both events as well as other Country Symposia submitted for inclusion. As well, the action initiatives will be updated regularly for the use of the full international community. The website is <http://www.crccanada.org/symposium>

12. The Evidence Base

12.1 What information is available about the extent to which Information, Guidance and Counselling services are used? What is known about differences in use and access as a function of specific socio-economic, geographical, demographic, educational factors? Do regular national statistical collections monitor access? Have access and usage level changed over time?

Little is known at the aggregate level about the extent to which information, guidance and counselling services are used across sectors and across Canada. There is some quality information available from specific delivery arms within the broad career development sector and it provides us with a quasi-picture but it is far from comprehensive and complete.

In the December, 1997 National Human Resources Study on the Community-Based Training sector (CBT), the following emerged with regards to the profile of clients served with a sample of 298 CBTs.

CBT agencies serve a diversity of clients by gender, age, income support and target group status. Relatively few agencies reported that any single client group represents more than 80% of clients served. The typical agency serves four of the five target group members (Aboriginals; Disabled; Ex-Offenders; Immigrants; and Racial Minorities).

In the 1994 national Career and Employment Counselling in Canada study (now almost a decade old and obviously in need of a repeat), half of school guidance counsellors reported that one of their main client groups was at-risk students. College counsellors reported serving next to college students themselves, diverse client groups, notably women, families and unemployed adults. In community agencies, social assistance recipients were the major group served followed by unemployed adults and youth. Principal other groups in order of percentage were visible minorities, post-secondary students, immigrants, people with disabilities, and women.

Within the Employment Assistance program (EAP), there is a clear targeting of services to those who are in receipt of employment insurance benefits.

It is important to note that in the counselling study, a full 73.9% of counsellors surveyed indicated that they turned clients away because of either mandate or funding arrangements.

In the Career Circuit survey of 514 youth servicing agencies (1999), 49% of agencies surveyed served mainly urban youth; 19% served primarily rural and 31% were mixed. 50% of practitioners reported that they served predominantly youth from low socio-economic backgrounds; 9% from middle/high; and 39% served a mixed range.

In 1997, HRDC's Strategic Policy Branch conducted a review of selected career and LMI products. Among the findings were the following:

- Automation of local labour market information improves the quality of data and the level of information services;
- Information products need to meet needs of intended users by being specifically tailored the interests and capabilities of target groups;
- Information must remain extremely user-friendly and accessible

With respect to trends, the CBT sector reported that in the two years preceding the study, there has been an increase in clients with more employment barriers and lower levels of income. The age and numbers of clients remained relatively constant but the severity of issues increased. Changes in government funding guidelines were cited as the most frequent reason for the shift in clients served.

Many agencies conduct regular surveys of users of services but most of these ask for information about quality of service and satisfaction with service and not issues about frequency of use.

In Canada it has been frequently pointed out that career development services are very much supply driven rather than demand driven and the country does not have a clear picture of the extent of demand nor the specific nature and content of the demand from end-users themselves. Scoping the demand side so that services begin to respond to need rather than assume need appears to be long overdue. This was confirmed at the April 2002 FLMM LMI forum and is a major item for action in its year 3 mandate.

12.2 How is the level of community need and demand for information, guidance and counselling services established (for example by use of surveys, rates of service usage, waiting lists)? What is known about the expectations that clients have of services?

Despite the earlier statement regarding Canada's supply driven approach, there is evidence in recent years of concentrated efforts focused on beginning to understand the use/demand side of career development services.

An HRDC Study of Local LMI needs of Community Development Organisations (2002) surveyed 652 CDOs. Of these, 56% reported their needs for local LMI were met satisfactorily. In the not-for-profit sector, only 50% reported their needs were being met. Three priority areas for improvement were identified – Information on Training, Employers and Wages.

A 2001 study commissioned again by HRDC conducted an LMI Needs Assessment Research project on a sample including 95 actual job seekers. The job seekers covered a wide diversity of client groups. In addition to some specific criteria for improved components of local LMI, three suggestions emerged with strong delivery implications:

- The need to find information all in one place;
- If on the Internet, to be in the right place within two clicks; and,
- To have local LMI available and accessible in “workshop” formats.

Providing a training program for practitioners to help them make the best use of LMI was also recommended.

The CCC Study (1998) on *Meeting the Information Needs of Canadians* also surveyed 280 end-users. One half of these self-identified as high school students (89) followed by unemployed (77). Interestingly, a significant majority responded “excellent” or “good” when reporting their knowledge of the world of work (73%); their ability to find and use career information (70%); and their ability to manage their own career and work (71%). Among the most interesting recommendations to emerge were the following:

- Determine the role and support requirements of mediators (parents, coaches, neighbours and others significant in lives of youth). With accurate information and tools, they are positioned to play important effective roles, and a guidebook should be produced for them; and,
- Produce a guidebook for anyone interested in using the Internet to access career information.

With reference to the delivery of career services at the community level, the Etobicoke Employment Services is an example of a “best practice”. Within Etobicoke are HRCC offices and six community agencies all located at strategic sites throughout the community for ease of client access. These agencies teamed together to form a network to:

- Deliver seamless services to clients;
- Identify gaps in services and design services to maximise the strengths of each agency;
- Avoid duplication; and,
- Complete ongoing scans of client and community needs and service gaps.

The model has been adopted by remaining cities in the Toronto megacity.

Regarding usage, there is spotty information on needs determination. There are some select good studies and good best practices but it is not possible at this time to have a full and complete picture of the demand side for career information and career counselling services.

12.3 What criteria are normally used to judge the benefits or outcomes of information, guidance and counsellor services?

To date, there is no consensus or agreement on the part of all parties on what the outcomes of career development services should be. This is true for career development provided in the schools as well as for adults as well as between career development practitioners and policy makers. There is a frequent tension between the need for quantitative economic or educational outcomes (e.g. sustainable employment, reduction in school dropout rate) and qualitative outcomes (e.g. client satisfaction with career choice or selection of next intervention). This is especially the case when counsellors must consider the different life realities of their clients and whether these realities limit opportunity or pose personal or systemic barriers to full participation.

Those in the schools are interested in seeing career development programs contribute to improved academic performance, increased numbers of students entering post-secondary education (including careers/technical and trades/vocational studies), and a decrease in the drop-out rate.

Several provinces have reformed their welfare systems focusing on the use of active labour market programs, including career development interventions. Whether participation in the programs is compulsory or voluntary, the provinces/territories or municipalities have tended to establish as the desired outcomes:

- Reduced welfare expenditures;
- Shorter duration of welfare assistance; and,
- Job placement.

For its Employment Insurance (EI) Benefits and Support Measures, among which are the career development interventions such as individual counsellor and group services, HRDC has established three key, short-term outcome “success indicators”. A short-term outcome refers to the results achieved at the completion of the intervention. These indicators are:

- Clients employed (including self-employment);
- Unpaid EI benefits (difference between the maximum entitlement of regular income benefits and the actual benefits paid out); and,
- EI claimants served.

Non-government organisations that deliver career development services for HRDC are expected to show agreed upon results (targets achieved) for two of the above outcomes: clients employed and EI claimants served. In the main, service delivery agencies are showing positive results in these two areas. But many of the agencies believe we should assess client results more in terms of intermediate or “learning” outcomes than just numbers served and percentage employed after intervention.

CBTs report success stories with their clients as follows:

- Overall 75% of CBT program participants obtain employment or go to further education or skills training programs;
- 60% of people with disabilities are placed in jobs; and,
- 75-80% of young people find jobs or enter other education programs.

There are as well a large number of more informal criteria used by agencies constantly. Follow-up surveys, community consultations, demands for service are examples.

Researchers in Canada have identified a number of learning outcomes considered to be the desired results from career development. These outcomes include things such as self-management skills, and the ability to develop appropriate strategies for coping with change. Other important intermediate outcomes have been identified - motivation, improved self-concept and increasing the client's sense of "well being". These are precursors to the economic outcomes sought by policy makers. The Blueprint for LifeWork Designs organises learning outcomes into three key competency areas – Personal Management; Learning and Work Exploration; and Life/Work Building.

Much more work needs to be done in identifying the learning and other intermediate outcomes of career development, and in finding operational ways of measuring them. Further, the connection of these outcomes to the economic ones has to be explored. The potential pay off for clients and the profession in doing this will be well worth the effort and expense.

12.4 Please provide details of any recent (last five years) studies that have been conducted of:

- **The costs of providing information, guidance and counselling services.**
- **How costs vary as a function of the type of service delivered and the characteristics of clients.**
- **How the outcomes or benefits of information, guidance and counselling services relate to their costs.**
- **How the benefits of information, guidance and counselling services are related to the type of service provided and the characteristics of clients?**

12.5 Please provide details of any recent (last five years) initiatives or pilot projects designed to provide insight into: the impact of career services on individual's career choices; the ability to use career information; the impact of services on employers; the impact of services upon the development of a learning society.

No national studies have been conducted in the above areas. In the *1994 Study on Career and Employment Counselling*, findings showed that few points of service used any sort of planned method to assess counselling outcomes and there was little common understanding of what the outcomes can and should be. With respect to outcomes, progress is being made as noted in section 12.3. However, cost/benefit analysis of interventions has not yet been undertaken and models that could be used by service providing agencies, many of which are small and have limited human resources have yet to be developed.

See sections 12.1 and 12.2 for references to studies conducted on the ability to use career and labour market information.

Throughout Canada, there are pockets of active applied research projects but there is no single repository of information for general access and so results are not available nationally. Canada has just recently introduced its first professional journal in Career Development. Publications on career research have traditionally been included in counselling journals such as the Canadian Journal of Counselling or in USA or France journals.

There are national impact studies occurring on the Blueprint for Lifework Designs. No data are yet available. There is also a small but potentially significant study being conducted in New Brunswick with social assistant recipients who are also parents of adolescents. These parents are being given, on a voluntary basis, a workshop series of *Becoming a Career Ally with their Teen*. The study will interview parents about the impact of the workshops on their career aspirations and those they hold for their teens.

Valuable data will also be forthcoming from an HRDC-funded experiment on Adult Learning. Two objectives are to study how different savings incentives could be combined to improve participation of

adults in formal/informal training and to identify barriers preventing adults from learning participation. The study will examine how and when individuals choose to invest in learning and whether exposure to LMI modified behaviour or influences decision making.

The International Symposium on Connecting Career Development with Public Policy must again be mentioned in this context. It aims to work toward a shared set of outcomes mutually endorsed by career practitioners and policy makers. The OECD has already commissioned the UK to conduct a preliminary survey of what evidence exists in the field. This is the beginning of a promising practice that, if support is forthcoming for sustaining the initiative, may prove very helpful in addressing this area.

12.6 Do any national research centres specialise in career information, guidance and counselling services? Do they specialise in evaluative and policy studies; or do they focus mainly on guidance techniques and methods?

There is no national research centre that specialises in career information, guidance and counselling services. The Canadian Policy Research Networks (CPRN) is a national centre with a focus on “work” research and is extremely useful for the career development field. In Quebec, four universities have created a research centre, i.e. Centre de recherche interuniversitaire sur l’éducation et la vie au travail (CRIEVAT – <http://www.fse.ulaval.ca/crievat/>). The research focus of CRIEVAT is broad in scope and includes Preparation for Worklife; Transitions; Integration and Adjustment in contemporary work; and Work Relationships among others.

It is interesting to note that in the early 1990’s, (1990-93), HRDC funded a national Research and Development initiative titled the Creation and Mobilisation of Counselling Resources for Youth (CAMCRY). It was managed by the CCDF and was, with 50% of the funding coming from the host institutions, an initiative valued at close to \$15 million over the three-year period. In the second and third years of the program, four Centres of Excellence were established across Canada in different aspects for career development. The University of Victoria’s focus was on innovative practitioner training. Queen’s University was on career development with special populations (a particular emphasis on youth with learning disabilities and high at risk incarcerated youth). The Université of Laval took on general career development research as a great deal of expertise was already there and remains so. Memorial University delved into the delivery of services to remote and rural communities and populations. Some very promising research activities began and there was the potential to attract more graduate students into the career development research field. The funding was a partnership between HRDC (50%) and the projects (50%). The HRDC funding stopped in 1993 and it was not possible for the universities to sustain the centres independently. This example demonstrates the importance of funding not only development but also implementation. Subsequently, it was through the impetus of this initiative that regional spin-offs such as the Alberta Action group coalesced, forming today significant players in their own provinces and territories.

Currently, there is a very respectable body of academic researchers whose research is becoming increasingly focused on the career development issues. Quebec (Laval; Sherbrooke) has been consistently strong for many years. In the Western provinces, there is a cadre of close to 20 highly respected researchers in the field; in Quebec a minimum of 20-25; and while a little more spotty in other provinces some very promising expertise, interest and activity.

A proposal is currently under consideration by HRDC to explore possibilities of convening a think tank of researchers in the field to articulate an applied research agenda that would inform a learning society and support a learning and skills agenda. While much work remains to be done, the project shows potential in establishing bridges across the array of research networks and activities currently underway.

Elsewhere, a recommendation from the International Symposium 2001 was for Canada to continue to provide leadership in the initiative to connect Career Development with Public Policy. This recommendation was envisioned to expand beyond Symposia every few years to the actual co-ordination and completion of specific international collaborative initiatives to advance both policy and practice, share

exemplary research, development and best policies. The international community also agreed to move forward a national symposium agenda in their respective countries so that the value-added learning returning to the international forum every few years would be very substantial. There was a request that CCDF move this initiative forward with HRDC support and an International Steering Committee Advisory Group. Concept papers have been prepared to explore this idea, as yet in preliminary stages, but it does present the possibility of an international research and development centre housed in Canada but networked virtually with many countries and advancing many career development and policy interests and issues. This potentially is a promising initiative to advance Canada's leadership in the area of career development. (See also 9.1).

12.7 How useful have governments found the work of research centres in developing policy for information, guidance and counselling services?

12.8 Have governments taken steps to increase the evidence base for information, guidance, and counselling services through support for relevant research centres? Has such support been on the basis of individual commissioned studies, or are more ongoing forms of support used?

See Section 12.5.

The FLMM LMI Working Group is establishing an annual LMI Forum to engage governments, practitioners and researchers in regular discussion of policy issues such as data development, service delivery gaps, research and accountability.

A promising current development is the International Symposium on Connecting Career Development and Public Policy initiative. At the 2001 Symposium, 17 country teams attended with a close to equal balance between specialists in career development and policy makers in positions of influence. Both parties rated the exchange as very useful and some very promising outcomes have been reported. For example, in New Zealand there are now regular meetings between the Head of their Career Services and policy makers advising governments on matters of workforce development. This is an innovative new approach that demonstrates the increased importance of linking research, policy-making, and practice in career development. Its application has potential for Canada as a good practise to promote regular knowledge exchange among key stakeholders and inform future policy and program development and planning.

13. LIST OF REFERENCES

- Advisory Council on Science and Technology, 2000, *Stepping Up – Skills Opportunities in the Knowledge Economy*. Ottawa, Industry Canada.
- Betcherman, G., McMullen, K., Lackie, N., Caron, C., 1994, The Canadian Workplace in Transition. Kingston, Queen's University at Kingston, IRC Press
- Bezanson, L., 2000, *Ally cat wisdom: Beyond domesticity in career development training and practice*, Berlin Keynote, Ottawa, Canadian Career Development Foundation
- Borgen, W., 1999, *Implementing “starting points”: A follow-up study*, Journal of Employment Counselling
- Borgen, W., Amundson, N., Harder H., 1998, *The experience of underemployment*, Journal of Employment Counselling
- Canada Career Consortium, 1998, *Meeting the Career Information Needs of Canadians*. Ottawa.
- Canada Career Consortium, 2001, *Summary of Recommendations on Breakout Sessions and Sectoral Marketing Research*.
- Canadian Career Development Foundation (2001a), *Career development and public policy in Canada: Making research, practice and policy a closed loop*, Ottawa, Canadian Career Development Foundation
- Canadian Guidance and Counselling Foundation, 1992, *Ready for change: Career counselling in the 90s - A discussion paper*, Ottawa, Canadian Career Development Foundation
- Canadian Guidance and Counselling Foundation, 1994, *Quality career counselling services: A policy workbook*, Ottawa, Canadian Career Development Foundation
- Canadian Guidance and Counselling Foundation, 1996, *Career Development: An emerging national strategy*, Ottawa, Canadian Labour Force Development Board
- Canadian Labour Force Development Board, 1995, *The labour force development review*, Ottawa, Canadian Labour Force Development Board
- Canadian Labour Force Development Board, 1996, *Putting the Pieces Together: STEP II, Towards a coherent labour market information system*. Ottawa.
- Canadian Labour Force Development Board, 1997a, unpublished presentation materials for labour market partner groups, Ottawa, Canadian Labour Force Development Board
- Canadian Labour Force Development Board, 1997b, *Background on the Training System in Canada*, unpublished discussion paper, Ottawa, Canadian Labour Force Development Board
- Canadian Standards and Guidelines for Career Development Practitioners, 2001
- Career Circuit, 1999, *Career Circuit Consultation and Survey Results*. Ottawa, Canadian Career Development Canada.
- Conger, D.S., Hiebert, B., & Hong-Farrell, E., 1994, *Career and Employment Counselling in Canada*, Ottawa, Canadian Labour Force Development Board
- FLMM, 2002, *Career and Labour Market Information Service Delivery Guidelines – Draft 3*.
- Forum of Labour Market Ministers, Labour Market Information Working Group, 2001, *Toward a Federal/Provincial/Territorial Action Plan on Data: Year One*, Ottawa, FLMM LMI Working Group

- Gouvernement du Québec, 2002, *Pour favoriser la réussite: l'approche orientante*. Ministère de l'éducation.
- Government of Canada, 2002, *Knowledge Matters – Skills and Learning for Canadians*. Hull, Human Resources Development Canada.
- Haché, L., Redekopp, D.E., and Jarvis, P.S., 2000, *Blueprint for Life/work Designs – The quick reference guide*.
- Hanna, R., 1992, *Is labour market polarization a reality?*, Ottawa, Planning Branch, Statistics Canada
- Hiebert, B., 1994, *A framework for quality control, accountability, and evaluation: Being clear about the legitimate outcomes of career counselling*, Canadian Journal of Counselling
- Horibe, F., 1999, *Managing Knowledge Workers*, John Wiley & Sons
- Human Resources Development Canada, 1994, *Improving Social Security in Canada: Employment Development Services: A Supplementary Paper*, Ottawa, Supply and Services Canada
- Human Resources Development Canada, 2000, *Accountability framework for employment insurance (EI) part II*, Ottawa, HRDC
- Human Resources Development Canada, 2002, *Local Labour Market Information Needs of Community Development Organizations*. Hull, Circum Network Inc.
- International Symposium Career Development and Public Policy – International Collaboration for National Action, 1999, *Career Development in Canada A Changing Landscape*.
- Kellett, R., 1994, *The evaluation of career and employment counselling: A new direction*, Canadian Journal of Counselling
- Kellett, R., Conger, S. (1995) *A three-tiered model of career counseling services*, Greensboro, NC, ERIC Clearinghouse on Counseling and Student Services and Ottawa, Canada, Canadian Career Development Foundation
- Labour Mobility Coordinating Group, 2001, *Report on Implementation of the Labour Mobility Chapter of the Agreement on Internal Trade*, Ottawa, FLMM
- National Apprenticeship Committee of the Canadian Labour Force Development Board, 1997, *Apprenticeship in Transition*, Ottawa, Canadian Labour Force Development Board
- Northwest Territories, 2001, *Departmental Directive: Career Development Across the Lifespan*.
- Picot, G., Wannell, T., 1987, *Job loss and labour market adjustment in the Canadian economy*, (Research paper series # 5), Ottawa, Social and Economic Studies Division, Analytical Studies Branch, Statistics Canada
- PLA Centre, 2001, *The PLA Story: Five-Year Report: 1996-2001*, Halifax, NS, The PLA Centre
- Roslyn Kunin & Associates, Inc., 2002, *Literature Review Examining the Use and Impact of Labour Market Information*. Vancouver.
- Savickas, M., 1994, *Measuring career development: Current status and future directions*, The Career Development Quarterly
- Task Force on Labour Adjustment, 1993, *Report of the Task Force on Labour Adjustment to the Canadian Labour Force Development Board*, Ottawa, Canadian Labour Force Development Board
- Task Force on Transitions into Employment of the Canadian Labour Force Development Board, 1994, *Putting the pieces together: Toward a coherent transition system for Canada's labour force*, Ottawa, Canadian Labour Force Development Board

- Tecsult Eduplus Inc., 2001, *Local Labour Market Information: Needs Assessment Research*. Ottawa.
- The Edge Magazine*, 2002. Ottawa, Canadian Career Development Foundation.
- The Real Game Series*, 2002. Ottawa, National Life/Work Centre.
- Wolfson, W.G., Lodzinski, A., 1997, *The Second Century: Community-based training in Canada*. Montreal, CCCBT.
- Young, R., Valach, L., 1994, *Evaluation of career development programs from an action perspective*, Canadian Journal of Counselling, Ottawa, Canadian Guidance and Counselling Association