

INFORMATION, GUIDANCE, AND COUNSELLING SERVICES IN CANADA

**Canada's Response
to the
OECD International Comparative Review of Policies on
Information, Guidance, and Counselling Services**

**Prepared for the
Council of Ministers of Education, Canada
and Human Resources Development Canada**

July 2003



Government
of Canada

Gouvernement
du Canada



Council of Ministers of Education, Canada
Conseil des ministres de l'Éducation (Canada)

Table of Contents

Acknowledgments	i
Executive Summary.....	i
1. Education in Canada.....	1
Elementary and Secondary Education	2
Postsecondary Education.....	3
The Council of Ministers of Education, Canada	4
2. Summary Report Background	5
2.1 Purpose	5
2.2 OECD Survey.....	5
Canadian Responses to the OECD Questionnaire.....	5
The Scope of the Questionnaire.....	6
Definitions	6
2.3 Methodology.....	7
Study Limitations	8
Table 2-A Methodology.....	9
3. Policies and Strategic Directions	11
3.1 Key Goals	11
3.2 Policy Instruments	14
Table 3-A New or Proposed Legislation or Regulation	17
Table 3-B Social Influences	19
Table 3-C Educational Influences	19
Table 3-D Labour Market Influences	20
3.4 Main Issues and Gaps	21
Table 3-E Organizational Issues	22
Table 3-F Management Issues	23
Table 3-G Delivery Issues	23
Barriers to Coordination of Services and to Networking among Providers	24
Table 3-H Gaps in Provision of Services	26
3.5 Stakeholders and Partners	28
Table 3-I Government Reports That Recommend New Approaches or New Priorities ...	28
Table 3-J New Methods and Philosophies of Providing Services	29
Table 3-K New or Upgraded Services or the Downsizing or Elimination of Existing Services.....	31
4. Delivery	32
4.1 Access and Targets	32
Table 4-A Priority Target Groups	33
Identification and Prioritizing of Target	34

Table 4-B Methods of Targeting Groups	35
4.2 Delivery Settings and Providers	36
4.3 Role of Stakeholders and Partners	41
Table 4-C Extent of Employer Involvement in IGCS	42
Province	42
Table 4-D Union Involvement in IGCS	43
4.4 IGC Services	44
4.5 Delivery Methods	48
4.6 Financing and Resources	53
Financing	53
Resources	57
5. Career Information	64
5.1 Targeting Career Information.....	64
5.2 <i>Roles in Production of Career Information</i>	65
Public Sector.....	65
5.3 <i>Developing and Distributing Career Information</i>	67
Distribution.....	69
5.4 <i>Quality</i>	71
Standards	72
6. Evidence Base.....	74
6.2 <i>Maintaining Quality</i>	75
6.3 Measuring Outcomes.....	80
Word/Phrase Meaning	89

Acknowledgments

The Organisation for Economic Co-operation and Development's (OECD) Education Committee and its Employment, Labour and Social Affairs Committee launched a review of national policies for career guidance services at its fall 2000 meeting. Fourteen countries, including Canada, participated in the review. The authorities in the countries participating in this series of studies designated national coordinators whose task was to serve as liaison with the OECD Secretariat. We want to thank Ms. Sarah Moreault, Research Assistant, Council of Ministers of Education, Canada (CMEC), and Mr. Christian Dea, Director, Socio-Economic Studies Group, Human Resources Development Canada (HRDC), for taking on the role of coordinators.

In Canada, support to the coordinators was provided by a number of contact persons in the jurisdictions: Jim Howie, Director of Research and Analysis Branch, Ministry of Advanced Education, British Columbia; Sharon Markesteyn, Senior Policy Advisor, Intergovernmental Relations Unit, Policy and Evaluation Branch, Department of Education, Saskatchewan; Alain Mercier, Directeur, Direction de la formation générale des adultes, Ministère de l'Éducation du Québec; Ken Gunn, Senior Director of Public Education, Department of Education, Prince Edward Island; and the Coordinators for Canada, Ms. Moreault and Mr. Dea. These people did a remarkable job to ensure the success of this project.

The Coordinators for Canada and the Committee were responsible for preparing the Canadian report presented here, and the various drafts of this document. We want to thank them all for their contribution. We wish also to acknowledge the work of principal writer Jennifer Standeven, and of Margaux Finlayson, of Maxima Consulting Services.

We also want to thank all the provincial representatives who answered the questionnaire that they received and thus provided very valuable information about their provinces

As well, we would like to point out the important contribution made by the individuals who read and commented on the manuscript and on the final document.

We cannot possibly thank individually everyone who played a significant role in producing this report. However, we do want to express our appreciation for the remarkable work that they did.

During the production of this report, a team of two experts paid an 8-day visit to Canada in July 2002. They came to meet with provincial representatives from Quebec, Ontario, and Manitoba, as well as federal representatives and people who work in various positions in the field of education. We want to thank all of these partners who spent time with the OECD team, providing them with valuable information for this review of national policies in career guidance services

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Executive Summary

Information, guidance, and counselling services (IGCS) in Canada are seen as a low-key, but vital, aspect of assisting people to make career decisions, whether as youth and students choosing career paths or as adults making career shifts. The term “low-key” doesn’t reflect the value placed on the services but is, rather, descriptive of their integration within other curricula. IGCS includes labour market information (LMI), career counselling, job search assistance and placement, and personal planning and decision making.

IGCS operates within the provincial/territorial education systems – including elementary-secondary schools, postsecondary institutions, and adult education centres – and within labour market programming. Numerous players and stakeholders are involved in policy development, program planning, service delivery, evaluation, and funding. The management and delivery arrangements are complex and highly decentralized, even within provinces and their ministries. This is a reflection of the constitutional and legislative divisions of responsibilities of the federal, provincial/territorial, and municipal governments for education, training, and labour market matters. Although there is little or no legislation dealing directly with IGCS, the goals of related legislation and of the programs/initiatives of the various jurisdictions do have a profound impact on IGCS in Canada.

The movement to make attachment to the labour market a goal of both the education and the career development systems is one of the major factors influencing IGCS and is the reason for both sectors, education and career development, to be involved in the delivery of IGCS. With the increased move to self-reliance and with the influence of subsequent welfare reform on policy makers, the federal Employment Insurance (EI) program and provincial/territorial governments (through welfare and income assistance programs) have become partners interested in the use and success of IGC services.

The span of influence of IGCS, across the education and career development system and the income support systems, is both its strength — bringing diversity to the development of products, approaches, and tools — and its weakness because, from a legislative or funding perspective, there is no single clear authority in the field across Canada. Although the education systems share many similarities in their delivery of IGCS to students, the provision of IGCS to adults is varied. In this area, the respondents identify competing or conflicting goals, career development versus short-term savings in income support, and a lack of coordination in implementation, which results in overlaps and duplication of services in some areas and gaps in other areas.

As the primary goal for IGCS is labour market attachment, the majority of these services across Canada are dedicated to targeted populations (in order to increase their labour market readiness for attachment) and not to the general public. Quebec and Saskatchewan report the broadest access to services, although they still give EI clients priority for some services. The other provinces report highly targeted systems, often with a priority for recipients of provincial

income assistance. Particularly hard hit are the “regular” Canadians who are eligible only for information and self-serve products in most of the jurisdictions responding to the survey.

The primary federal department involved in IGCS, Human Resources Development Canada (HRDC), has no direct authority in education, only in labour market matters. Delivery of labour market programs varies considerably across the country and is based upon individual Canada–province/territory agreements. The legislation that impacts most directly on IGCS, the federal *Employment Insurance Act*, sets out labour market “measures” of success — the numbers served, the numbers returning to work, and the savings to the Employment Insurance (EI) account. Only two of the survey respondents, Quebec and Saskatchewan, have an explicit integrated labour market approach that includes education and career development in a lifelong continuum. For Quebec, this especially applies to persons with employment difficulties.

IGCS — touching education, career, and personal choices — is identified as a focal point for many of the major influences and issues facing Canada at the beginning of the 21st century. These include the ageing of the baby boomers; potential skills shortages in the coming decades; labour market requirements shifting from a harvesting/production economy to a global market economy that requires workers to acquire new skills and greater knowledge to remain competitive; the impact of changing technology both as an opportunity in a geographically vast country and as a challenge in maintaining skills and sharing information; and the continuing shift from rural to urban populations with the related social issues of dislocation, poverty, and isolation.

In what may be seen as a reflection of the Canadian social conscience, the issues of minorities raise concerns: the inclusion of Aboriginals across Canada as full participants in the Canadian economy; the adaptation of new immigrants to their new homeland and home economy; and serving the minority populations of anglophones in Quebec and francophones across Canada. Providers of IGCS see their services as important tools not only to encourage attachment to the labour market but also to achieve social cohesion and inclusion through the support and advancement of independent, thoughtful individuals who are able to consider options and make informed choices. This report identifies the issues of access to training, opportunities for upgrading, and the consistent implementation of standards of practice and accreditation, both for clients using IGCS and for the staff who deliver them.

Canada’s labour market information collection systems are seen as among the best in the world, representing an elaborate network of key players from the federal–provincial/territorial information experts, methodologists, statisticians, economists, and researchers among others. However, to support efficient, cost-effective data-gathering initiatives and to facilitate future identification of major information gaps, investments are required to coordinate the development, collection, and exchange of key data sets among stakeholders in Canada’s labour market information systems. Integrated labour market information systems are required in order to respond to the needs of users, which are increasing in both number and complexity, to the need for information on skills, and to the need to capture data on broader life transitions, other than from school to work or from unemployment to employment.

Overall, the survey respondents report that not enough information is being gathered to track the use and effectiveness of interventions. All respondents believe that more information is required to identify and track the impact of IGCS, and to research new approaches and tools.

As for the initiatives to maintain quality, the respondents consider that the initiative called “Canadian Standards and Guidelines for Career Development Practitioners” has the greatest potential for improving the quality of IGCS. Additionally, they consider the collaborative processes used by the federal government to develop these guidelines as a model for building consensus on standards that are effective across all jurisdictions. Having experienced and knowledgeable practitioners involved in policy development is seen as critical. The national convention, NATCON (and the series of workshops to link policy makers to practitioners) is seen as an important initiative for addressing their concerns.

The various leaders, partners, and stakeholders in IGCS in Canada consider that these services are in the formative stage of development — with a great deal of innovation and experimentation taking place at the local, regional, provincial, and national levels. While the respondents agree that not enough rigour is being applied to this developmental work, the work itself is seen as a positive step in developing a dynamic approach to lifelong career development in Canada.

1. Education in Canada

Canada — a vast country stretching across the northern half of North America from the Atlantic Ocean to the Pacific Ocean and north to the Arctic Ocean — is a confederation of ten provinces and three territories. Within its federal system of shared powers, Canada's *Constitution Act, 1867*, provides that “[I]n and for each Province, the Legislature may exclusively make Laws in relation to Education.” While there are a great many similarities in the provincial/territorial education systems across Canada, they each reflect the diversity of the region's geography, history, and culture.

Although the provinces and territories are responsible for education at all levels, the Government of Canada has played an important support role, based on the common federal-provincial/territorial objective of human resource development and on the federal government's overall responsibility for the well-being of the federation.

The historical and cultural events, culminating in confederation in the 19th century, led a century later to Canada's adoption of the Official Languages Act (1969, revised in 1988). This Act establishes French and English as the official languages of Canada and provides for special measures aimed at enhancing the vitality, and supporting the development, of English and French linguistic minority communities. Canada's federal departments, agencies, and Crown corporations reflect the equality of its two official languages by offering bilingual services.

Across the country, according to the 1996 Census, 67 per cent of the population speak English only, 14 per cent speak French only, and 17 per cent speak both English and French. English is the mother tongue of about 59 per cent of the population, while French is the mother tongue of 23 per cent. In Quebec, 38 per cent of the population speak both languages, while another 56 per cent speak only French. In other provinces, the proportion of those who speak both languages decreases — for example, in New Brunswick, 33 per cent; in Ontario, 12 per cent; in Manitoba, 9 per cent. Education is available in either official language, wherever numbers warrant.

The federal government's Department of Indian and Northern Affairs Canada (INAC) is responsible for the elementary and secondary education of Registered Indian children living on reserves, either through: First Nations-operated schools on the reserves; provincially administered schools off the reserves; or federal schools operated by INAC on the reserves. The department also provides financial assistance (through administering authorities such as First Nations councils) to eligible Registered Indian students in postsecondary education programs, and it funds some programs designed for First Nations students at both First Nations and other postsecondary institutions. Educational services for Registered Indians in the Yukon and both Registered Indians and Inuit in the Northwest Territories are provided by the respective territorial governments. Registered Indians and Inuit in northern Quebec receive educational services from the province of Quebec under the James Bay and Northern Quebec Agreement.

The federal government also provides education and training to those who serve in the Armed Forces and the Coast Guard, and to those inmates serving time in penitentiaries and other institutions of Correctional Service Canada.

Elementary and Secondary Education

Each province or territory has a ministry or department of education that is responsible for providing elementary and secondary education free to all Canadian citizens and permanent residents until the age of 18. At the local level in all provinces and territories, members of school boards (or school districts, or school divisions, or the District Education Councils in New Brunswick) are elected by public ballot. The powers and duties of these “trustees,” defined by provincial/territorial legislatures, are fairly consistent throughout Canada. Their authority usually includes the operation and administration (including financial) of the schools within their board, staffing responsibilities, enrolment of students, implementation of the provincial/territorial curriculum, and initiation of proposals for new construction or other major capital expenditures.

The ages for compulsory schooling vary from one jurisdiction to another, but most require attendance in school from age 6 or 7 to age 16. All provinces and territories also offer one-year kindergartens for 5-year-olds, which are operated by local education authorities. In addition, some jurisdictions provide early childhood services, including preschool programs or junior kindergarten. In most jurisdictions, elementary schools provide the first six to eight years of compulsory schooling, after which most children/adolescents go on to the secondary level where they can choose from a variety of programs leading to apprenticeships and the job market or to further studies at colleges and universities.

The first two years at the secondary level usually offer a core of compulsory subjects supplemented by some optional subjects. In the final two years, there are fewer compulsory subjects so that students can choose more optional courses in specialized programs that prepare them either to enter the job market or to meet the entrance requirements of the postsecondary college, university, or institution of their choice. Students who pass the required number of both compulsory and optional courses graduate with a Secondary School Diploma. For example in Ontario, since September 1999, students must complete 30 credits during the four-year secondary school program — 18 compulsory and 12 optional courses. They must also pass the Ontario Secondary School Literacy Test in order to graduate.

The point of transition from elementary to secondary school varies from jurisdiction to jurisdiction. Some school boards break up the elementary-secondary continuum by grouping: kindergarten to grade 5, 6, 7, or 8 in elementary schools, or grades 6–8 in middle schools, or grades 7–9 in junior highs, and the remaining grades in secondary schools or collegiates. In Quebec, students choose either the general education branch or the vocational education branch at secondary level (grades 7–11) and may continue in the same branch with publicly funded studies at the college level (see below).

Most public schools accommodate special-needs students (the physically or mentally disabled or the gifted) in various ways, whether in separate programs and classrooms or in a regular classroom where they follow the regular program but receive additional support and assistance.

Private or independent schools provide an alternative to publicly funded schools in any province or territory, but they must meet the general standards prescribed by that jurisdiction. In most cases, they follow closely the curriculum and diploma requirements of the ministry/department of education, except that they function independently of the public system and charge tuition fees. Some provinces — Alberta, British Columbia, Manitoba, Ontario, Quebec, and Saskatchewan — provide some form of financial assistance to these schools.

Postsecondary Education

In the graduating year of secondary school, students may apply to a college or a university, depending on the region and on their qualifications. Quebec students must obtain a college diploma if they want to proceed to a university program to obtain a degree. The Quebec colleges, called “collèges d’enseignement général et professionnel,” or “Cégeps,” are free to all students; they offer both a general program that leads to university admission and a training program that prepares students for the labour market. In all other provinces and territories, students pay tuition fees for college programs and courses.

Postsecondary education is available in both government-supported and private institutions. Colleges such as technical and vocational institutions, community colleges, Cégeps, and others offer programs varying in length from six months to three years. These programs serve to train and develop students’ knowledge and skills for careers in business, the applied arts, technology, social services, and some of the health sciences. In general, colleges award diplomas or certificates — not academic degrees. Some colleges and technical institutions, in cooperation with business and industry partners, offer degrees in applied arts and sciences, such as professional development services, or they offer specialized programs in high-technology areas that prepare students for employment upon graduation.

The British Columbia community college system allows students to complete either a diploma program or two years of academic course work toward a bachelor’s degree. At one of five university colleges in British Columbia, or at one of the six universities, students can earn an undergraduate degree. Only the universities may grant graduate degrees. In other provinces, students must have their completed college courses evaluated for equivalency in order to receive credit when they apply for admission to a university.

Most Canadian universities offer three-year or four-year programs leading to bachelor’s degrees, depending on the program and the province. Universities, in some provinces, grant a general Bachelor of Arts (B.A) or a Bachelor of Science (B.Sc.) degree after three years, but require a fourth year (or four years in total) of specialized study for an honours degree (H.B.A. or H.B.Sc.). Other provinces require four years of study before granting either a general or an honours degree. The larger universities offer a complete range of programs; others are more specialized and have developed specific areas of excellence. Along with some specialized institutions, that are not campus-based, some offer courses and programs through distance education, correspondence or telecommunication.

It is possible to pursue specialized advanced studies through three levels — from the bachelor’s degree to a master’s degree, and on to a doctoral degree — at those universities that offer graduate studies and degrees. To achieve a master’s degree, students pursue one or two years

of further study, depending on whether their undergraduate degree was a general or honours degree. Some institutions require the student to produce a thesis or to work through a professional practicum for the master's degree. For the doctorate, students spend three to five more years after that, usually researching, writing, presenting, and defending a thesis, in addition to attending seminars and a specified number of courses.

The Council of Ministers of Education, Canada

In 1967, the Council of Ministers of Education, Canada (CMEC) was formed to provide a forum in which the provincial/territorial ministers could: discuss matters of mutual interest; undertake educational initiatives cooperatively; and to represent the interests of the provinces/territories with national education organizations, the federal government, foreign governments, and international organizations. CMEC provides a national voice for education in Canada and, through CMEC, the provinces and territories work collectively on common objectives in a broad range of activities at the elementary, secondary, and postsecondary levels.

Additional information is available at the following Web sites: <http://www.cmec.ca/>, <http://www.educationcanada.cmec.ca>, and <http://cicic.ca>.

2. Summary Report Background

2.1 Purpose

The goal is to produce a report that reflects information guidance and counselling services (IGCS) in Canada, including the key goals and objectives, the main players and stakeholders, the resources available, and the evidence base for practice, while acknowledging that this document cannot be comprehensive, but can serve to demonstrate Canada's diversity by including the similarities and differences among the jurisdictions. On a broader scale, this process of responding to the Organisation for Economic Co-operation & Development (OECD) survey will help to situate Canada-specific initiatives within a generally accepted and internationally recognized framework that describes the purpose, principles, learning objectives, outcomes, and results of career development.

2.2 OECD Survey

The OECD Education Committee and its Employment, Labour and Social Affairs Committee endorsed a review of policies for “information, guidance and counselling services” as a follow-up to the thematic review “transition from initial education to working life.” The principal objective of this activity was to understand “how the organization, management and delivery of these services can help to advance some key public policy objectives: for example, the provision of life long learning for all and active labour market policies.” The rationale for this study is articulated by the OECD in its report, *From Initial Education to Working Life: Making Transitions Work*.

“Good information, and efficient and equitable access to it, are important if [young] people’s decisions on jobs and courses of study are to be based on informed choices. In addition to information, [young] people need personal advice and guidance to clarify their interests and goals and to understand the opportunities and risks that they face in the labour market. Information and guidance are becoming more important as [young] people face more choices — and more complex choices — among increasingly diverse education, training and employment options.”

From both national and international perspectives, it was anticipated that the OECD follow-up study would contribute to a more structured, formal analysis of career development policy and practice within the overall education and labour market context.

Canadian Responses to the OECD Questionnaire

The Council of Ministers of Education, Canada (CMEC) invited the provinces and territories of Canada to participate in the OECD questionnaire on “Information, Guidance and Counselling

Services”. Four provinces — Prince Edward Island, Quebec, Saskatchewan, and British Columbia — completed the study, with HRDC responding on behalf of the federal government. As a follow-up to the completed questionnaires, a site visit by a team from the OECD took place in July 2002.

The Scope of the Questionnaire

This questionnaire focuses upon career information, guidance, and counselling services; in other words, services intended to assist individuals with their career management. These often overlap with other forms of personal services – for example, job placement, personal counselling, community-based personal mentoring, welfare advice, and psychological assistance. Frequently, these services are delivered by the same people who provide career information, guidance and counselling.

Where this overlap exists, the OECD requested that the participating jurisdictions include the other services mentioned above when answering this questionnaire. However, separate guidance services that did *not* provide career information, guidance and counselling existed were not to be included in the survey response.

Definitions

OECD defines the term “information, guidance and counselling services” (IGCS) as services intended to assist individuals of any age — and at any point throughout their lives — to make educational, training and occupational choices, and to manage their careers. This includes a wide range of activities; for example:

- activities within schools to help students clarify career goals and understand the world of work
- personal or group-based assistance with decisions about initial courses of study, courses of vocational training, further education and training, initial job choice, job change, or work force re-entry
- computer-based or on-line services to provide information about jobs and careers, or to help individuals make career choices
- services to produce and disseminate information about jobs, courses of study and vocational training

It also includes services provided to those who have not yet entered the labour force, services to job-seekers, and services to those who are employed.

The term “guidance” posed some difficulties in the Canadian context, because it is used in Quebec to describe activities carried out by a trained professional with specific minimal levels of education¹ and governed by legislation. For the purposes of this report, the term “guidance” is used within OECD’s broad and general definition of information, guidance, and counselling — unless specifically noted as the profession of guidance counselling.

¹ Two professions were established - one of a career adviser and the second of an education psychologist. These are distinct titles with criteria for admission and different fields of expertise (OCCOPPO).

The HRDC responded to the OECD questionnaire using the term “career development” rather than “information, guidance, and counselling services.” Although this term helped to broaden the concept of what IGCS is, it was also noted that the term “career development” had no consistent definition.

The following brief list of terms (referenced by HRDC and originally written in both official languages and intended to bring some clarity to the use of terms in Canada) will assist the reader. The Glossary at the end of this report includes a wider range of terms in these fields.. Note that this list has not been vetted or agreed to by all the jurisdictions in Canada.

- Career and labour market information— refers to everything a person might want to know in order to plan for, get and keep employment, whether paid or voluntary. Information is a cornerstone to all of the other career development services.
- Career education — helps students understand their motives, their values and how they might contribute to society. It provides them with: a 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 a career.
- Career counselling — helps people clarify their aims and aspirations, understand their own identity, make informed decisions, commit to action, and manage career transitions — both planned and unplanned.
- Employment counselling — helps people clarify their employment goals, understand and access job opportunities and skills training, and learn the skills needed to look for and maintain employment (e.g., résumé writing, interview skills).
- Job placement — arranging for, or referring people to, job vacancies.

Policy

Throughout this report, the term “policy” is used to identify not just the written policy — articulated through legislation, regulation or policy papers — it also covers the courses of action that express government direction and intent.

2.3 Methodology

This report was compiled using, as the source document, the responses to the OECD questionnaire completed by:

- the province of Prince Edward Island
- the province of Quebec
- the province of Saskatchewan
- the province of British Columbia, and
- the federal department of Human Resources Development Canada (HRDC).

The original responses were first summarized in the order of the original questionnaire and then synthesized into this document, which has been designed to provide a logical flow of information and reduce duplication.

Study Limitations

The primary limitation in this synthesis, and indeed with the original responses, is that for many questions, data was simply unavailable — or could only have been obtained with time, effort, and resources well beyond the scope of any of the respondents. This limitation was due to several factors:

- The decentralized delivery of IGCS means that central funding bodies do not keep the specific data required for the study, nor do they have access to it.
- IGCS operates in many different, unconnected, and uncoordinated sectors. Contacts with several sectors and subsectors would have been necessary to collect one global dollar figure, or number, for a specific aspect of the overall IGCS “system.” This was not possible.
- Frequently, IGCS data could not be separated from overall data on non-IGCS activities (e.g., training). Where formal data was not available, the respondents tended to use subjective estimates by informed key respondents. In many cases, however, even an informed estimate was not possible.

A secondary limitation was that the studies, due to the constraints of time and budget, were completed using a small number of key respondents. In addition, there were instances in which data supplied from one source conflicted with that of another, or in which opinions about a sector pattern differed. As this compilation is one step further removed from the primary authorities and the delivery mechanisms in each province and the federal department, the provinces and HRDC were considered the authority on practices and issues within their jurisdiction.

While this survey has attempted to provide an overview of IGCS in Canada, the environment has changed considerably since the fall/winter of 2001–02 when the data were collected. In British Columbia, the newly elected government (May 2001) announced significant budget reductions and a major reorganization of government services and programs. In Saskatchewan, a government reorganization saw some of the functions of the former Department of Post-Secondary Education and Skills Training assumed by two departments — the new Department of Learning and the new Department of Social Services. As a result, this survey is more accurately viewed as a “snapshot” of what was in place in Canada in late 2001 and early 2002.

Lastly, an acknowledgement: this report is based upon the provincial and HRDC responses to the OECD questionnaire but it has been prepared without using direct quotations from the reports in order to make the document more readable. Therefore, the author would like to take this opportunity to acknowledge the work of the various respondents and to thank them for their tolerance in this broad use of their work.

Survey Respondents Methodology

All the jurisdictions went to some effort to ensure that they had identified the main stakeholders and key informants, who then assisted with identifying potential respondents. Where possible, given limited time and resources, in-person or telephone interviews were carried out. In some cases, the interview took place through the transfer of the survey instrument and conversations through e-mail. In preparing the final document, care was also taken to validate, or at least cross-check, the information.

When the lead ministry/department was not able to bring other ministries into the survey response, this was noted — as in the case of Saskatchewan where the response is reflective of the ministry responsible for postsecondary education, not elementary-secondary education.

Table 2-A Methodology

Method/Step	P.E.I.	Quebec	Sask.	B.C.	HRDC
Identify lead ministry or department	✓	✓	✓	✓	✓
Review documents and Web sites	✓	✓		✓	✓
Identify key stakeholders/informants	✓	✓		✓	✓ Reference group
Consult with key stakeholders/informants	✓			✓	✓
Identify and contact respondents	✓	✓		✓	✓
Send out survey	✓	✓		✓	
Interview respondents <ul style="list-style-type: none"> • In-person/phone • By e-mail 	✓ ✓	✓		✓ ✓	✓
Review or validate responses	✓	✓		✓	✓ Reference group
Complete summary for jurisdiction	✓	✓		✓	✓

Prince Edward Island

The P.E.I. Department of Education led the Prince Edward Island response, with one staff member coordinating the responses from other provincial ministries, institutions, organizations, associations, and individuals. A second staff member coordinated responses from the kindergarten to grade 12 (K–12) sector.

Quebec

The Ministère de l'Éducation du Québec (MEQ), through the Direction de la formation générale des adultes, led the development of Quebec's response in collaboration with the Ministère de l'Emploi et de la Solidarité sociale (MESS) (Ministry of Employment and Social Solidarity, which is also the ministry responsible for labour market affairs), and through representatives of Emploi-Québec, an independent agency associated with the ministry.

Saskatchewan

Saskatchewan's Department of Post-Secondary Education and Skills Training led the provincial response for the 2001–02 fiscal year. Their response applies only to that department and does not include responses from the K–12 sector. The responsibilities of the Department of Post-Secondary Education and Skills Training have since been assumed by two new departments —the Department of Learning and the Department of Social Services.

British Columbia

The Ministry of Advanced Education led the British Columbia response, which was developed and written by Focus Consultants under contract to the ministry. The British Columbia environment was undergoing some fundamental changes during late 2001 and early 2002, so the report should be viewed as a “snapshot” during the 2001–02 fiscal year.

Human Resources Development Canada

An external consulting company, under contract, prepared the HRDC submission in consultation with the HRDC Reference Group. Although the authors have noted above that the HRDC Response 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.

3. Policies and Strategic Directions

This section summarizes the key goals, influences, issues, and initiatives for information, guidance, and counselling services (IGCS) in Canada. As well, it identifies the use of policy instruments, the approach taken to include stakeholders, and the major initiatives that were undertaken in the last five years.

IGC services operate within the provincial/territorial education systems, which includes elementary-secondary and postsecondary — including colleges, institutes, technical and vocational schools, and universities — and labour market programming — including labour market information (LMI), career counselling, job-search assistance, and placement.

Although there are two systems providing these services, their goals are not mutually exclusive. The education systems, both secondary and postsecondary, increasingly articulate labour market goals, and the labour market programming systems include postsecondary education and training.

The arrangements for ICGS in Canada are complex and highly decentralized even within provinces/territories and ministries. There are numerous players and stakeholders involved in policy development, program planning, service delivery, evaluation, and funding — which reflects the constitutional and legislative divisions of responsibilities between and among federal, provincial, territorial, and municipal governments and departments for education, training, and labour market matters. Even though there is little or no legislation that deals directly with IGCS, the goals of related legislation and of the programs and initiatives of the various jurisdictions do have a profound impact on IGCS in Canada

3.1 Key Goals

HRDC notes that the only jurisdiction in Canada with an integrated framework for both education and labour market matters is the Northwest Territories, which has a broad policy on career development including the provision of services across the lifespan of learning and work. In 2001, the Northwest Territories approved a Directive for Career Development across the Lifespan, which establishes a clear framework for setting priorities and which defines roles and responsibilities among partners.

Quebec views education broadly, adopting the UNESCO² declaration of the right to learn, “as a process that lasts throughout life, a process that can forge identity and give a meaning to life.”³ The Ministère de l'Éducation du Québec (MEQ) has the following goals:

- making certain that citizens receive the education services they need to ensure their personal development and to play an active role in society

² UNESCO, <http://www.unesco.org/> (December, 2002)

³ The Hamburg Declaration, http://www.differenceemploi.com/camo/form_02.htm (December, 2002)

- supporting “...young people in their choices of academic and vocational guidance [...] as part of the actions undertaken to encourage the success of the largest number of students, and to qualify these persons according to their aptitudes, with a view to their permanent entry into the labour market and their entry into society.”⁴

The goals of better academic and vocational IGCS, adapted for specific clients, are pursued through:

- Quebec policy on universities⁵
- policy on adult education and continuing education
- academic adaptation policy⁶
- guidance-oriented school project⁷.

At the Ministère de l'Emploi et de la Solidarité sociale (MESS) (the ministry of employment and social solidarity), IGCS policies come under the public employment service, and have the following goals and objectives:

- to ensure a quantitative and qualitative balance between the supply of and the demand for workers
- to reduce, through better career planning and choices, the economic costs associated with unemployment, social and economic exclusion, and loss of employment

Other organizations involved with IGCS in Quebec are the following:

- Carrefours Jeunesse-Emploi, which have the same goals as MESS
- La Société de l'assurance automobile du Québec (Quebec automobile insurance corporation), which has goals for rehabilitation and labour market re-entry for clients
- Commission de la Santé et de la Sécurité du Travail (CSST) (Occupational Health and Safety Board), which has goals for rehabilitation and labour market re-entry for clients.

Saskatchewan's Department of Post-Secondary Education and Skills Training states as its goal that “through continuous learning, all Saskatchewan people [should] have the knowledge, skills, and abilities to benefit from and contribute to society and the economic prosperity of the province.”

In the postsecondary sector,⁸ IGC services contribute to this goal. The principles that support the stated goal include a commitment to quality, responsiveness, accountability, equity, access, partnership, sustainability, and shared responsibility.

⁴ In *Plan stratégique du Ministère de l'Éducation du Québec* (Strategic plan of Quebec's Ministry of Education), April 2001, p. 15.

⁵ Ministère de l'Éducation du Québec. *Politique québécoise à l'égard des universités* (Quebec policy on universities), Government of Quebec, 2000.

⁶ Ministère de l'Éducation du Québec, *Politique de l'adaptation scolaire. Une école adaptée à tous ses élèves* (Policy of academic adjustment. A school suited to all its students), 1999.

⁷ Ministère de l'Éducation du Québec, *L'approche orientante pour favoriser la réussite* (The guiding approach to foster success), 2002, 54 pages. <http://www.meq.gouv.qc.ca/dassc/pageservices.html>, (December, 2002)

⁸ The postsecondary education, training and employment services sector includes (but is not limited to) students and learners, universities, SIAST and Regional Colleges, private vocational schools and trainers, the Apprenticeship and Trade Certification Commission, First Nations and Métis organizations, community-based organizations, industry, professional, and labour associations, employers, and the Department of Post-Secondary Education and Skills Training.

The employment centres of the Canada–Saskatchewan Career and Employment Services aim to provide quality career and employment services that promote individual self-sufficiency and are relevant to the labour market.

British Columbia reports that provincial goals are not explicitly stated because several ministries have responsibility for managing and delivering IGCS, including ministries responsible for education, postsecondary education, and labour market matters. These ministries include transition to the labour market and success in the labour market — usually employment — as the goals of their service plans. The links between a client’s actions (of exploring possible careers, making career decisions, and carrying out a job search) and the outcome of obtaining employment are assumed, yet difficult to verify or quantify.

HRDC has the following goals and objectives for IGC services:

- Career and labour market information is a public good. Canadians who need this information should be able to access basic services at no charge.
- Career and labour market information is an investment in people. The emphasis is on helping people to help themselves and not on the provision of support simply as a matter of entitlement.
- Career and labour market information improves the functioning of the labour market. The services are aimed at improving the match between labour demand and supply.
- Helping individuals obtain or keep employment reduces individual dependency on income support programs, namely employment insurance and social assistance.
- Better integration of services at the local level (through collaborative partnerships with provincial, territorial and municipal governments, employers, community-based groups, and other interested organizations) reduces gaps and overlaps.

Career development policies and services are of 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).

For **CMEC**, the goals include:

- the provision of guidance services within the schools
- career development services in postsecondary institutions
- services to assist people in making the transition from one form of learning to another, and to the labour market

The **FLMM**⁹ was established in 1983 for the purpose of interjurisdictional discussion and cooperation on labour market issues. The FLMM currently has two active working groups that address particular labour market issues — the LMI Working Group and the Labour Mobility Coordinating Group (LMCG), which coordinates implementation of the Labour Mobility Chapter of the interprovincial Agreement on Internal Trade (AIT).

⁹ The Forum of Labour Market Ministers. It is co-chaired by the Government of Canada and a Lead Province, with the lead position rotating every two years.

FLMM goals for the next three to five years are:

- to accelerate the development and integration of occupational, career, and labour market information (OCLMI) systems through the LMI Working Group.
- to jointly develop research and evaluation projects that support FLMM and common labour market priorities — youth and transitions to a knowledge-intensive economy.
- to build linkages between the FLMM and other structures in the broad social and economic environment.

3.2 Policy Instruments

The respondents identified a variety of policy instruments for steering IGCS, ranging from legislation through formal agreements to funding guidelines and strategic plans. This section provides an overview of these policy instruments.

Nationally, the legislative measures relevant to IGCS are the *Employment Insurance Act* (1996) and the *Department of Human Resources Development Act* (1996). Of less importance, but still impacting IGCS in Canada, is the legislation regarding Citizenship and Immigration Canada (CIC), including the *Immigration Act* (1985), the *Department of Citizenship and Immigration Act* (1994), and all related regulations.

At the federal level, the Government of Canada's mandate to act in labour market and employment matters is articulated in two main legislative/regulatory documents:

- The *Employment Insurance (EI) Act*. Part II of the Act to “help maintain a sustainable employment insurance system through the establishment of employment benefits for insured participants and the maintenance of a national employment service.”
- The *Department of Human Resources Development Act* establishes Human Resources Development Canada (HRDC) as the federal department primarily responsible for the administration of EI under the EI Act and accompanying regulations, for the administration of EI Employment Benefits and Support Measures (EBSM), for implementation of the Canada Labour Code, for coordination of the federal role in social service benefits administration, and for conducting research and analysis regarding the provision to Canadians of information on the labour market.

Although the federal government plays a significant role in labour market matters — including career development of adults and training for employment — this role is increasingly being shared with provinces and territories through administrative arrangements known as Labour Market Development Agreements (LMDAs).

To date, seven provinces and territories (New Brunswick, Quebec, Manitoba, Saskatchewan, Alberta, the Northwest Territories, and Nunavut) have taken on the full delivery of career development programs and services, with the exception of the provision of LMI, which is shared. Additionally, five provinces and territories (Newfoundland and Labrador, Prince Edward Island, Nova Scotia, British Columbia, and the Yukon Territory) jointly plan these programs and services with HRDC. In these cases, HRDC delivers the programs and services. There is, as yet, no agreement with Ontario.

While the administration of labour market matters is decentralized in Canada, efforts at coordination among the federal and provincial/territorial jurisdictions occur through the FLMM.

At the provincial/territorial level, each jurisdiction has legislation governing the public education systems, both K–12 and postsecondary. Only Quebec identifies legislation that governs “an active labour market policy.” British Columbia notes that a number of statutes support the delivery of IGCS while not having direct authority over it.

In **Prince Edward Island**, the facts that no legislation governs IGCS directly and that the School Act does not require schools to provide career counselling services were seen as a barrier to improving these services.

In **Quebec**, the following education-related legislation supports IGCS:

- for the Ministère de l'Éducation du Québec, (R.S.Q., c.M-15)
- for the Ministère de l'Emploi et de la Solidarité sociale, the legislation establishing the Commission des partenaires du marché du travail (Board of labour market partners), (R.S.Q., c.M-1500). This ministry has a mandate to foster manpower development and employment and to participate in local and regional development in Quebec. The board has an active role in manpower and employment on the national, regional, local, and sectoral levels. It brings together employer, union, community, and education partners to define policies, directions, programs, and manpower measures, and to administer services, income support, employment assistance, and social solidarity (R.S.Q., c. S-32.001). This legislation governs income support, employment assistance, and social solidarity and it provides for measures, programs, and services in the fields of manpower and employment.

In addition to legislation, Quebec uses the following other mechanisms to steer IGCS:

- Canada–Québec Labour Market Agreement (1997)
- regulations and practices
- rules in the universities
- the monitoring of activities within MEQ
- Action Plans under MESS (through professional organizations such as the Ordre des conseillers et des conseillères d'orientation (Association of guidance counsellors) and the Association québécoise d'information scolaire et professionnelle (Quebec association for academic and vocational information) and using collective agreements.

Quebec highlighted a number of policies that influence the delivery of IGCS, including these new developments:

- l'école orientante (the guidance-oriented school)
- *Politique de l'éducation des adultes dans une perspective de formation continue* (Policy on adult education from the viewpoint of continuing training).

Saskatchewan, in addition to its legislation governing education at both K–12 and postsecondary, has legislation governing the provincial departments involved in information, guidance, and counselling services.

In **British Columbia**, although legislation does not play a major role in steering IGCS, a number of ministries have an interest in these services as a means of meeting their goals. In addition, legislation is used broadly to monitor the government’s overall implementation of programs and services.

The agreements between orders of government, particularly the federal/provincial LMDAs, are cited as the most important method of steering services. HRDC also notes that contribution agreements and grants between government and service providers are widely used to guide the delivery of services.

British Columbia also identifies a tripartite agreement between Canada, British Columbia, and the Nisga’a Nation, enshrined in law through the Nisga’a Final Agreement, (1999) as an example.

Prince Edward Island identifies the mechanisms that establish self-governance at the community college and the university levels as a method of guiding policy. At the school board level, funding tied specifically to student/teacher ratios guides the implementation of IGCS.

Saskatchewan identifies, as a mechanism for steering IGCS, the strategic planning that sets performance measures for colleges and the Saskatchewan Institute of Applied Science and Technology (SIAST).

British Columbia identifies the following formal agreements as the primary tools of IGCS:

- the *Canada–British Columbia Labour Market Development Agreement*
- the *Agreement for Canada–British Columbia Co-operation on Immigration*
- the *Canada–British Columbia Agreement on Employability Assistance for People with Disabilities*
- twelve separate Aboriginal Human Resource Development Agreements (AHRDAS) between HRDC and band councils and the Métis Provincial Council (used to fund Aboriginal authorities in the delivery of IGCS to Aboriginal people).

No provincial legislation specifically addresses the topic of responsibility for IGCS. However, legislation relevant to IGCS management and delivery in British Columbia provides the following authority:

- to establish and fund schools, universities, and colleges
- to establish and fund ministries
- to fund various targeted programs and to establish eligibility requirements for participation in the programs
- to establish professions and standards for professionals who may deliver IGCS
- to establish school graduation and degree requirements.

The following are other methods used for steering IGCS:

- setting outcome targets
- performance-based contracting
- competitive tendering
- professional meetings
- budgets
- specific monitoring tools for programs (e.g., work experience monitoring model)
- reporting requirements from service deliverers
- strategic goals for specific programs (e.g., reduction of youth unemployment, or transitions to postsecondary training/education)
- policy directives
- student outcomes survey
- development and delivery of professional development for practitioners
- support for the national standards and guidelines project
- private postsecondary education commission (PPSEC) accreditation process and service quality standards for private postsecondary institutions
- development of assessment tools

Table 3-A New or Proposed Legislation or Regulation

Legislation or Regulation	Date	Jurisdiction
Equity and Diversity Policy	2002	Prince Edward Island
Collective agreement identified \$250,000 annually for Staff Training and Development Fund	2001	Prince Edward Island
An act respecting the Ministère de l'Emploi et de la Solidarité sociale and establishing the Commission des partenaires du marché du travail	1998	Quebec
<i>Canada–Saskatchewan Labour Market Development Agreement</i>	Signed Feb. 1998; implemented Jan. 1999	Saskatchewan
<i>Canada–British Columbia Labour Market Development Agreement</i> for co-management of benefits and measures	Signed Apr. 1997	Canada – British Columbia Labour Market
<i>British Columbia Benefits Acts</i> — changing eligibility for income assistance	1996	British Columbia
<i>Employment Insurance Act</i> — changes to eligibility, creation of primary accountability measures, and created benefits and measures	1996	HRDC
Federal budget changes concurrent with EI Act funding moved from general/consolidated revenue to EI Part II funds, drawn from the EI Fund and contingent upon EI eligibility	1990–96	HRDC

3.3 *Influencing Factors*

Some of the influences currently shaping policies for IGCS are specific to a jurisdiction; others are similar across all respondents. These influences are summarized in the following tables under the categories of social, educational, and labour market influences.

Table 3-B Social Influences

Influence	P.E.I.	Quebec	Sask.	B.C.	HRDC
Disconnect of minority groups	Francophones, Aboriginals	Aboriginals	Aboriginals	Aboriginals	Aboriginals
Social exclusion	✓	✓	✓	✓	✓
Ageing population	✓	✓	✓	✓	✓
Changing rural populations	✓	✓	✓	✓	✓
Youth issues	✓	✓	✓	✓	✓
Immigration		✓		✓	✓
Breakdown of families		✓		Lone parents	✓
Poverty issues		Social exclusion		✓	✓
Increased worker mobility			✓		✓
Welfare reform — shift to “active measures”				✓	✓
Increasing costs of health, welfare, and justice		✓			

Table 3-C Educational Influences

Influence	P.E.I.	Quebec	Sask.	B.C.	HRDC
Reduction in funding for education and IGCS	✓	✓	✓	✓	✓
Shift from educational to labour market outcomes and the changing role for postsecondary	✓	✓	✓	✓	✓
Need for assistance through transitions	✓	✓	✓	✓	✓
Low levels of literacy/ educational attainment	✓	✓			✓
Skills development — lifelong access	✓	✓	Increasing demand		✓
Lifelong learning — requirement and access	✓	✓			✓

Policies for Information, Guidance, and Counselling Services in Canada

Based upon the OECD Survey

Influence	P.E.I.	Quebec	Sask.	B.C.	HRDC
High dropout rate for boys		✓			✓
Technology — both in the workplace and the educational setting					✓

Table 3-D Labour Market Influences

Influence	P.E.I.	Quebec	Sask.	B.C.	HRDC
Applications of technology	✓	✓	✓	✓	✓
Increasing skills requirement	✓	✓	✓	✓	Polarization
Skills shortages — need to include minorities to meet demand	✓	✓	✓	✓	✓
Unemployment and seasonal employment	✓	✓	✓	✓	✓
Movement to knowledge-based economy	✓	✓		✓	Polarization
Global marketplace — competitive capacity		✓	Diversification in agriculture		✓
Immigration and mobility, including out-migration			✓	✓	✓
Maintaining productivity		✓			Workplace-based skills, development, and learning
Changing world of work				✓	✓

In addition to these social, educational, and labour market influences, the following management themes are identified:

- privatization of government services
- decentralization of services from the federal to the provincial/territorial level, and from the provincial/territorial level to the municipal or community level
- effects of technology polarizing the labour market; those with more skills gain full-time, regular work in professional areas, while those with fewer skills and less education find few opportunities for work or find only seasonal and part-time work.

Prince Edward Island notes a lack of connection between career information and development and delivery of IGCS. There is an abundance of information available in print and through the Internet; however, clients have few resources either for accessing this information or for using it in career planning. As the public becomes more aware of the volume of information, P.E.I. recognizes the need to mediate the use of that information, which will influence subsequent policy development in social, educational, and labour market affairs.

Saskatchewan notes that the diversifying agricultural sector, NAFTA, and other trade agreements influence career development and IGCS.

3.4 Main Issues and Gaps

Although **HRDC** sees some progress toward a more coherent and comprehensive approach, they suggest that the perception that IGCS is simply providing information obscures the broader vision of a continuum of programs and services with a range of resources of differing intensity to meet the needs of clients at different stages in their life. Contributing to this fragmentation is the lack of a common understanding of career development.

Quebec identifies the lack of coordination among the various levels of players as the major deterrent to acting in concert. To address this issue, the province's *Politique d'éducation des adultes et de formation continue* (policy on adult and continuing education) provides for the strengthening of a partnership approach as well as coordination mechanisms on various issues including IGCS.

In **British Columbia**, the diverging goals and objectives of different ministries and orders of government leave gaps in service for clients and students, or leave many British Columbians without access to services. The lack of access occurs when individuals are not eligible for income support from either the federal or the provincial governments and are, therefore, not eligible for the longer-term programs, services, or training necessary before they can make career decisions, do a job search, and make a permanent attachment to the labour force.

British Columbia also notes that HRDC's primary measure of outcomes is the number of returns to work and the amount saved in the EI account, while the objective of British Columbia's Ministry of Human Resources is a reduction in the number of people receiving income support from the province. Success for one organization (a client moves from provincial income assistance to federal EI) may be seen as counterproductive by the other organization. One provincial ministry has the goal of helping new immigrants adapt quickly into the community and the work force, while the federal government has the goal of full integration of immigrants over three or more years from their first entry into Canada.

British Columbia's response pointed out that the goals of both orders of government may differ from those of municipal and community organizations, where the more holistic approach focuses on the social and educational needs of individuals as well as their needs for career

development. These fundamental issues of survival are critical for the long-term success of individuals, yet they defy government objectives to reduce budgets over the short term by reducing dependency on government support.

Adults who are making a transition from a learning institution to a work environment have few services available to support them in this move, and the services that postsecondary institutions and training centres offer may not prepare students for this transition as adults.

The following tables summarize the responses about the wide variety of issues that face policy makers. There are similar themes across the country, but with regional differences; for example, respondents identify “offering services in both official languages” as an issue — “offering services in English” for Quebec; for other provinces, “offering services in French.”

Table 3-E Organizational Issues

Issue	P.E.I.	Quebec	Sask.	B.C.	HRDC
Changing demographics of the work force	✓	✓	✓	✓	✓
Skills shortages — need to coordinate with business	✓	✓	✓	✓	✓
Funding for services	✓	✓	✓	✓	✓
Overlapping mandates of partners, need for coordination	✓	✓		✓	✓
Lack of clear objectives for IGCS. Public policy agenda. Leadership	✓	✓		✓	Lack of coherence
High levels of unemployment and seasonal employment	✓		✓	✓	
Need for accountability and the difficulty in attributing success to IGCS. Difficulty in costing IGCS and tracking clients	✓		✓	✓	✓
Lack of understanding of career development as a continuum, not a destination	✓	✓		✓	✓
Increasing number of public school graduates without basic work and life skills	✓			✓	✓
Low rates of postsecondary graduation	✓			✓	✓
Lack of clear responsibility for IGCS	✓			✓	✓
Need to address social issues		✓		✓	✓
Dissonance between education and career preparation				✓	
Need for research and development					✓
Need to encourage innovation				✓	✓

Table 3-F Management Issues

Issue	P.E.I.	Quebec	Sask.	B.C.	HRDC
Lack of access for services in both official languages	In French	In English	In French	In French	Both
Disparity in opportunity for rural residents versus urban	✓	✓		✓	✓
Access in rural areas	✓	Aboriginals		Transportation	✓
Lack of resources and/or reduced budgets	✓	✓		✓	✓
Ongoing need for partnerships		✓		✓	✓
Guidelines and standards for staff — skills, experience, and credentials	✓			✓	✓
Access for most needy clients, including appropriateness of materials and delivery mechanisms		✓		Needs of immigrants	✓
Need for a career track in IGCS				✓	Especially for Equity Group members
Work wages and short-term contracts in IGCS	✓			✓	
Need for materials translated into other languages				✓	✓
Need for Qualification Recognition and Prior Learning Assessment for new immigrants				✓	✓
Need for change management			✓		✓

Table 3-G Delivery Issues

Issue	P.E.I.	Quebec	Sask.	B.C.	HRDC
Need to include equity participation in the design and delivery of IGCS	✓	✓	✓	✓	✓
Client readiness	✓	✓		✓	✓

Policies for Information, Guidance, and Counselling Services in Canada

Based upon the OECD Survey

Issue	P.E.I.	Quebec	Sask.	B.C.	HRDC
Lack of effectiveness due to funding limitations and needs of clients		✓		✓	✓
Need for continuum of services and transitions support — from school to postsecondary and /or to work		✓		✓	✓
Use of information technology and multimedia to deliver services; lack of access to technology			✓	✓	✓
Need for service delivery standards			✓		✓
Consistent use of curriculum		✓		✓	
Urban-based design of most materials				✓	
Maintenance of materials				✓	

Barriers to Coordination of Services and to Networking among Providers

Prince Edward Island notes that HRDC’s financial support is not consistent, which creates a barrier to the coordination of services and the networking of providers. HRDC determines the target groups that are to receive the support, but this is not done in coordination with the province. Services to youth and adults are seen as disjointed and uncoordinated, with youth appearing to be a provincial responsibility while adults appear to be a federal responsibility.

A lack of communication between stakeholders is also identified as a barrier to coordination.

In **Quebec**, there is confusion regarding the overlapping mandates of the various agencies and ministries. The complexity of the different structures is also identified as a problem. In addition, the missions and priorities of each organization are not always known or recognized and therefore not respected by the other organizations. The freedom of local groups in interpreting instructions and the autonomy given to the Centres locaux d’emploi (CLE) (local employment centres) and to educational institutions results in differences from place to place, and casts doubt on the legitimacy of the decisions made concerning individuals. The need to respect the freedom of action of the professionals who work in institutions may occasionally result in a lack of uniformity and consistency in day-to-day practices.

MESS services in Quebec are distributed among the administrative regions¹⁰ in order to ensure that client services are available nearby, every administrative region has a variable number of CLE. But school boards, Cégeps, and universities are not distributed on a regional basis, which

¹⁰ See the distribution of administrative regions as given at http://www.meq.gouv.qc.ca/ADMINIST/OrgScol/Reg_Adm-gif.html, (December, 2002).

sometimes creates problems. For example, there is not always a proper relationship between the size of the school board and the number of CLE with which it must do business. In the regions, the number of students is generally lower than in the large urban centres. Consequently, the staff who dispense guidance and academic and vocational information services in the regions must cover larger territories and work with a larger number of CLE. This problem may affect the accessibility, consistency, and quality of the available services.

The creation and establishment of *Emploi-Québec* (Quebec Works) in 1998 has not yet produced networking among the producers and distributors of LMI services. The reorganization of the public employment service primarily involved setting up the new network, which now comprises more than 150 CLE. In this regard, *Emploi-Québec* has not been able to ensure the development of greater coordination¹¹ among the various labour market partners. “Pour une concertation en matière de l’emploi” (for concerted action in employment) is one example of efforts underway to encourage coordination; another is the proposal to establish a common mechanism for staff to work in partnerships.

Barriers to coordination identified in **Saskatchewan** include inability to fund efforts at more complete coordination, and the lack of communication about or awareness of the activities of others. There may also be operational issues related to population density or location, especially in rural and northern areas.

In **British Columbia**, the following barriers to coordination of services between providers were identified:

- top-down approaches by government, rather than the building of consensus and coordination across systems
- competition among providers for funding
- short-term contracts that don’t support long-term relationships
- physical locations and time. If people had more time they could make a more consistent effort to coordinate.
- the amount of information that everyone has to review, especially the information that isn’t developed at the local level
- the varying mandates of the different groups involved in IGCS. Coordination could lead to a common vision and goal.
- the lack of “ownership” of IGCS
- coordination and networking are not valued as outcomes. To ensure they are valued, success indicators need to be developed for these activities.
- the lack of coordination often results in duplication of services, which results in inefficiencies in delivery.
- changing referral processes for clients
- reorganizations within ministries and changing personnel mean fewer government staff with less time to coordinate services.

¹¹ Let us recall that the reorganization of the *Services publics d’emploi* (public employment services) in Quebec was intended, in particular, to ensure better coordination of employment and manpower interventions.

- reporting procedures are time consuming
- geographic distribution in British Columbia's isolated communities

HRDC identifies the following barriers to coordination of services and networking:

- lack of transparency and coherence
- absence of full participation by all-important stakeholders
- absence of broadly accepted service delivery standards

Although limited resources impact the capacity to serve people, a variety of client groups do have access to services. However, access is limited to those who are literate, particularly computer literate, and who have access to the Internet services, which leaves a segment of the less-literate population without service.

The following table shows that the lack of appropriate methods, tools, supports and follow-up, and overall delivery standards prevents consistency of service.

Table 3-H Gaps in Provision of Services

Gaps in Provision of Services	P.E.I.	Que.	B.C.	HRDC
Access to service by students who go from school to work	✓			
Access to services for job/career changers, the under-employed, and the working poor	✓			✓
Access to services for francophones in francophone communities	✓			
Access to services for anglophones in francophone communities	✓	✓		
Access to materials in the client's first language			✓	
Access for youth and adults with intellectual disabilities or learning disabilities	✓		✓	
Services for clients with low literacy or low levels of education				✓
Access to services due to limited resources	✓			
Access to computers/Internet access for low-income clients			✓	
Access by clients who are neither EI nor IA recipients			✓	
Access to services by those most in need, not just the most job-ready			✓	
Access for those without postsecondary training/education			✓	
Access to services for Aboriginals with disabilities			✓	
Access to information about opportunities within Aboriginal communities			✓	
Access and support for students with disabilities			✓	
Access to services for university students and recent graduates	✓		✓	
Access to post-program supports and job maintenance skills			✓	

Gaps in Provision of Services	P.E.I.	Que.	B.C.	HRDC
Access to pre-employment training, life skills training, or organized volunteering.			✓	
Access to information about opportunities within Aboriginal communities			✓	
Access for those in rural and remote communities				✓
Access for the self-employed				✓
Access for workers who are downsized, but whose companies do not provide re-employment services				✓
Youth and students who do not self-identify	✓			
Support and services for youth whose parents are not able to assist them to make good career choices	✓			
Support and services for youth and young adults who do not have a sound career decision making model to follow	✓			
Need to broaden the penetration of LMI		✓		
Need to focus on the initial assessment, not just the follow-up interview		✓		
Need to allocate funds to assessment and career planning				✓
Need to offer an intervention immediately upon intake		✓		
Need to focus on job entry/re-entry as a goal		✓		
Lack of time to follow up on clients		✓		
Need to acknowledge that success for those most in need may take longer				✓
Need for comprehensive assessment for immigrants				✓

Other gaps identified were of a broader nature. **British Columbia** identifies the need for more proactive and creative measurements of success. Because the success of a particular program influences policy, the measurement of program success is seen as one way to develop policies that support a comprehensive approach to services. Labour market gaps are noted for some people. Those who work in fields that traditionally are based on manual labour, such as logging, fishing, and manufacturing, may not perform well in the knowledge-based economy without extensive retraining.

Quebec reports that an authentic training culture has not yet been developed in every social stratum. Information, guidance, and counselling services attach great value to utilitarian training, tied to the labour market. Current practice does not attach value to training and to general education as valuable goals, and link them explicitly to quality of life.

3.5 Stakeholders and Partners

The key non-governmental stakeholders and partners include employer organizations, trade unions, parents' groups, and alumni. In most provinces, these organizations and individuals are not directly involved in regulating or funding IGCS. However, they are involved in many collaborative efforts:

- serving as members of, and/or providing input to, organizations such as advisory councils on labour and the work force, labour force development boards, boards of labour market partners, occupational health and safety boards, research institutes, regional planning partnerships, and apprenticeship boards
- providing input for skills training programs and serving on advisory boards to college programs
- participating in job fairs and career expositions

Stakeholder and partner organizations and individuals, through such involvement, do influence policy development.

3.6 Major Initiatives

The respondents reported on a wide variety of new initiatives taking place — from reports, new directions, and whole new approaches to social issues such as welfare reform. The following table summarizes each of the areas of reports, methods, and services.

Table 3-I Government Reports That Recommend New Approaches or New Priorities

Report Name	Date	Jurisdiction/Author
Stepping Up: Skills and Opportunities in the Knowledge Economy	2000	HRDC
Achieving Excellence: Investing in People, Knowledge and Opportunity	2002	HRDC
Knowledge Matters: Skills and Learning for Canadians	2002	HRDC
Opportunities for Promoting Apprenticeship: Labour Market Analysis	2002	Prince Edward Island
Health Human Resources: Supply and Demand Analysis	2001	Prince Edward Island
Construction Association Report		Prince Edward Island
High School Transitions Report	1999	Prince Edward Island
Charting the Course for a Learning Society: Towards an Education and Training Strategy for Prince Edward Island	2001	Prince Edward Island
Project de politique d'éducation des adultes sans une perspective de formation continue (Policy on adult education in a perspective of continuing education) Draft plan and action plan.		Quebec
Action plans from the Sommet du Québec et de la jeunesse (Summit of Quebec and of Youth)		Quebec

Report Name	Date	Jurisdiction/Author
Saskatchewan's Training Strategy		Saskatchewan
The Will to Act: Review of services to people with disabilities	1998	HRDC
Moving On: Regarding transitions from schools to postsecondary	1997	British Columbia
Charting a New Course: Strategic plans for college, institutes, and agencies		British Columbia
Quality Career Counselling Services: A Policy Workbook	1994/5	Valerie Ward and Dr. Dorothy Riddle
Employment Readiness Scale	1999	Valerie Ward and Dr. Dorothy Riddle
Needs-Based Assessment	1999–2001	British Columbia
Various reports and studies on effective employment counselling approaches		Dr. Borgen and Dr. Amundsen
Guidebook on Partnerships: To foster community capacity building	1997	HRDC

Table 3-J New Methods and Philosophies of Providing Services

New Method and Philosophy	Dates	Jurisdiction
Ready to learn — partnership with HRDC to help adults complete high school and take a course at the postsecondary level	1994–1998	Prince Edward Island
Assessment service centres for adults through the Institute of Adult and Community Education at Holland College	1997	Prince Edward Island
Workplace Education PEI — a non-traditional approach to learning, including literacy and upgrading programs for employees	1997	Prince Edward Island
Career Promotions Working Group established to promote careers to all Islanders	2001	Prince Edward Island
Career fairs, Labour Market Expositions, and Career Expositions for youth and adults	Ongoing	Prince Edward Island
École orientante (Guidance-oriented School), a new curriculum to explore career options and to develop a career plan		Quebec
Use of new information and communication technologies		Quebec

Policies for Information, Guidance, and Counselling Services in Canada

Based upon the OECD Survey

New Method and Philosophy	Dates	Jurisdiction
Quebec Adult Education Week — to develop an interest in lifelong learning (planned for fall 2002)	2002	Quebec
Changes to counselling, incorporating a structured set of interviews or interventions involving assessment, employment assistance, coaching, and follow-up.		Quebec
LMI as a universal basic service		Quebec
Staff training in a client-centred approach, including working with immigrants, persons with disabilities, women and other targeted clients	1998–2000	Quebec
Canada-Saskatchewan Strategic Initiatives on career services and LMI		Saskatchewan
Canadian Standards and Guidelines for Career Development Practitioners	1996–ongoing	Saskatchewan British Columbia
A Framework for Funding and Delivery of Community Based Organizations		Saskatchewan
Regional Planning Partnerships and Sector Partnerships		Saskatchewan
Prior Learning Assessment and Recognition, Career Education, and Workplace Education		Saskatchewan
Initiatives of the Departments of Labour, Education, and Social Services		Saskatchewan
Skills Now — to support income assistance recipients into postsecondary	1994–96	British Columbia
Canada–B.C. Strategic Initiatives for LMI and assessment counselling and referral	1994–99	British Columbia
Screening Process for applicants to income assistance	2000	British Columbia
Career and Personal Planning Curricula — mandatory courses on career planning for secondary students	1995	British Columbia
LMI Initiative — supports development and delivery of career, learning, and skills information to support career planning	1999 Ongoing	HRDC and Federal Treasury Board
Regional Economic Development and School Initiatives — to raise awareness of work opportunities in communities for youth		Newfoundland and Labrador
Applications for Working and Learning — professional development activity for teachers to link to the workplace		British Columbia
Take Your Kid to Work	Ongoing	HRDC
Co-operative Education for postsecondary students	Ongoing	HRDC
Circuit Coach — self-instructional training program to provide front-line workers with a grounding in career development	Ongoing	HRDC

New Method and Philosophy	Dates	Jurisdiction
Sector-Wide Initiatives — developing and delivering labour market programs through partnerships with 29 sector organizations	Ongoing	HRDC
The International Career Development Symposium — bringing together career development professionals and policy-makers for a dialogue on policy and practice	1999 and 2001	HRDC-led, International

Table 3-K New or Upgraded Services or the Downsizing or Elimination of Existing Services

Change to service	Date	Jurisdiction
Partnership between HRDC and the Department of Education to provide Labour Market Outreach Workers within 12 high schools.	1998–2001	Prince Edward Island
La Société éducative de l’Île-du-Prince-Édouard, bringing French postsecondary to the francophone community in Prince Edward Island via videoconferencing.	2002	Prince Edward Island
Creation of the Carrefours Jeunesse-Emploi to foster social and economic integration of young adults at the community level	1995	Quebec
Adoption of the “single window” approach — an autonomous service unit to implement the measures and programs of the Ministère de l’Emploi et de la Solidarité sociale		Quebec
Creation of the Service public d’emploi (Public employment service) with 150 Centres locaux d’emploi (local employment centres) offering financial assistance and employment assistance		Quebec
Assisted Self-Service Delivery Model for clients within Career and Employment Services		Saskatchewan
Increased use of technology and multimedia (e.g., SaskNetWork Internet site)		Saskatchewan
Jobs Partnerships — work-first model	2000	British Columbia
Core Service Review to identify and confirm the role and responsibilities of government	2001, ongoing	British Columbia
Social service reform that focuses on active measures rather than passive income support		All respondents
Government Online — an initiative to provide Canadians with electronic access to government services by 2004	Ongoing	HRDC and other federal departments

4. Delivery

There are two primary providers of information, guidance, and counselling services (IGCS) in Canada — the public education systems from kindergarten to grade 12 (K–12) and postsecondary, and the employability or career development system delivered by public, private, and not-for-profit practitioners.

Although there are significant similarities in the educational systems across Canada, there is no single organizational model within the employability/career development sector for the provision of IGCS to adults. Section 4.1, combining the responses to the OECD survey questions regarding the delivery of services, reports primarily on the delivery of IGCS to adults, including those in postsecondary, with a discussion on:

- whether the services are targeted or form a comprehensive approach
- target groups for IGCS and how they are prioritized
- the providers of IGCS (including the role of stakeholders)
- the types of services available
- the use of various delivery methods
- financing and resources (e.g., staff available for IGCS delivery)
- the coordination of IGCS.

4.1 Access and Targets

As the primary goals for IGCS focus on labour market attachment, the majority of services across Canada are dedicated to targeted populations (to increase their labour market readiness/attachment) and not to the general public.

Quebec and **Saskatchewan** (the survey respondents with fully integrated labour market development approaches) report the broadest access to services; although they still give employment insurance (EI) clients priority for some services. The other provinces report highly targeted systems, often with a priority for provincial income assistance recipients.

There is a consistent core of priorities for access to IGCS across Canada, with provincial variations. Students and EI clients are the most commonly mentioned priorities, with youth following. There are some differences in the age criteria for being designated as youth, with other characteristics used to determine eligibility — students, EI clients, Aboriginals, immigrants, and people with disabilities.

The labour market information and labour exchange services of **Human Resources Development Canada** (HRDC) are accessible across Canada and both are delivered through self-service on the Internet or through information kiosks provided in many locations. Career development services for adults are targeted to those most in need, as determined by local Human Resource Centres of Canada (HRCCs) or their provincial/territorial or community partners at the local level. Most local services have a “needs-determination” or “triage” process to channel clients to available services.

Table 4-A provides a summary of the target groups identified by the respondents. These target groups are not mutually exclusive; presumably, the homeless category includes some working poor individuals; and the “cheque-less” would most likely be a subgroup of “all individuals on the basis of priority labour market needs.” While all the priority target group members fit into this last category, the intent appears to be to allow clients access to services when they need them and can utilize them, rather than waiting until they become homeless or eligible for income assistance.

Table 4-A Priority Target Groups

Target Group	PEI	Quebec	Sask.	BC	HRDC
Students: K–12 Postsecondary Vocational	✓ ✓ ✓	✓ ✓ ✓	✓ ✓ ✓	All students Also students with disabilities or Aboriginal students, or alumni and recent graduates	✓
EI recipients	✓	✓	✓	✓	✓
Youth	✓ Aged 15–30	✓ Aged 16–24		Aged 15–34 or 15–29 Also “at risk”, entrepreneurs or unemployed	✓
Aboriginals	✓		✓	✓	✓
Persons with disabilities	✓		Also within postsecondary	✓	✓
Immigrants		✓	✓	✓	✓
All individuals on the basis of priority labour market needs		✓	The “under represented”		For self-service only
Income assistance recipient			✓	✓	✓
Visible minorities	✓				✓
Women	In leadership and management				✓
Low literacy/illiterate or with only basic education		✓	✓		
Single (lone) parents					✓
The “cheque-less” ¹²		✓			

¹² Persons who are not receiving any public income support.

Policies for Information, Guidance, and Counselling Services in Canada

Based upon the OECD Survey

Target Group	PEI	Quebec	Sask.	BC	HRDC
The working poor				✓	
Clients with multiple barriers				✓	
Women and men in non-traditional jobs	✓				
The homeless					✓

There are a number of influences on IGCS, and these were examined in Section 3, with the single most significant influence on the delivery of services being the priorities set out in the *Employment Insurance Act*, the primary funding mechanism for IGCS across Canada. The *Employment Insurance Act* states that:

“the Commission shall 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.”

This is interpreted as universal access, usually through self-service, to labour market information (LMI) services and labour exchange services. However, longer-term or more in-depth assistance depends on a person’s status under the EI Act, whether the person is currently eligible to claim EI benefits or had been eligible at some point in the previous three to five years from the date they first sought assistance — termed “reach-back clients”. Employment Benefits and Support Measures (EBSMs) which may include IGCS are defined as:

- 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.

Identification and Prioritizing of Target

Each jurisdiction establishes processes for identifying priorities for services ranging from formally mandated consultation to internal government decision-making; however, most respondents note that some level of local consultation is built into the process.

Prince Edward Island noted that institutions have significant autonomy to set priorities based upon the data and information gathered at the local level by each school or agency.

The **Quebec** Ministère de l’Emploi et de la Solidarité sociale (MESS) engages in a consultation process with workers and users of the public employment service to determine the critical tools and products for success. For guidance and counselling services, Emploi-Québec conducts an analysis of regional and local labour market issues and client characteristics in order to identify client needs and establish priorities within the context of available resources.

Saskatchewan emphasizes services to EI recipients through their Labour Market Development Agreement (LMDA), and the province’s Regional Needs Assessment process identifies special-needs groups, including Social Assistance recipients. In addition, community service providers are contracted to meet special needs (people with disabilities, Aboriginal peoples, people with barriers to employment).

In **British Columbia**, priority needs are established by the goals and objectives of the funding department or ministry, as stated in legislation; then through the goals of the provincial ministry (reducing the numbers of people receiving income assistance). However, there is some flexibility for local targets to be set through regional LMDA co-management processes. Less frequently, priorities may be established for industries or sectors (the fishing industry), or social issues (poverty or homelessness).

HRDC reports that a business planning process is used in HRCCs that includes information about local, regional and national labour markets. This planning process takes place at the local level, and it responds, in principle, to the labour market conditions and the needs of the various client groups in the local area. National legislation, policy, guidelines, funding and leadership remain important influences.

Table 4-B summarizes a variety of methods used to express the priorities and targets of the education and career development systems.

Table 4-B Methods of Targeting Groups

Targeting Method	PEI	Quebec	Sask.	BC	HRDC
Agreements (e.g., LMDA)	✓	✓	✓	✓	✓
Contracts with service providers	✓	✓	✓	✓	✓
Mandates	✓	✓	✓	✓	✓
Policy	✓	✓		✓	✓
Funding/budgets	✓			✓	
Action plans/ Implementation plans		✓		✓	
Program terms and conditions				✓	✓
Local service plans				✓	
School-based priorities	✓				
Regulations		✓		✓ for K–12	

4.2 Delivery Settings and Providers

Elementary and secondary schools and postsecondary institutions are the primary providers and delivery settings for services provided to youth/students within the school systems, and they remain important players even when other providers or stakeholders are involved in IGCS delivery. They link with not-for-profits, businesses, labour, HRDC, and other stakeholders to offer specific events and targeted products or services. The following subsection describes the major providers as they relate to delivery of IGCS in elementary-secondary education, postsecondary education, and the career development/employability sector.

IGC Services in Elementary and Secondary Schools

In **Quebec**, IGC services offered through the MEQ are grouped under student services or under intake and referral services and are available on request. In elementary and secondary schools, IGC services are available to all students, without distinction.

In Quebec, IGC services offered by the MEQ are among the extension services offered by secondary schools and are, therefore, governed by the same framework as regular youth education. IGCS delivered to adults in training centres are part of intake and referral services under the *Education Act*.

For children and youth in **British Columbia**, IGCS are provided through the public K–12 school system, with the Career and Personal Planning courses delivered from grade 8 through grade 12. Youth and adults also have access to IGCS through the public postsecondary system, and through Internet delivery accessible to, although not necessarily targeted to, youth.

HRDC reports that the Government of Canada participates in, but is not primarily responsible for, the provision of school-to-work career development transition services to youth. Youth who are not of school-leaving age are considered to be clients of the provincial/territorial education 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 LMI.

IGC Services in Postsecondary

In **Prince Edward Island**, the postsecondary system is a major provider of IGCS through both the colleges and the University of Prince Edward Island, with those students who are leaving/graduating from the system being identified as high priority.

IGC services are provided in **Quebec** through all aspects of MEQ, its education system, with the Ministère de l'Emploi et de la Solidarité Sociale (MESS) providing LMI services to the population as a whole.

The **Saskatchewan** postsecondary education, training and employment services sector provides services to students and learners at universities, technical/vocational training institutions, Regional Colleges, private vocational schools, apprenticeship and trades programs,

First Nations and Métis organization programs, community-based organizations, industry, professional and labour associations, and employers. Most of the clients for these services are adults, but may include youth.

In **British Columbia**, students in postsecondary institutions or alumni, regardless of their age, may have access to services through on-campus career or employment services and through alumni associations or their university/college/institute.

IGC Services in Labour Market Programming

The delivery of services within career development or employability programming is provided through the public education systems (including postsecondary), the community or not-for-profit sector, and the private sector. In all responding provinces, HRDC continues to play a role in the delivery of IGCS, whether to a lesser degree, as in Quebec, or to a greater degree, as in Prince Edward Island.

In many of the provinces or territories that have assumed the labour market lead through a Labour Market Development Agreement (LMDA), adults access services (employment counselling, screening for skills development or training programs) through a province-run, or contracted career centre. In the provinces that co-manage with HRDC their labour market program delivery, the trend is to co-locate their services and HRDC service centres. to accomplish this goal.

Public Sector Providers

The public sector remains a significant provider of IGC services in Canada, although the not-for-profit sector is probably the largest single sector involved in IGCS delivery. More frequently, the public sector role consists of managing the contracts for services delivered by the not-for-profit and private sectors, of setting priorities, and of evaluating outcomes.

In **Prince Edward Island**, the Public Service Commission disseminates information through postings, job fairs, trade journals, and the government Web site and the Human Resource Manager coordinates internal IGCS to staff.

In **Quebec**, IGC services for adults are offered both within and outside the public employment service. When delivered by internal staff, the activities are provided by a guidance counselling professional or by an employment assistance officer. Externally, the Centres locaux d'emploi (CLE) (Local employment centres) have service contracts with external resources, such as public education institutions, or resources from the private, public, or community sectors. Emploi-Québec (Quebec Works) offers guidance and counselling services for adults. These are carried out in partnership with such major labour market partners as the Commission des partenaires du marché du travail (Board of labour market partners), the Conseils régionaux (Regional councils), the comités sectoriels de main-d'œuvre (sectoral labour force

committees), the comités de reclassement (reclassification committees), and the centres locaux de développement (local development centres).

In **Saskatchewan**, the Department of Post-Secondary Education and Skills Training is responsible for providing all career and employment services to adults through an integrated training and employment services delivery mode. This includes services for EI clients and social assistance recipients, as well as all Saskatchewan residents, including youths. Regulation, funding, and provision of services are all guided by this department. Service delivery is offered through twenty local/regional Canada–Saskatchewan Career and Employment Services Centres and through service contracts with community-based organizations. Provincial services are co-located with other service providers to support partnerships.

The responsibility for IGCS in **British Columbia** is distributed across a number of ministries and orders of government; no single ministry has direct authority over provision of services to a particular target group. The following three features characterize public employment service involvement in IGCS in the province:

- The majority of client-based IGC services are contracted out to non-profit and private service providers.
- The primary focus of public employment services is the provision of career information, preliminary client screening, and referrals to service-providers.
- The delivery of IGCS tends to be segmented, with different government departments and agencies serving different target groups.

Consultants for training and for vocational rehabilitation services in the Ministry of Human Resources play the most significant in-house client-serving roles. In both the federal and provincial streams, services to targeted adults are managed through government offices at the community or area level. The services are primarily delivered through community-based service providers (including private and not-for-profit providers) on a contractual basis. In addition to direct service provision, the public sector also plays a prominent role in producing and disseminating career information to schools, postsecondary institutions, and government offices.

Human Resource Centres of Canada (HRCCs) provide labour market information, labour exchange, and job search preparation assistance to all client groups. They also contract out to not-for-profit and for-profit organizations in the community to deliver these services. Other services include employment counselling to the unemployed from all client groups and career development services to selected client groups (immigrants, persons with disabilities, or Aboriginals).

Private (for-Profit) Sector Providers

There are few government initiatives to encourage private organizations to provide guidance and counselling services or to regulate such services.

Both **Prince Edward Island** and **Saskatchewan** report that career guidance and counselling services provided by the private (for-profit) sector existed on a small scale in their provinces. Saskatchewan noted an apparent expansion in private job search and employment services.

Quebec reports that 27.4 per cent of the members in good standing of the Ordre des Conseillers et des Conseillères d'orientation (Association of guidance counsellors) are in private practice on a full-time or part-time basis; precise information on their activities is not available. Some of these counsellors are paid by parents to work with students, and some work indirectly as consultants to government or service providers. Adults may also retain the services of private counsellors individually, at their expense. The laws and regulations that govern these professional practices define standards, and the self-governing nature of the profession helps to ensure those standards.

British Columbia reports the growth of private career guidance and counselling services in the province. There are a few formal government processes specifically intended to encourage the provision of guidance and counselling by private (for-profit) organizations. The largest are the workplace-based partnerships, such as [JobWave BC](#), Business Works, the Jobs Partnership Program, and the Workplace-Based Training Program. Private services also exist in government/industry workplace-based training or matching partnerships, career counselling for employees of corporations, and private career colleges. The private sector may also be involved in the development of various products such as LMI or job search materials.

According to **HRDC**, governments are exploring ways of encouraging and facilitating a greater involvement of for-profit companies in the development of career information products. An example is HRDC's Office of Learning Technologies with three funding streams that private companies can use for the development or application of learning (and career development) technologies. HRDC organizes the involvement of the private for-profit sector in four career development categories:

- companies that research, develop, and deliver print and Internet-based career information products
- companies that deliver services on behalf of the federal government or provincial/territorial governments under outsourcing agreements or fixed contracts
- companies that provide outplacement services to business and industry, mostly in downsizing and layoff situations
- private practitioners that provide rehabilitation, re-employment, career planning, career and occupational assessment and diagnostic services to individual clients.

HRDC notes a rapid growth in the use of private for-profit career services. Clients are increasingly required to support preparation for employment or career change with personal financial resources, and concern has been raised that this trend introduces a level of economic elitism as to who can afford to purchase these services.

Not-for-Profit (Community) Providers

All the survey respondents describe a significant role for the not-for-profit community sector in the delivery of IGC services. **HRDC** reports that more than 10,000 non-profit organizations in Canada offer some career development services and they provide a large proportion of the career services in Canada. They are funded by one or another level of government and may receive funding from more than one source, with the majority of non-profit career development service providers working with one or two, client groups. Starting in 1996, the federal government began contracting out Negotiated Financial Assistance (NFA), a precursor to Skills Loans and Grants for individuals and the coordinating function for dispensing funds to clients for training courses.

Prince Edward Island provides examples of a range of community-based organizations that deliver services in that province, specifically mentioning a community human resources counsellor who serves unemployed francophones. Organizations such as the Canadian Mental Health Association, the Native Council of Prince Edward Island, and the Council of the Disabled provide services to their respective clients.

Saskatchewan and **British Columbia** both note that the non-profit, community-based sector plays a major role in delivery of services in their provinces. In both cases, the majority of these services are directed toward people with significant, severe, and/or multiple employment barriers, such as Aboriginal clients, social assistance recipients, immigrants, and people with disabilities.

Community-based organizations in **Saskatchewan** are considered key partners in the ongoing development of the regional delivery system of the Post-Secondary Education and Skills Training department in providing career and employment services. The community organizations are contracted to provide IGCS, and they are seen as complementing the work of the offices of the Canada-Saskatchewan Career and Employment Services.

In **British Columbia**, HRDC and several provincial ministries fund community-based organizations, educational institutions, and related agencies to provide an array of employment-related services. While some of these services were principally for IGCS, others incorporate IGCS as part of job training, pre-employment skills development, or academic upgrading courses or projects.

Non-profit organizations comprise one of the single largest sectors delivering services in the province, particularly guidance and counselling services. An informal review suggests that about 120 non-profit groups delivered IGCS across British Columbia in 2001–02. These organizations are usually small-scale, with an average of five to seven full-time-equivalents (FTEs), but range up to between 100 and 200 employees in larger organizations. Many communities have well-established community service centres that provide a range of services for clients in a geographical area or cultural/ethnic group. British Columbia reports that the scope of non-profit activities has increased in terms of financial accountability and outcomes through performance-based contracting.

Approximately 90 per cent of HRDC's Employment Assistance Services are contracted through non-profit, community-based training organizations.

4.3 Role of Stakeholders and Partners

The OECD survey explores in some detail the roles of stakeholders and partners in the funding, management, and delivery of IGCS, and this subsection summarizes these responses. For this purpose, stakeholders include employers, unions, and professional associations while partners include alumni and student associations and parents. The majority of the survey respondents see the role of these players as important but informal, with the exception of Quebec where stakeholders and partners have a mandated role in planning and setting priorities. All the other respondents report that, although stakeholders and partners are part of consultation processes and often participate in specific events or projects, they have a minimal role in the management of IGCS.

In **Prince Edward Island**, volunteer groups such as alumni, parents, and employers are involved in IGCS, primarily providing information rather than services.

In **Quebec**, the *Education Act* prescribes the creation of Conseils d'établissement (institutional councils) made up of representatives from socio-economic and community groups, local businesses and students. In vocational training centres, parents are also involved in order to increase their awareness of an interest in vocational careers. Institutional councils establish the broad outline of IGCS implementation.

Under the *General and Vocational Colleges Act*, Collèges d'enseignement général et professionnel (Cégeps) are administered by either boards of directors or by institutional councils that include people from various socio-economic groups, companies, college students, and parents of college students. The board of directors of a college approves college curricula and their modes of application.

HRDC identifies *The Edge*, a magazine project, as an illustration of how parents, teachers, business sectors/networks, youth and youth development workers are being brought more actively into the delivery of career development, including Web site content.

Employer Involvement

HRDC outlined the following three ways in which employer organizations provide input and/or funding of IGCS:

- promoting cooperative education and student work experience programs
- participating on advisory bodies and playing a role in research (e.g., the Conference Board of Canada's *The Employability Skills Profile*)
- participating on sector councils and developing information and occupational standards

As noted in the Table 4-C, most provinces report that employer organizations are not directly involved in regulating or funding IGCS. However, they are involved in many collaborative efforts including the following:

- serving as members of, or providing input to, advisory boards, labour force development boards, commissions, occupational health and safety boards, research institutes, regional planning partnerships, and apprenticeship commissions
- providing input for skills training programs to college programs
- participating in job fairs and career expositions

Table 4-C Extent of Employer Involvement in IGCS

Province	Frequency	Level of Input
Prince Edward Island	Seldom	Local
Quebec	Occasional	Especially Quebec-wide, sometimes local
Saskatchewan	Occasional	Mostly local, but some national (there is a lack of good information)
British Columbia	Occasional	Local (mostly information rather than guidance and counselling)

Employers and employer organizations may also be involved in IGCS through:

- developing information and promotional material
- participating in information partnerships (Web site of Agricultural Workforce Policy Board , WoodLINKS media kit, and the school-based activities of the Hospitality Industry Education Advisory Committee, British Columbia)
- providing independent career information services (Web site job-finding services for association members)
- offering school system recruitment strategies
- organizing events such as open house days on manufacturers’ premises, and training days to emphasize the importance of the involvement of businesses in training their employees
- participation in career fairs and presentations in schools
- providing work experience for apprentices, interns, and graduates
- government/industry workplace-based training or matching partnerships ([Job WaveBC](#), Jobs Partnership Program, British Columbia; and Provincial Job Bank job-matching service, Saskatchewan)
- in-house information, guidance and/or counselling services for staff
- developing position papers

HRDC cites the example of General Motors, which provides career information seminars for high school students, their parents, and guidance counsellors. Some sessions are held in the evening at automobile dealerships; some use the General Motors’ distance learning network.

Union Involvement

Trade unions and professional associations are not seen by the provinces as playing a large role in the delivery of IGCS. However, HRDC does recognize an important role for the trade unions and professional associations. Table 4-D provides a synopsis of union involvement in IGCS.

Table 4-D Union Involvement in IGCS

Province	Frequency	Level of involvement
Prince Edward Island	Seldom	Local
Quebec	Occasional	Quebec-wide, but sometimes local
Saskatchewan	Occasional	Mostly local, but some national
British Columbia	Seldom to occasional	Local

Using a broad definition of “trade union” to include professional associations, **Prince Edward Island** notes that the provincial counsellors association and the teachers’ federation are involved in IGCS.

In **Quebec**, representatives from the labour force sector are members of the Commission des Partenaires du Marché du Travail (board of labour market partners). Members of workers’ associations and union federations participate in various local, regional, and provincial advisory committees.

Saskatchewan trade unions may negotiate counselling services delivered by employers as part of collective bargaining agreements and/or provide some services through their own facilities. Trade unions are involved in the Saskatchewan Labour Force Development Board and its projects.

Unions in **British Columbia** play almost no role in funding or regulating IGCS in the province, with any involvement taking place at the local level.

HRDC reports that trade unions in Canada play an active role in specific career development services. For example, the Local Help Centres of the Canadian Auto Workers Union in Windsor, Ontario, were initially funded by HRDC through the Industrial Adjustment Service. Trade unions are also involved on sector councils and on both local and provincial/territorial trade advisory committees. Some unions, through sector councils or their own help centres, pay a significant share of the costs to provide career and re-employment services. Other roles identified for students, alumni, and community partners include:

- alumni speaking to students about career choices
- alumni participating in career fairs, open houses, and school visits
- involving employed Aboriginal elders as role models
- participating in community advisory committees for school career programs

In **Prince Edward Island**, the National Literacy Secretariat of HRDC funds a partnership with the Atlantic Canada Opportunities Agency and the Prince Edward Island Department of Education.

Quebec involves youth in the decision-making process through the Politique québécoise de la jeunesse (Quebec policy on youth), the Comité ministériel à la jeunesse (ministerial committee on youth), the development of a youth impact statement, and through a committee of 20 young people who advise the Minister responsible for youth, tourism, recreation, and sports.

Saskatchewan indicates that stakeholders are represented by service delivery agencies that advocate on their behalf by communicating the needs of the priority groups. Focus groups and surveys are also used to gather information and input from stakeholders.

HRDC describes prior learning assessment and recognition (PLAR) as a policy that encourages other stakeholders to play a role in IGC services because it involves a collaborative effort of educators, trainers from various fields, businesses, unions, community-based interest and advocacy groups, and career development professionals.

Associations with a career development mandate organize conferences, workshops, and labour exchange services; they also provide education to the public about services and offer the public protection from misconduct and, in some cases, advocacy for target groups. A number of these organizations are participating in the initiative called the Canadian Standards and Guidelines for Career Development Practitioners.

4.4 IGC Services

There are significant similarities in the services provided across Canada. This may be a result of coordination across the jurisdictions or the efforts of service providers to disseminate and share best practices and new service models. The following subsection provides a listing of IGCS offered across Canada; it is neither exhaustive nor inclusive of all the innovations across the country.

Services Offered in the K to 12 Education Systems

Canadian elementary and secondary schools exercise considerable autonomy in the area of career development services. In some provinces, a school board or an individual school principal can decide whether or not to implement provincial/territorial guidelines on career and guidance services. Some provinces/territories have introduced career development courses for credit, courses that could be featured in one particular year or span all elementary and secondary years. In a few provinces, career development courses are mandatory for graduation. However, the number of hours per year and the grades at which career development is taught vary from one province/territory to another.

In **Prince Edward Island**, co-op work experience and some academic courses are available for optional credits at the secondary level.

In **Quebec**'s elementary and secondary schools, the information, guidance, and counselling services are available to all students, without distinction. The career development curriculum is being reviewed and redesigned over the next several years. A more comprehensive model will

replace the old career choice study programs. Work-related knowledge will be incorporated into curriculum designed to develop skills in “guidance and entrepreneurship.”

HRDC reports that **Saskatchewan**’s Career Guidance Curriculum in grades 6–9 involves 30 hours of instruction per year for a total of 120 hours over a period of four years.

British Columbia is steadily increasing the emphasis on career planning in grades 8–12; in these secondary grades, it is mandatory to devote 60 hours of instruction to career and personal planning. The *School Act* also requires that a student complete 30 hours of work experience in order to graduate. The 30 hours can be delivered as a separate subject or integrated into other aspects of the curriculum. In grades 11 and 12, Career and Personal Planning is a separate subject.

Prince Edward Island, Quebec, and British Columbia cite the following career information, guidance, and counselling services that are typically provided for school students:

- career fairs
- access to career libraries
- mentorship programs
- career programs
- skills assessment/achievement recognition
- pre-employment programs for students with special needs
- external facilities such as information booths and electronic service points
- printed documents on training and careers, such as Choisir (Choosing) and Carrières (Careers)
- individual career counselling
- Internet sites
- apprenticeship programs
- parent workshops
- intake and referral service
- career forums, exhibitions, and vocational training Olympiads
- computer-based programs, such as Repères (Benchmarks) and Choices
- testimonials and interviews from new arrivals in the labour market

Federal initiatives contributing to career information and guidance for school students include:

- The Blueprint for Life/Work Designs
- Canada Prospects
- Take a Kid to Work Day
- The Real Game
- Canada Career Week
- SchoolNet

Services Offered through Postsecondary Education

Prince Edward Island, Quebec, and British Columbia reported on the following IGC services in postsecondary institutions (universities, colleges and institutes) that can be offered to students, recent graduates, and alumni:

- recruitment events
- entrepreneurship services
- education information
- psychometric tests

- workshops, lectures, and job clubs
- access to a network of employers
- career/job fairs, labour market expositions
- individual career exploration and work search counselling
- on-line resources (job opportunity postings and/or registration, mentors, and publications)
- psychological counselling
- co-op education programs
- career search internships
- intake, referral, and needs assessment services
- Aboriginal and disability advisors who assist with career issues

HRDC notes that postsecondary institutions themselves have complete control over the provision of IGCS, as there are no provincial/territorial career development guidelines. Almost all postsecondary institutions offer career services, including student placement in employment whether volunteer, summer, work experience, part-time, or full-time. Some have mandatory, but non-credit, courses in career planning, and many institutions offer credit courses in career development. Limited resources may mean that only some postsecondary students can access career development assistance.

Services Offered through Labour Market/Career Development Programming

In recent years, national and provincial public policies have emphasized individual responsibility and client self-service. Individuals are encouraged to use materials and resources available through federal, provincial/territorial, or community-based resource or career centres. This self-service approach is driven by the government's desire to increase access and to reduce costs, and is facilitated by the availability of Internet technologies.

In **Prince Edward Island**, the Public Service Commission provides information through postings, job fairs, trade journals, and the government Web site. Most of the "lighter" services available utilize a drop-in service model, which means that access is dependent on the individual self-identifying as needing service. Advertising about access to services is limited, and accessing services is often the result of advertising by means of "word-of-mouth."

Outside the education system, a person in **Quebec** must be 16 years of age or older and have ceased attending school, as stipulated in sections 2 and 14 of the *Education Act*¹³, in order to access either intake or referral services. The services are tailored to fit regional needs and priorities, with the result that the provision of the services may vary from region to region or from one CLE to another. Generally, Emploi-Québec provides the following services:

- information about labour market prospects and trends
- guidance services to help specify the employment or training needs offered to targeted clients and any other individuals requiring employment assistance services
- counselling services focusing on evaluating the employability of individual clients, including Employment Insurance participants, employment assistance recipients, and persons without public income support.

¹³ See *Education Act*.

Saskatchewan offers a number of IGCS:

- LMI, career planning, education and training information
- career counselling, job-search skills training, and résumé preparation
- computer access and multimedia support for career planning and job search
- referrals to training and job opportunities
- job development services to help employers develop job opportunities and the skills required
- the Saskatchewan Assisted Self-Service program, which provides additional assistance to individuals
- a Web site to support all the services
- a toll-free help line.

Saskatchewan and **British Columbia** both note the majority of IGCS are directed toward people with significant, severe and/or multiple employment barriers; such as Aboriginal clients, social assistance recipients, immigrants and people with disabilities. The range of services includes:

- case management
- career guidance and counselling
- employment placement services
- life skills and employability skills
- connecting clients with services for basic needs, such as housing and transportation
- individual employment counselling
- group career information sessions
- drop-in resource centres
- work search training
- job clubs
- specialized assessment and work assessment services

Assisted services, such as counselling, continue to be available through HRDC's points of delivery, through partnership arrangements with provinces/territories and/or third parties and/or through contracts with non-profit and for-profit organizations. The majority of these services are typically directed to Employment Insurance claimants or "reach-back" clients. Self-directed services such as access to HRDC's Job Bank, self-assessment tools, and training, career and labour market information were readily available to all users.

At the 150 local employment centres (CLE) operated by Emploi-Québec, clients have access to multiservice rooms, including a documentation centre, employment postings, and LMI products. Generally, all centres offer an intake and referral service without appointment.

Marketing of Services

Quebec educational institutions use various advertising or promotion techniques to raise awareness of services and to encourage use of these services; these include forums, exhibitions held in commercial spaces, posters, information kits like those produced by the Canadian Armed Forces, and other types of print materials. Occasionally, a more centralized measure is used, such as a communications plan, for literacy issues.

Services in **Saskatchewan** are co-located with other service providers to support partnerships and increase awareness. A Web site and a toll-free help line are also in place.

In **British Columbia**, a variety of methods are used to market access to services. At one end of the spectrum are the less active methods, such as Web sites that generate “hits” through search engines, including Web sites for college/university alumni or youth (e.g., [Youth Gateway](#), [BC Win](#)). Other methods of marketing include targeted advertising and translation into other languages. At the other end of the continuum of assistance are proactive measures, including direct referral of clients and outreach to referral sources, the use of one-stop shops, specialized work units, or targeted workshops, and the use of mentors. Another approach is to use professional organizations or networks such as the Youth Advisory Network to inform.

HRDC identifies the use of specific initiatives to market services and to ensure that access to services is possible for target group members. These include:

- the Youth Employment Strategy (YES) for youth
- the Aboriginal Human Resources Development Strategy and the Regional Bilateral Agreements established under the strategy to give Aboriginal peoples control of their labour force development activities
- the Urban Aboriginal Initiative that provides funding to create jobs for Aboriginal adults in urban centres
- the federal-provincial Employment Assistance for People with Disabilities (EAPD) agreements and the establishment of an Opportunities Fund
- the National Homelessness Initiative (NHI), committing \$753 million over three years to ensure community access to programs, services, and support; and
- assisting the integration of immigrants to Canada into the mainstream.

4.5 Delivery Methods

As noted in the Services section, there is a movement toward self-service, because of the availability of technology applications and the policy of encouraging individual responsibility. As well, the federal government has been providing support to organizations involved in the development and application of new learning technologies, which has resulted in increased Internet-delivered career, learning, and labour market information and self-assessment tools.

Different approaches are used in **Prince Edward Island**, depending on the age of students/clients and their needs/requests for information, guidance, and counselling services. All of the OECD IGCS methods listed below are used at the University of Prince Edward Island, although specific tests are used rather than batteries of tests. Holland College uses all these methods, *except* involving community members, and it uses Internet-based self-exploration and job search, educational experiences (such as transition years), and organized workplace experiences.

- batteries of psychological tests
- individual face-to-face interviews
- telephone information, guidance and
- group guidance and counselling sessions
- career information libraries
- Internet-based self-exploration and job-

- | | |
|---|--|
| counselling | search packages |
| • educational experiences such as transition years | • organized workplace experience or community experience |
| • the systematic use of community members such as employers, parents or alumni as sources of career information or as mentors and role models | • paper-and-pencil self-assessment techniques: for example, the Holland Self Directed Search |
| • careers fairs and exhibitions | • CD-ROM-based self-exploration and job-search packages |

British Columbia offers the following three generalizations about the variety of methods used to deliver IGCS:

- Career fairs, some form of workplace experience and, to a lesser degree, use of volunteer community members have remained consistent features of the IGCS landscape.
- The use of psychological tests, telephone IGCS, and educational transition years are not major features the services in the province.
- Group guidance and counselling sessions and individual face-to-face interviews are still commonly used methods, but they are subject to pressures for immediate placement of clients and for more self-directed approaches. As a result, there was increased use of CD-ROM and Internet-based self-exploration, self-assessment techniques, and the development of career information libraries.

To select those who will benefit most from the services, they use a “needs determination” process and assess client and program priorities..

Quebec’s école orientante (guidance-oriented school) integrates career development into other subjects, to help students understand the usefulness of their present studies. The networks of educational institutions make extensive use of individual interviews, information sessions for small groups or large groups, communications through the media, Web sites, and existing associations or groups (such as job search clubs and job cafes). The methods are selected and adapted according to the needs and characteristics of the group or the adults involved, as is the case for intake and referral services.

Emploi-Québec employs both group sessions and personalized interventions. Materials are produced for targeted clientele, for example, materials that encourage girls and women to consider non-traditional occupations and that promote entrepreneurship.

Saskatchewan reports the use of different methods for targeted groups, including open access to core services, assisted self-service, centres (access for disabled persons), on-line service, and access through centres in various locations across the province. Resources that have been developed include the data collection and storage system called the One Client Service Model, the SaskNetWork Web site, a toll-free telephone number, the SaskJobs program, and Canada–Saskatchewan Career and Employment Services centres.

British Columbia reports that, while delivery methods may be similar, that is, group work may be appropriate for both Aboriginals and new immigrants, the approach in delivering these services may vary significantly. The information on jobs, the labour market, and career planning may be similar, but the product and the medium of dissemination would have to change to meet the needs of an educated individual with a visual disability or a youth with low literacy skills. In elementary and secondary education in British Columbia, career development is a cross-curricular theme built into all Integrated Resource Packages for subjects and levels, which consist of provincially required curriculum (learning outcomes), suggested ideas for instruction, lists of recommended learning resources, and possible methods for evaluating students' progress.

Services are tailored to different target groups in British Columbia are through some of the following ways:

- family members
- local support groups for the target audience in the services
- community activities in the program or services
- members of the target group population on the board or advisory groups
- appropriate materials and translations
- target group members in the development of products and services
- adaptive equipment, and
- individual support for those who need it (e.g., individuals with developmental disabilities).

HRDC reports that some methods and tools are shared among career development delivery agencies, including a common model for the delivery of Job Finding Clubs and the common use of the Assessment Model of Employment Counselling.

Most career development services for Aboriginal peoples, both for those living on reserves and those off-reserve in urban centres, are provided by Aboriginal organizations. They use programs and service models that are specifically adapted to the culture, circumstances, and needs of Aboriginal peoples.

Internet Use

Internet use is mentioned frequently by the respondents to the survey, so it merits its own subsection as a method of delivering services through a variety of Internet initiatives:

Quebec identifies the following Internet initiatives:

- development and implementation of the Système d'information sur le marché du travail d'Emploi-Québec (labour market information system of Emploi-Québec)
- staff of the Centres locaux d'emploi promoting and using a Web site to offer a virtual counselling service on academic and vocational information
- the Emploi-Québec Web site, which allows users to carry out a self-assessment on their readiness to enter the labour market, overcome obstacles, acquire skills, search for work, and obtain and retain employment

Saskatchewan cites the SaskNetWork Web site (<http://www.sasknetwork.gov.sk.ca/>) as an important part of the province's service delivery model.

British Columbia identifies the following Internet-based career information Web sites:

- <http://www.workinfont.net.bc.com/>
- <http://www.bcopportunities.com/>
- <http://www.openingdoorsbc.com/>
- <http://www.smallbusiness.bc.ca/>

British Columbia also participates in on-line distance education initiatives such as Career Circuit.

HRDC identifies the following Internet-based initiatives:

- SchoolNet (<http://www.schoolnet.ca/>)
- Career Circuit Carrière (<http://www.thecircuit.org/>)
- Contact Point (<http://www.contactpoint.ca/>)
- Jobs, Workers, Training and Careers cluster of Government-On-Line (<http://www.jobsetc.ca/>)
- Worksearch (<http://www.worksearch.gc.ca/>)
- SkillNet (<http://www.skillnet.ca/>)
- CanLearn Interactive (<http://www.canlearn.ca/>)
- Counsellor Resource Centre (<http://www.crccanada.org/>)
- Canada WorkInfoNET (CANWIN) (<http://www.workinfont.net.ca/>)

Screening Tools

At Emploi-Québec, intake, referral, and group information sessions are universal services offered in an assisted mode. A client identification system has been designed to provide early identification of individuals who, without assistance, would be likely to have their EI benefits extended. Screening criteria were established by the CLE.

British Columbia describes three screening tools to match clients' needs of type-to-type service, in addition to one-on-one or group needs-assessment interviews:

- the service screening form used by the Ministry of Human Resources for initial streaming of clients
- a needs-based telephone assessment questionnaire piloted in several British Columbia cities in 1999–2000 (no longer in use)
- the Employment Readiness Scale™, which has been field-tested with over 750 clients in the province.

HRDC notes two screening tools broadly used in Canada, the first one self-service, the other assisted:

- WorkSearch, an HRDC Web product, guides Canadians through the process of looking for work. It includes self-assessment quizzes, and suggests the kinds of service that clients might access to help them prepare to enter the job market.
- Service Needs Determination, an HRDC assessment process, helps clients identify the services they require in order to prepare for and undertake a job search. A staff person either conducts a short interview with the client or offers a group session, gives information on available services, and schedules further assistance, if required.

Mandatory Participation in IGC Services

Of the four provincial respondents, only **British Columbia** has a requirement for a period of work experience as part of the secondary school curriculum. A ministerial order under the *School Act* specifies that, in order to graduate from grade 12, a student must have completed 30 hours of work experience during the grade 10–12 period. In earlier grades (pre-grade 10), there is no formal work experience requirement, although job shadowing and job interviewing activities do take place. In addition to the mandatory work experience requirement, about a third of students take an “Enhanced Career Program” — an option that involves 100 or more hours of work experience.

Beginning in grade 10, **Prince Edward Island** students can choose to participate in a co-op education program. There are few instances in which individuals are required to take part in guidance and counselling services. Counsellors may strongly suggest or recommend a service to an individual, but they do not generally impose it on people. On occasion, there may be sessions offered to targeted groups within a program that requires clients to participate (social assistance clients and EI clients).

Young people in **Quebec**, subject to mandatory school attendance, may also be compelled to participate in certain guidance or counselling activities. However, expulsion from school as a result of non-compliance is unlikely because the laws protect the right of young people to be educated. In practice, educational institutions try to find areas of agreement with both the student and their parents on voluntary measures that can be applied to particular problems.¹⁴

The *Quebec Charter of Rights and Freedoms*¹⁵ states that every adult has the opportunity to make choices, unless he or she is in prison, under guardianship, or receiving medical care as an invalid. However, in social programming, those delivering the services may make some requirements mandatory, with some adults being required to participate in counselling or guidance activities in order to have access to, or to continue to participate in, particular programs. In the “Destination emploi” program, clients under 55 years of age who do not have any severe employment constraints are obliged to report for a group information session or an individual interview, as determined by management of the CLE. Failure to comply with the requirements of these programs may result in a reduction of employment assistance benefits.

¹⁴ See Statutes and Regulations of Quebec, 2001 edition, *Youth Protection Act*, R.S.Q., c. P-34.1, p. 23.

¹⁵ See *Charter of Human Rights and Freedoms*, http://www.cdptdj.qc.ca/humfr/hum/4_4.htm

In **Saskatchewan**, clients of provincial programs may be required to complete an approved career Action Plan in order to access funding, and guidance and counselling may be a part of this Action Plan.

One college interviewed in **British Columbia** requires that students who are on academic probation attend counselling, including career counselling. The BC Benefits acts require youth and adult clients to be in an authorized program (which may include IGCS) or in education upgrading, or actively looking for employment unless they have been specifically excused. However, action plans for clients may not necessarily involve IGCS, and the jobs first model currently in use focuses on quick attachment to the labour market rather than career development. Private insurers may require guidance and counselling as part of a return-to-work action plan.

HRDC's career development services are mandatory for some people, and some provinces require that welfare recipients (other than single parents or persons with disabilities) undertake employment counselling to maintain their eligibility for income support. EI claimants are encouraged to participate in group information sessions that outline the services available to help them find work. Those who receive EI must conduct an active job search; but guidance and counselling is not compulsory. Not all career development practitioners favour mandatory participation because they depend on building trust and confidence when they intervene to help clients address their problems and develop an effective action plan. However, some practitioners report that clients can benefit from well-planned group activities, even if their attendance is mandatory.

4.6 Financing and Resources

This section reviews the financial arrangements for IGCS and the staff resources assigned to deliver IGCS. It brings together the sections of the OECD on which respondents could not provide much information because of the distributed nature of their IGCS (across a number of systems) and the integrated nature of IGCS delivery (embedded in other activities and services).

Financing

This subsection reviews the overall costs of IGCS, the mechanisms at the federal and provincial levels that are used to fund IGCS, where individuals are required to share the costs, and the relative costs of different types of services. IGCS and career development services are not categorized as a separate entity by any of the three orders of government in Canada. Costs 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.

Prince Edward Island estimates that the cost to the provincial government is \$2 million annually and that the cost to the federal government is \$2.5 million. Costs associated with

information production, capital and equipment, consultant fees, and other program administration costs are not included in these figures.

Quebec indicates that figures are not available for the costs at the postsecondary education level or through Emploi-Québec. Based on the financial reports of school boards, \$47.5 million was expended for academic and vocational guidance and information services in 2000–2001; this figure does not include the costs of career education courses.

British Columbia reports that IGCS is not separated from other training, counselling, and guidance or information services as an expense. Data are not available on an aggregate level and would have to be gathered from numerous sectors and orders of government. The only figures available are for HRDC's Employment Assistance Services (EAS).

HRDC reports that in the fiscal year 2001–2002, the transfer of funds for labour market programs and services to the seven provinces and territories totalled \$893 million. Fiscal year 2001–2002 expenditures under Part II of the EI Act (EBSM) are estimated to be \$2,151.8 million, including the \$893 million transferred to the seven provinces and territories. HRDC expects to spend some \$800 million for the Skills Development program of the EBSM in 2001–2002. The department also spent more than \$120 million of general government revenues each year for labour market initiatives aimed at assisting Aboriginal Peoples. Government of Canada expenditures for the Youth Employment Strategy are estimated at \$270 million in the fiscal year 2001–2002. What this doesn't include are the transfers through the Canada Health and Social Transfer (CHST) that supports IGCS through the provincial territorial education systems.

Mechanisms for funding IGCS across the country vary. In provinces that, under LMDAs, have assumed responsibility for delivery of career development services, funding is allocated by programs. For example, the province may set a specific funding level for skills development programs like training and retraining, and also establish the level of resources (dollars and staff) to deliver the programs.

In **Prince Edward Island**, the IGCS provided within the public education system are funded through the Department of Education, which allocates dollars to school boards and districts. Some school counselling positions are funded directly from the Department of Education outside the teacher-pupil ratio, but this service is only a small percentage of total government funding. Services for students in postsecondary institutions and training centres are funded through the provincial general operating budget.

IGC services for adults in Prince Edward Island are funded through HRDC; and the federal department determines priorities for the service providers by offering services to their clients, whether they are newcomers to Prince Edward Island, Aboriginal groups, or social welfare clients. Federal services are funded by federal EI dollars, allocated to employment programs, with youth funding and staff salaries coming from general in-house revenue.

In **Quebec**, school boards offering IGC services to elementary and secondary school students (both youth and adult) are funded through grants for educational resources and grants for educational activities other than teaching. Some professional resources are funded through the equalization grants of the Ministère de l'Éducation du Québec and through school tax revenues. Since school board funds are transferable between activities, funding cannot be attributed specifically to each of these sources. The Commission de la Santé et de la Sécurité du Travail (Occupational Health and Safety Board) and Emploi-Québec occasionally share in funding the costs of aptitude tests delivered by school boards to persons referred by these agencies.

At the postsecondary level, funding is drawn from the overall educational funding envelope and from tuition, private donations, and other sources. There are no data available on this, but each institution enjoys broad autonomy in assigning additional funding for delivering IGCS.

IGC services offered through Emploi-Québec are funded through the Fonds de développement du marché du travail (labour market development fund). The fund receives money from two sources, the Fonds du Québec and the EI account, which is subject to the provisions of the Canada-Quebec Labour Market Agreement. Money from the EI account financed three-quarters of the Fund and must be used to help EI clients, apart from the funds allocated to universal labour market information services, placement services and measures to support the National Placement Service.

Saskatchewan reports that the federal government provides funding to the province through the Canada-Saskatchewan Labour Market Development Agreement. The Canada-Saskatchewan Career and Employment Services system is funded by the province and the federal government through the LMDA. The Department of Post-Secondary Education and Skills Training funds the postsecondary institutions and training organizations that provide their own counselling services.

British Columbia reports the following five principal mechanisms for funding IGCS:

- block grants (to universities, colleges, school districts)
- direct service provision, e.g., by line staff of the Ministry of Human Resources (MHR)
- contracted services (MHR for community-based services; HRDC for Employment Assistance Services)
- partnerships (MHR and HRDC for “reach-back” clients; HRDC and communities for planning/consultation initiatives)
- envelope funding (to recipients such as Aboriginal clients for designated uses).

The current government is moving rapidly toward funding based on performance criteria, which usually involves block funding.

Through the LMDAs, the federal government devolved responsibility for the delivery of labour market programs and services, including IGCS, to the provinces and territories. The funds to support these activities are transferred each year to the jurisdictions. **HRDC** co-manages the

delivery of labour market programs and services with five jurisdictions (Newfoundland and Labrador, Prince Edward Island, Nova Scotia, British Columbia, and the Yukon) and is involved in direct delivery in one province, Ontario. In the five provinces (New Brunswick, Quebec, Manitoba, Saskatchewan, and Alberta) and two territories (Northwest Territories and Nunavut) that receive LMDA transfer payments, HRDC still delivers labour market information services out of additional funds.

HRDC also delivers Employment Benefit and Support Measures (EBSM) under Part II of the EI Act. The largest proportion of staff involved in the delivery of Part II programs and services are program officers who plan, develop, or manage delivery of EBSM activities through contribution agreements with a large number of not-for-profit community groups and a smaller number of for-profit organizations.

In addition to funds expended under Part II of the EI Act, HRDC also funds labour market initiatives aimed at assisting Aboriginal peoples, who manage most of this money under bilateral agreements with HRDC under the Aboriginal Human Resources Development Strategy.

Individual Funding of IGCS

The OECD survey questioned whether individual clients were required to contribute to the cost of services. All respondents indicate that publicly funded services do not have fees attached to them. This includes services provided through the public education system, postsecondary institutions, training centres, HRDC's Human Resource Centres, provincial departments working with Income Assistance (IA) clients, and community organizations.

There are some exceptions: in **Quebec**, foreign students and students attending private schools all contribute indirectly, through their tuition, to funding these services. Some budgets at the postsecondary level are partly funded from tuition, but fees are charged for such professional services as those of psychologists. In **British Columbia**, IGCS covers tuition fees in universities and colleges, although some workshops might involve costs over and above tuition. Individuals who do not meet EI or IA criteria are required to pay for services from private providers.

HRDC, like the other respondents, reports that services are available at no cost to the client. An exception is the Skills Development program of the EBSM, in which clients undertake training supported by HRDC through the payment of tuition fees, allowances for books, child care, transportation, and perhaps a living allowance, if the client is not in receipt of EI benefits. Clients are expected to cover a portion of the costs for training, sharing up to 50 per cent of tuition fees. The portion paid by the client is based on the client's financial situation. These clients are also able to access additional funds through federal or provincial grants and student loans to help cover their share.

Relative Costs for IGCS

Most respondents indicate that they do not have cost and expenditure data on IGCS (which could provide an adequate basis for estimating overall government expenditures), nor can they describe the cost of achieving particular outcomes. These services are usually embedded in other functions.

Saskatchewan did report that internal government systems, such as the One Client Service Model, might produce data for internal analysis, and that educational and other institutions might have their own internal systems for analysis.

HRDC notes that little research information on the costs and benefits of different career development services is available for use in public policy development. Job Finding Clubs are one service for which costs and benefits have been studied; also mentioned was a series of “social experiments” on the benefits of active employment measures such as wage top-ups for social assistance in the Atlantic Provinces, beginning in the early 1990s. These studies show that the use of wage top-ups did help the working poor to maintain independence from income support and to establish a permanent attachment to the labour force. HRDC has also been measuring the dollar value of “unpaid benefits” resulting from an earlier return-to-work after EBSM assistance than would otherwise have been the case, .

In the early 1990s, HRDC published a compendium of findings summarizing the results of several studies on “Unemployment Insurance Developmental Uses Programs.” Along with the data on the success of Job Finding Clubs, the return on investment from EBSM (savings to the EI account) can be used to support the allocation of funds under Part II of the EI Act.

Resources

The following categories of staff provide IGC services:

- career information officers
- life skills coaches
- career and employment counsellors/consultants, vocational guidance counsellors
- regional directors of career and employment service delivery
- teachers/instructors
- school counsellors
- librarians, library technicians
- career information research officers
- career and employment managers
- head office staff of government departments responsible for career and employment services
- student services staff in postsecondary institutions
- work experience coordinators
- human resource officers/managers
- support staff

The types and categories of staff vary across jurisdictions. In most provinces, the career development/guidance role in the K–12 educational system is principally the responsibility of guidance counsellors and, to a lesser extent, co-op education teachers. Guidance services are delivered on an individual or small group basis with some career and educational information provided in classroom settings. Increasingly, comprehensive career development is being delivered in classroom settings as part of the regular curriculum.

At the college and university levels, career counsellors deliver career services. In some settings, they also provide employment counselling and managed career information. In others, there are distinct and different staff members who perform each role.

In the past, **HRDC** categorized its staff as employment counsellors or employment officers. With the move toward self-help services and minimally assisted services, HRDC dropped the term “counsellor.” HRDC does have a network of local labour market information analysts and, in a few regions, is piloting the provision of information services by information officers.

In the community-based sector, staff work on a wide range of employment readiness and skills/training qualification issues with youth and adult clients. Job titles include youth worker, caseworker, counsellor, and prior learning assessment practitioner.

In the private sector, IGCS staff includes outplacement specialists, private practitioners (career counsellors, psychologists, counsellors, and social workers), rehabilitation counsellors and social workers. In business, industry, and government, human resource professionals work with employees on issues related to career development and planning.

Although there are no comprehensive and accurate figures by type or category of staff members, an attempt was made by the respondents to provide estimates. The staff members involved in IGC services, either through the public service or direct funded services, are approximately 128 for Prince Edward Island, for Quebec approximately 2,200, and for British Columbia approximately 1,200 in the public sector, excluding staff who focus solely on financial assistance.

Saskatchewan reports only that about 180 staff members are assigned to IGCS-related duties within the Post-Secondary Education and Skills Training department. British Columbia describes 34 categories of staff and provides figures for librarians, counsellors, and coordinators for Aboriginal services and for co-op education within the school system; and those within the provincial government, such as program referral officers, training consultants, vocational rehabilitation consultants, and financial aid workers.

In 1994, **HRDC** published the only comprehensive study on career and employment counselling in Canada, providing an estimated more than 100,000 career and employment service providers in Canada, with the following breakdown:

- 11,000 guidance counsellors are employed, 57 per cent between the ages of 40 to 54.
- 18,000 employment counsellors (including other related occupational titles), 34 per cent between the ages of 40 to 54.
- Community-based counsellors are estimated at 72,000 (a figure HRDC suggests was inflated; it includes other occupational titles and sets the number at half this figure).
- In this category, 33 per cent of existing staff are between 15 and 29 years of age.

HRDC reports there are approximately 150 staff members present in HRCC offices in Canada; with 38 staff at regional HRDC offices.¹⁶

¹⁶ While figures were provided for several job categories, it was not clear which ones were drawn from the 1994 study and which were from Job Futures 2000, which reports 1998 data.

Staff Qualifications

In **Prince Edward Island**, counsellors require teaching certification at the bachelor's level and a master's degree in counselling. At the postsecondary level, counsellors require a master's degree in counselling or social work. Some community colleges, training centres, and community organizations may require only an undergraduate degree in a related field with some relevant experience. Human resource managers in government require a relevant bachelor's degree and work experience.

In **Quebec**, guidance counsellors require a master's degree to obtain the official designation of "guidance counsellor" and to become members of the professional association. The counsellors and staff members who provide academic and vocational information require a university degree in an appropriate discipline. Most are members of the Association québécoise d'information scolaire et professionnelle (Quebec association for academic and vocational information).

Most institutions require their psychologists to have a master's degree and to be members of the Ordre des psychologues du Québec. Requirements may be less rigorous for the staff who work with popular education groups and in the Carrefours Jeunesse-Emploi, but a relevant undergraduate degree would be essential. Socio-economic research and planning officers also must have an undergraduate degree in a relevant discipline.

British Columbia identifies three broad patterns of qualifications required in the six different settings: schools, colleges, universities, the public sector, the non-profit sector, and the private sector.

- Most staff have an undergraduate degree; counsellors usually have master's degrees, but not necessarily in career counselling; all professional school staff require teaching certificates.
- Special diplomas are more common for the public, non-profit, and private sectors.
- Requirements for paraprofessional staff were more modest.

HRDC reports an overall lack of consistency in education and training qualifications for career development service providers. With the exception of the professional association of guidance counsellors and educational psychologists of Quebec, no professional licensing body regulates the career development sector. Nationally, the Canadian Counselling Association certifies counsellors who have a master's degree in any kind of specialized counselling field, and who meet additional criteria, including supervision references and relevant experience. The certification is not specific to career counselling.

There are no prescribed qualifications for career counsellors, employment counsellors, or information specialists in the university and college sector. HRDC reports that, in practice, most have postgraduate degrees, but in a range of disciplines. HRDC differed from the

provincial respondents in that the entry level requirement for employment counsellor is only secondary school graduation and relevant work experience. However, in practice, most employment counsellors have university or college degrees or diplomas, usually in a related social sciences discipline.

Local and regional economists and researchers for HRDC must have a degree in economics, sociology, statistics, or a related field. Although labour market information analysts are not required to have such a degree, most do.

Staff Competencies

Provincial respondents (Prince Edward Island, Quebec, and British Columbia) cite the following competencies for their ICGS staff :

- certification in counselling, with an emphasis on career development
- knowledge of career development theory and current practices
- communication skills (oral and written)
- group facilitation skills
- knowledge of present labour market and trends
- computer technology skills
- knowledge of a variety of options available to individuals at various stages of life
- assessment skills (individual and group), measurement skills
- knowledge of the *National Occupational Classification (NOC)* system.

HRDC is currently field testing the Canadian Standards and Guidelines for Career Development Practitioners, whose purpose is to bring consistency and a competency-based approach across sectors. In both, the standards and guidelines cover:

- core competencies (skills, knowledge and attitudes) common to all career development practitioners
- areas of specialization needed to provide specific career development services that clients may need. The six main areas of specialization include assessment, facilitated individual and group learning, career counselling, information and resource management, work development, and community capacity building.

In Canada, the regulation of occupations is primarily the responsibility of provincial/territorial jurisdictions. Consequently, the federal standards and guidelines are offered to the provinces, professional associations, and career practitioners primarily to develop cohesion, consistency, and professionalism in the profession; however, adherence to them is voluntary.

Within the rapidly changing environment for IGCS, practitioners require the following:

- access to and the skills to use information
- the ability to remain current in labour market conditions and trends, educational requirements, and the needs and expectations of employers
- the ability to use computers and career software
- a focus on skills (essential skills, employability skills)

- knowledge of the relevance of career services for individuals in various stages of the life cycle.

Few staff members working in the field are able to keep current because they lack training opportunities within their work environment.

Quebec reports that continuing education sessions are offered through government ministries, professional associations (ad hoc sessions and/or annual conferences), and universities. Financial resources for continuing education come from unions, employers, employees, ministries, professional colleges and associations.

Saskatchewan is training staff to develop the competencies and skills necessary to respond to:

- the increased use of information technology
- the increasing requirements from governments to demonstrate accountability
- the recommended competencies described in the Canadian Standards and Guidelines for Career Development Practitioners.

British Columbia notes the following areas of change:

- The Canadian Standards and Guidelines for Career Development Practitioners initiative provides a framework for clarity, but is in the early stages of implementation.
- Technology — the Internet and computerized information — dramatically affects the competency requirements of librarians.
- Computerized information has led to an increased use of paraprofessionals — seen by some as a “de-skilling” of the counselling profession.
- The breadth and focus of the mandate for IGCS practitioners has been increasing.

The **HRDC** report notes a number of changes within the IGCS professions:

- the introduction of community capacity building as a specialization
- increasing use of the Internet to supplement services and promote client learning
- an increasingly important role for sector councils, with pressure on the school system to ensure that skill shortage information reaches students
- increasing use of IGCS by adults facing mid-life career shifts
- increase in entrepreneurial approaches to work, requiring different attitudes and approaches
- increasing move to classroom settings
- increasing need for effective short-term interventions using a range of delivery modes — including practitioner assistance and resources for independent use.

Professional development conferences, seminars, workshops, forums, and in-service training were mentioned as opportunities for staff to update their knowledge and skills. Unfortunately, resources are limited. The professional development in which teachers and counsellors participate are not generally in the area of IGC services.

At the national level, there are five initiatives designed to provide opportunities for updating knowledge and skills:

- Career Circuit
- HRDC LMI Analysts (four modules of an eight-module program being piloted)
- the Real Game Series
- the Blueprint for Life/Work Designs
- Canada Career Consortium

The National Consultation on Career Development (NATCON), the largest national gathering of career development practitioners, is held annually in Ottawa and provides a professional development opportunity for practitioners. Sponsored to date by the Canadian Counselling Foundation and HRDC, NATCON 2003 will have a broad-based national steering committee.

Salaries of Staff within IGCS

Prince Edward Island provides the following information:

- starting salary for those with minimum required training:
 - Bachelor of Education, \$31,763
 - Master's Degree (qualification for school counsellors), \$38,480
- salary of a school counsellor after 15 years experience, \$59,657
- the number of years from starting salary to top salary for school counsellors, 10.

Quebec provided detailed data for staff working in elementary and secondary school settings, noting that it could reasonably be assumed that data on the college and university levels would be comparable. In 2002, the starting salary was \$33,833 and the maximum salary, generally reached after 13.5 years of experience, was \$64,142.

British Columbia reported that starting salaries for a variety of positions that dealt with aspects of career counselling were in the range of \$34,000 to \$47,000 a year, depending on the sector. British Columbia also noted that no salaries are defined by statute; however, many resulted from the collective bargaining processes that were sanctioned by statutes.

The Treasury Board of Canada sets baseline salaries for **HRDC** employees. Staff salaries range from \$33,900 for Program Management Level 1 (PM-1) to \$55,500 for Level 4 (PM-4). Government of Canada employees also receive benefits that total another 25 per cent of salary.

HRDC also reports that career development specialists in the schools are paid on provincial/territorial teachers' pay scales, with a typical range from \$35,000 per year at the entry level up to \$75,000 per year, depending on the province/territory. Teachers' salaries are described as usually "topping out" in terms of increases for experience after six years. HRDC notes that career development specialists in universities earn from \$40,000 to \$80,000 per year and are not usually paid on a provincial/territorial pay scale.

Only a very rough estimate could be made of salary levels for private-sector career development practitioners. For projects funded by HRDC, salaries were about 10 per cent less than those of PM-1, PM-3 and PM-4, depending on the specific job requirements. The response indicates that only mandatory employment-related costs are paid to private sector staff (for

example, the employer's share of Canada Pension Plan premiums). This amounts to 12 per cent of salary.

5. Career Information

This section explores the educational and occupational information used in information, guidance, and counselling services as reported through the OECD study. HRDC describes career and labour market information as “everything a person might want to know in order to plan for, get, and keep employment, whether paid or voluntary.” Information is considered the cornerstone of all the other career development services. In Canada, career information includes, but isn’t limited to, information on occupations, skills, career paths, learning opportunities, labour market trends and conditions, educational programs and opportunities, educational and training institutions, government and non-government programs and services, and job opportunities. Career information may be delivered through:

- career software programs such as Choices 2002, Choix Adulte 2002, Career Futures
- CD-ROMs such as Career Gateways, The Money Mix, Exploring the World of Work
- on-line programs such as WorkInfoNET, Job Futures, Job Bank, Schoolfinder
- curriculum support such as The Real Game, Careers in a Package, BioTech Career Kit, Youth Outlooks
- video cassettes
- printed publications (guides, brochures, posters)
- events and activities (job fairs, career expos, labour market expos)
- in-person drop-in access to career resource centres and staff-supported assistance.

5.1 Targeting Career Information

Career information in Canada is targeted much the same way that overall services are, with students/youth and the unemployed as the two primary client groups — secondary students making a transition to further education or to work, and those individuals looking for work. Other target groups include young people without a diploma, the general public, teachers, employers, business, the “underemployed,” women returning to the labour market, income-assistance recipients, and Employment Insurance (EI) recipients.

The study *Toward an Action Plan on Data*, produced by the Forum of Labour Market Ministers (FLMM) in October 2001, identifies the primary targets for career information as youth, the unemployed, and service-providers. Other groups whose needs might not have been well served by local service providers, or who have need for specialized information include people with disabilities, Aboriginal peoples, women, immigrants, parents, older workers, in-school youth planning to go directly from school to work, and poor youth.

5.2 Roles in Production of Career Information

Public Sector

In **Prince Edward Island**, career information typically produced by ministries focuses on recruitment strategies and human resource issues and is usually specific to career areas such as health care, technology, or tourism. The only broad-based career information produced by the government of Prince Edward Island is Job Futures.

In **Quebec**, the Ministère de l'Éducation du Québec (MEQ) shares with educational institutions the task of producing vocational information. The ministry works to codify courses, to specify prerequisites, to disseminate this information, and to initiate analyses of work situations for every vocational training program. Regional branches of the ministry may initiate projects such as the production of videos on occupations of the future, non-traditional careers, and entrepreneurship. MEQ also funds publishing houses to produce and publish documents.

Emploi-Québec produces vocational information documents that are made available throughout the province, regionally and locally, particularly for occupations with a labour shortage.

In **Saskatchewan**, the Post-Secondary Education and Skills Training department produces information for the SaskNetWork Web site. It also produces a *What to Study* guide, *Scholarships, Bursaries, Awards and Loans* booklet, and a *Job Search Handbook*.

In **British Columbia**, the public sector contributes to the production of career information, either in-house or via partnership and/or contractual arrangements with the for-profit and not-for-profit private sectors. The departments and ministries most actively engaged in producing career information include Education, Advanced Education, Human Resources, and BC Stats, the provincial statistical agency.

HRDC has a national mandate for career and labour market information, including:

- participating collaboratively in key national bodies, notably the Forum of Labour Market Ministers (FLMM)¹⁷, in developing strategic multi-year plans
- producing labour market data for strategic labour force policy and planning
- producing a select number of key career and LMI resources at the national, regional, and local levels: for example, Canadian Occupational Projection System (COPS), Job Futures and Job Futures Companion for practitioners, National Occupational Classification (NOC) and NOC Career Handbook, Can Learn Web site, local LMI data, National Labour Market Information Web site
- providing labour market information analysts

Regional offices of HRDC also produce provincial career and labour market information, some of which is generic and can be distributed for use across the country.

¹⁷ The FLMM LMI Working Group was charged with moving forward a three-year plan to improve the quality and comprehensiveness of LMI data and products, to develop a more coherent, individualized, and coordinated approach to LMI delivery, and to develop and implement standards for quality assurance and control.

For-Profit and Not-for-Profit Sectors

Canada has a relatively long history of public and private participation in career information and, in the 1970s, was among the first countries to have a career column in newspapers. While newspapers tended to be regional, many columns took a broader approach, and career writers still appear regularly. At this time, the private/public model of establishing arm's-length organizations with core funding is popular. This also supports the expectation of earning additional revenue to offset maintenance costs over time, for example, Canada WorkInfoNET, and the Canada Career Consortium.

With the exception of **Prince Edward Island**, there is a determined move to increase the role of the private sector. The private sector information available tends to be directed to specific target groups and isn't designed for the broad spectrum of the public, with most resources developed for school-aged students. HRDC is the primary source of funding for private sector projects.

Quebec indicates that public-private collaboration exists, with some publishing houses subcontracting to produce guides, for example:

- information and publications on the skills required to foster mobility within the staff of particular businesses
- research defining training needs in business, on the basis of anticipated skills and productivity criteria
- participation in career days and open houses to publicize business working conditions and manpower needs

In addition to formal partnerships, educational institutions often solicit the collaboration of business leaders who might participate in conference workshops, in school/business committees, and in organizing periods of exploration in the world of work.

British Columbia reports that an increasingly constrained fiscal environment in the province supports greater efforts to pursue public/private sector partnerships. Currently, the private sector creates electronic job banks and produces several major career guidance information resources; these are often distributed in other jurisdictions as well as within the province.

Internet products developed by the private sector include:

- Bridges for Choices (<http://careerware.com/>)
- Jobboom (<http://www.jobboom.com/editio ns/nouveautes/nouveautes.html>)
- Repères (Répertoire informatisé de données en information scolaire et professionnelle <http://www.grics.qc.ca/fr/prodserv/Produits/reperes.stm>)
- la Société GRICS (<http://www.grics.qc.ca/>)
- Éditions Septembre (<http://www.septembre.com/>).

The private sector and the federal government jointly fund the Canadian Policy Research Network. The Work Division of this organization conducts applied research related to career

and workforce development. The Life-Role Development Group, located in Alberta and predominantly a provincial firm, is involved in a number of strategic national projects, such as authoring the *Blueprint for Life/Work Designs* and *Circuit Coach*, the training component of Career Circuit. Sector councils provide sector-specific information to educational institutions, at both secondary and postsecondary levels, as a direct effort to increase the role of business and industry in career information provision.

While the for-profit sector increasingly plays a role in career information, the not-for-profit sector continues to have a significant role through partnership/contribution agreements with HRDC, specifically those that support collaborative work on projects. One example is the Canadian Career Development Foundation, which operates a Career Clearinghouse that publishes resources for career development practitioners and offers professional advice and support, including advice on the selection and adaptation of resources for specific needs. The National Life/Work Centre operates a warehouse and distribution centre for the Career Clearinghouse and other resources. HRDC directly funds a number of not-for-profit organizations to contribute to the quality of and access to information:

- Canada Career Information Partnership (CCIP)
- Canada Career Consortium (CCC)
- The Alliance of Sector Councils (TASC)
- Canada WorkInfoNET (CANWIN)
- and contracting with career developers, not-for-profit and for-profit, on a project basis and/or for specific research, product development or product support materials such as the Canadian Career Development Foundation (CCDF), the Canadian Foundation for Economic Education (CFEE), the Canadian Youth Business Foundation/the Canadian Youth Foundation (CYBF, CYF), the National Life/Work Centre (NLWC), and YES Canada BC.

The Counselling Foundation of Canada (CFC), an endowed foundation that funds innovative research and programs, partners with HRDC in the funding and organizing of the annual NATCON conference and in funding programs and initiatives such as the Contact Point professional development Web site for career practitioners, and the publication *A Coming of Age: Counselling Canadians for Work in the Twentieth Century*.

Skills Canada is a national not-for-profit organization that works with employers, educators, labour groups, and government to establish trade and technical careers as a priority career option for Canadian youth.

5.3 Developing and Distributing Career Information

Canada's labour market information collection systems are considered among the best in the world, representing an elaborate network of federal/provincial/territorial information experts, methodologists, statisticians, economists and researchers, among other key players. However, investments to coordinate the development, collection, and exchange of key data sets among stakeholders in Canada's labour market information system are needed to support efficient,

cost-effective data-gathering initiatives and to facilitate future identification of major information gaps. Labour market information systems are required to respond: to user needs greater in both number and complexity, to the need for information on skills, and to the need to capture transitions other than from school to work or from unemployment to employment.

Information about user needs and user assessment of learning and process-oriented career information products is gathered through traditional research instruments such as: focus groups, follow-up surveys, and, increasingly, impact assessment studies. It is suggested that more focused applied research could provide insights into how people actually use and learn from information. The lessons derived from such research can then guide the future development of information resources. End-user studies have been used infrequently in Canada, but are gaining increased attention.

Labour market data are typically included in career information in the following areas:

- data on unemployment rates and earnings
- data on regional variations in employment and unemployment for particular occupations and career areas
- results of graduate employment and course satisfaction surveys
- trends identified for occupations and sectors
- needs and demands identified by different sectors
- evaluation and satisfaction surveys on training and certification
- data obtained from school leavers
- data about working conditions
- labour market entry surveys
- data on client characteristics
- information about investment projects
- announcements of layoffs

In **Prince Edward Island**, the Department of Education has developed guidelines and protocols for the review, development, and implementation of career resources for the public school system. The methods by which end-users gather career information include one-to-one direct service contact, employment centres, the World Wide Web, publicized events and activities, and bulletin and display boards at public schools, postsecondary institutions, and training centres.

In **Quebec**, the MEQ obtains information from various sources: publications; databanks; general and ad hoc reports, studies, and analyses of the labour market; research services; consultations with employers; and follow-up data on graduates. Statistics on education and Quebec indicators are available to the general public on the Web.

Emploi-Québec is producer, publisher, and user of the labour market information service, the Service public d'emploi. The implementation of the Service d'information sur le marché du travail d'Emploi-Québec (Labour market information service of Quebec Works) is expected to make it possible to organize all the available data to make it more accessible.

Saskatchewan lists the following sources of career information: information gathering from professionals, local and provincial labour market data collection and analysis, and on-line data collection. Statistics Canada and provincial labour market data and information are included in products, either individually or as part of packages of career information. Local and provincial labour market analysts ensure that results of their work are communicated to those using and distributing career information across the province. Career counsellors and others might further interpret the labour market information as part of the exploration of career information.

In **British Columbia**, the process of developing career guidance information resources by governments involves the use of appropriate user-needs analyses, including evaluations of earlier resources, user-needs assessments for new resources, focus groups, Web traffic reports, and other methods. Methods of gathering information include obtaining occupational outlook information from HRDC's Canadian Occupational Projections model, labour market outcomes of postsecondary graduates, and labour market trend data from federal and provincial statistical agencies.

Several sets of modelling and survey data are specifically designed for and used in the development and delivery of career guidance information. Substantial quantities of other socio-economic and labour market data were "re-purposed" for use in career information. Significant efforts are also being made to develop and use more regional, community-based information; individuals often look close to home first for information on employment, learning, and related opportunities. In general, it is a requirement that the information needs of a particular audience be established before a product or service is developed.

Nationally, Statistics Canada collects the majority of information used across Canada through the Census, the monthly Labour Force Survey, and other specially designed surveys such as the National Graduate Survey, the Survey of Labour Income Dynamics, and the Workplace and Employer Survey, the Youth in Transition Survey, the Survey of Employment, Earnings, and Hours, the Adult Education and Training Survey, and the Adult Literacy and Life Skills Survey. HRDC administrative data on claimants and job vacancies and qualitative information are also used in developing local LMI.

Distribution

Practitioners in schools, postsecondary institutions, government, and non-government points of delivery provide career information to clients, with self-service as the most common delivery mechanism.

In **Prince Edward Island**, resources designed for students in the public education system, typically at the secondary level, are channelled through Department of Education staff who send appropriate materials to school counsellors, administrators, and teachers. The material that community organizations, postsecondary institutions, and training centres distribute to their clients often use information developed by HRDC and other resources. The Human Resource Centres across the province use most of their own publications with their clientele and make these resources available to outside agencies that request them.

In **Quebec**, information is disseminated through the education system. Some educational institutions assume responsibility for printing and distributing resources and for constantly updating their Web sites. Information tools are employed according to the needs and events in question:

- distribution of brochures during exhibitions, forums, or career days
- supporting documents distributed at individual or group meetings
- personal consultations
- guides and support for educational institutions, services, businesses, and employers
- dissemination to the general public through communiqués, targeted advertising campaigns, or other means.

At the MESS, all possible forms are used to disseminate vocational information, including multi-service rooms, group sessions for users of the public employment service, the Internet, and the various employment exhibitions.

Saskatchewan distributes career information through mail-outs to service centres, schools, institutions, community-based organization and private vocational schools. Information is also provided in response to requests and inquiries.

In **British Columbia**, hard copy or CD-ROM resources are almost always distributed at no cost to secondary schools, postsecondary institutions, government offices, public libraries, and non-profit employment services. They are also available for purchase by other agencies and individuals from the designated government supplier, the [Open Learning Agency](#). Almost all the resources available in print are also available on the Web in HTML or PDF formats.

HRDC presents three distribution contexts with examples for each.

Distribution of information in support of service delivery

- Partnership between the province of Ontario and HRDC via: labour market information analysts; a regional Web site; hard copy publication; external presentations; development of national common products (e.g., labour market reviews, occupational profiles, employer lists); employment resource centres with a wide range of information materials and services; and local LMI delivery through such initiatives as Toronto's Possibilities Project Web site.
- Career Circuit — a national initiative geared to strengthening capacity within the youth services sector and to improve the career information resource base for not-for-profit community-based agencies. Career Circuit's Virtual Resource Centre is a searchable database of hundreds of resources available in CD-ROM and on-line free of charge to members of the Career Circuit network.

Distribution of information, determined by jurisdictions

- Canada Career Consortium (CCC), 2001 study on jurisdictions' preferred methods of receiving information, including a suggestion to change terminology from "distribution" to "delivery."

- Canadian Career Information Partnership (CCIP) development of a matrix to identify how to work with departments of education to integrate products into curriculum.
- Career Circuit Carrière and *The Edge* projects and human resource strategies, involving contractual agreements with field liaison officers in each province and territory. These individuals provide follow-up on new initiatives introduced in both schools and community agencies, perform a liaison and mobilizing function, provide technical and professional support, and build and sustain service networks.

Strategic multi-year approach with select national products

- National Life/Work Centre approach with both the Real Game series and the Blueprint for Life/Work Designs, involving Canadian Career Information Partnership (CCIP) members and other key stakeholders from the conceptual stage through to the impact assessment.

5.4 Quality

In 1997, HRDC's Strategic Policy Branch conducted a review of selected career and LMI products. The findings included:

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

Accuracy and Timeliness

In **Prince Edward Island**, there is so much information and the labour market is changing so rapidly that practitioners sometimes have difficulty accessing accurate and timely information. They rely on the census and survey data through Statistics Canada, with HRDC as a primary source, to ensure that information is current and relevant.

Quebec's Ministère de l'Éducation du Québec ensures reliability through an annual review of methods and by validation follow-ups with educational institutions. Ongoing processes for gathering and updating information, such as the follow-up of graduates, have an impact in the longer term on overall accuracy. Relevant information is updated, published, and made available for peak periods of enrolment at institutions. Methodological improvements (a rigorous validation of data and monitoring of new data) enables Emploi-Québec to ensure that the data published is as accurate as possible.

In **Saskatchewan**, publications and on-line information are updated and renewed on a regular basis with data from recognized sources.

In **British Columbia**, modelling, survey, and related results used in a wide range of career information products and services are all maintained and updated on a regular basis by the

ministries. The two orders of government fund development of many resources, resulting in a substantial quality control and assurance process. Resources are reviewed on a fairly frequent basis, and maintenance and updates are scheduled accordingly.

In 1999, the FLMM committed to producing three sets of standards/guidelines for labour market information. These include LMI data development, career and LMI products, and career and labour market service delivery. Currently, a “Standards Framework” for the development, distribution, and use of quality labour market information has been established. It consists of a proposed set of voluntary standards as well as suggested guidelines for implementation. The framework recommends that three key elements be addressed:

- generic standards and compliance measures pertinent to all LMI products and services irrespective of format
- product standards that pertain specifically to Internet delivery
- additional standards and compliance measures that would apply to specific information products and services

User-Friendly and Meeting Users’ Needs

In **Prince Edward Island**, ensuring that the information is user-friendly and needs-appropriate is left to the discretion of the practitioner. When documents are produced in the province, efforts are made to ensure that they are user-friendly and meet the needs of the targeted audience.

Information from **Quebec’s** Ministry of Education is published in plain language and distributed by means of a wide range of print and electronic media. Competent staff are available to assist individuals in accessing the available information at all levels of the education system. Emploi-Québec partners with publishing houses and the print and electronic media to rework studies to make them more attractive to various client groups.

In **Saskatchewan**, information is reviewed to ensure a client-centred philosophy; reference groups are consulted; information standards are applied; and client feedback surveys on-line are used.

HRDC uses traditional applied research approaches, such as surveys and focus groups, to assess user-friendliness and the degree to which a product meets user needs. The Canada Career Consortium assigned a steering committee/reference group to each of the products it funds, with regular communication between developer and the reference group throughout the development process. However, there still is a lack of research on the real needs of users and the extent to which they are able to make effective use of the information available, particularly in the case of Internet resources.

Standards

Quebec reports that there are no quality standards for the development and publication of information tools. Indeed, the Quebec association for academic and vocational information has criticized the fact that there is no assurance that the information on the Internet is regularly

updated or guaranteed as reliable. Nonetheless, credible and reliable distributors of information are getting control of this market; for example, the software programs REPÈRES and CHOICES are very widely used.

The federal Treasury Board has guidelines for the production of Web-based materials and for labour market information. **HRDC** uses 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. There are also specific guidelines on delivery, which cover:

- service delivery environment
- funding
- career and labour market delivery methods
- staffing
- marketing and communications

The guidelines provide specific directions on compliance, measures of success, and evaluation measures. While the guidelines are completely voluntary, dates have been established to “operationalize” the guidelines for working in partnership with WorkInfoNet.

6. Evidence Base

In this section, the responses to the OECD survey exploring the use of information, guidance, and counselling services (IGCS), tracking them, measuring their impact and the methods used to maintain quality have been grouped together.

Overall, the survey respondents report that not enough information is being gathered to track the use and effectiveness of interventions. Although they consider that the needs-identification process, as discussed in Section 4 “Delivery,” has been adequately addressed, all respondents felt that more information is needed in order to identify and track the impact of the services. The respondents view the initiative of the Canadian Standards and Guidelines for Career Development Practitioners as having great potential in setting quality objectives for IGCS. Coordination between orders of government, identified in Section 3 “Policy” as an issue, is considered one area that has a significant impact on the quality and effectiveness of IGCS in Canada.

6.1 Tracking Use

Survey respondents report that there is very little information at the aggregate level, provincially or nationally, about who uses IGCS and the extent to which they are used across sectors. The difficulties of identifying and tracking use, particularly multiple uses, of IGCS make it impossible to estimate the reach of the services. Although some delivery providers within the broad career development sector make their information available, it is far from comprehensive and complete. Because baseline information is either not available or incomplete, it is also not possible to determine whether access and usage have changed over time.

Prince Edward Island reports that they use surveys to track graduates of the secondary and postsecondary systems in the province, including:

- “Encouraging Island Grads to Return/Remain Home” 1998, by the Department of Education
- “Expectations and Outcomes: A Follow-up to the April 1998 Survey of PEI Grade 12 Students”
- Labour Market Outreach Workers did an informal survey regarding who accesses their services, for what reasons, and what kinds of information/services senior high school students think are needed.

Individual community organizations and agencies as well as government services and programs may have information on the reach of IGCS, and some information is available through enrolment and other delivery record. However, this information hasn’t yet been compiled in a systematic way. There is no system for tracking the changes in access and usage levels among target groups.

Quebec reports that the various networks of the ministry of education observe that the use of IGC services increases from year to year. Although there isn't any specific research on the characteristics of users, some observations suggest that individuals with less formal education make less use of IGCS.

In addition to information from national reports and HRDC, **Saskatchewan's** Post-Secondary Education and Skills Training Department commissions, undertakes, or participates in research studies in specific areas of need, and undertakes evaluations of provincial programs, services, and strategies.

In **British Columbia**, the limited information available is due to the integrated nature of the services, the inherent difficulty in tracking "light touch" aspects such as resource centres, and the difficulty in linking "front end" services to the outcome (return to work) that is the focus of data collection. Qualitative studies show overwhelming support by clients and service providers on the usefulness of IGCS. Evaluations of programs do not usually address socio-economic status, family background, geographical location, gender, or age of clients or students.

HRDC identifies a few studies that can provide information indirectly:

- The National Human Resources Study on the Community-Based Training sector, 1997, report that community-based trainers serve a diverse range of clients by gender, age, income support, and target group status.
- The Career and Employment Counselling in Canada, a 1994 national study, reports the following use of services by client groups:
 - School guidance counsellors (50%) report their main client groups are "at-risk" students.
 - College counsellors report serving diverse groups — women, families, and unemployed adults.
 - Community agencies serve social assistance recipients, unemployed adults and youth, visible minorities, postsecondary students, immigrants, people with disabilities, and women.
- The Career Circuit survey (1999), reports that, of the agencies surveyed, 49% serve mainly urban youth, 19% serve primarily rural youth, and 31% are mixed. Practitioners report that 50% of the youth they serve are from low socio-economic backgrounds, 9% from middle-to-high, and 39% serve a mixed range.

6.2 *Maintaining Quality*

Respondents identify a number of steps that governments take to maintain and increase the quality of IGC services. These steps include:

- legislation and regulation governing the education and professional development within IGCS
- establishing and supporting professional associations

- participating in the initiative called “Canadian Standards and Guidelines for Career Development Practitioners”
- developing or supporting the development of curricula for the training of professionals
- carrying out evaluations and consultations regarding IGCS.

Role of Professional Associations

Across Canada, provincial/territorial governments create legislation to establish professional associations that have an important role in maintaining quality for their members who are engaged in IGCS. Every province has a professional association of guidance counsellors; however, there is no national association; although some may be members of the Canadian Counsellors Association, they are not the majority.

The **Prince Edward Island** Teachers’ Federation sets guidelines for the professional ethics of teachers. Prince Edward Island is also developing an association of career practitioners. Once established, it will be a self-regulatory body that will set standards and guidelines for their membership.

In **Quebec**, there are several professions involved in IGCS that are governed by professional bodies under Quebec law. Professionals who work in these areas must all have an undergraduate or a graduate degree. The Ministère de l’Éducation du Québec sets out formal requirements for staff; in some networks, these requirements are set out in collective agreements or in classification plans. Codes of professional ethics, where applicable, encourage professionals to engage in self-assessment and quality improvement.

In **Saskatchewan**, professional designations for teachers and psychologists have education requirements; however, neither of these professions specifies the additional skills required in information, guidance, and counselling or the additional knowledge required in labour market information. If the proposed college of counsellors is established in law, it may set education requirements, but these might not be IGCS-specific.

In **British Columbia**, professional associations for teaching and social work are governed by legislation. Provincial associations of service providers also play a role in maintaining and enhancing the quality of IGC services.

In addition to the professional associations for teachers and counsellors, over the past decade there has been an explosion of provincial professional associations in career development — the first being the Career Development Action Group in Alberta. Provincial, regional, and national professional associations provide opportunities for members to meet, exchange best practices, develop standards for professional practice, engage in professional development, including continuing education credits, and lobby governments as appropriate. Some of the professional organizations in Canada include:

- [ASPECT](#), a service provider association in British Columbia that provides professional development conferences and workshops
- Association québécoise d’information scolaire et professionnelle, AQISEP (Quebec association for academic and vocational information)
- Atlantic Association of College and University Student Services

- Canadian Association of College and University Student Services
- Canadian Association of Career Educators and Employers (CACEE) provides professional development for staff in college and university career/employment services.
- CARP, Canadian Association of Rehabilitation Professionals, which provides staff development
- 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
- Canadian Coalition of Community Based Trainers, a national organization of service providers, which carried out a human resources study of their sector to identify qualifications of staff and their training needs
- Canadian Counselling Association (CCA) — the only bilingual national professional counselling association in Canada. Its members are drawn from education, social work, the public service, and government settings, among others. Its membership is close to 2,000 nationally. It does have a Career Development Chapter that is small (151 members) but growing.
- Canadian Guidance and Counselling Association with various chapters across Canada.
- College and Institute Counsellors Association (CICA), which provides staff development and coordination across colleges in British Columbia
- Community Social Service Employers' Association (CSSEA), an association, focusing on human resource management.
- Networking, Education, and Training for Workers in Employment, Rehabilitation, and Career Counselling (NETWERCC); a non-profit education association in British Columbia that provides professional development and a variety of networking opportunities.
- Ordre des conseillers et des conseillères d'orientation et des psychoéducateurs et des psychoéducatrices du Québec (Association of guidance counsellors and educational psychologists of Quebec)
- Prince Edward Island Association of Career Practitioners
- Regina Vocational Counsellors Network
- Saskatchewan Guidance and Counselling Association
- Saskatchewan Career Work Education Association

It is important to note that there are many career development practitioners delivering services who may not be members of these professional associations, and whose professional practice is not legislated or regulated. The only jurisdiction to regulate career counsellors is the province of Alberta, well along in its movement to have career practitioners licensed at the provincial level. The Canadian Counselling Association (CCA) recently initiated an examination introducing a category of membership for a Career Development Specialist. This may lead to further certification within the CCA, other than that currently restricted to candidates with master's degrees.

All the associations referenced do support the professional development of their members, largely through annual conferences and through the awarding of association credits for professional development activities.

Role of Standards

The Canadian Standards and Guidelines for Career Development Practitioners¹⁸ constitute a pan-Canadian initiative to develop standards and guidelines across Canada. In addition to this initiative, some of the respondents identified other activities that support quality standards.

In **Prince Edward Island**, standards for education are established by the Department of Education.

In **Quebec**, the Ministère de l'Emploi et de la Solidarité social, standards for labour market information and services have been set for Emploi-Québec; information must be up-to-date, reliable, useful, and complete. Standards have also been set for counselling services: training of staff focuses on developing skills for interventions with clients and conducting interviews. This includes employability assessment, developing an intervention plan, assisting the client, and monitoring during the intervention.

In **Saskatchewan**, the Post-Secondary Education and Skills Training Department in conjunction with the Saskatchewan Public Service Commission has developed core competencies for provincial staff positions in career and employment services, using the Canadian Standards and Guidelines for Career Development Practitioners. Operating standards, such as the time spent on each intervention, the type of intervention (group or individual), and working conditions are established by the employers. For different employers and different networks, standards vary according to the targeted clients and the objectives pursued for each of the organizations concerned. Saskatchewan uses reference groups¹⁹ to develop and monitor all aspects of service delivery.

British Columbia reports that standards for competencies required by IGCS staff are set at the employer level and these may vary considerably across sectors and providers. Other initiatives mentioned by British Columbia include work on standards for labour market information; the development of an action planning model that moves through social, education, and training processes to employment; and projects focused on standards within specific programs. The Canadian Standards and Guidelines for Career Development Practitioners project is the broadest initiative in the area of standards for IGCS. Standards are considered an expression of the organization's values, with respect for the client and active listening to the client as critical elements of service standards. Even when career/vocational plans cannot be fully implemented because of budgets or program criteria, respect for the client and respect for his/her self-determination can support the client's interest in moving forward.

¹⁸ The Canadian Standards and Guidelines for Career Development Practitioners, <http://www.career-dev-guidelines.org/>

¹⁹ The Career and Employment Information System reference group, Career Services, Information Officer reference group, SaskNetWork reference group, SaskJobs policy reference group, CBO reference group, Career and Employment Managers reference group, Skills Training Benefits reference group, Service Standards reference group.

HRDC uses the product and partnership standards followed by the Human Resources Partnerships Directorate. HRDC also notes the following standards initiatives:

- The current three-year plan of the FLMM notes that its core objective is to support development and implementation of standards and guidelines that contribute to improved data and information, and to their distribution and use. The guidelines provide specific directions on compliance, measures of success, and evaluation measures. While the guidelines are completely voluntary, dates have been established to “operationalize” the guidelines for working in partnership with WorkInfoNet.
- The Canadian School Boards Association (CSBA), the national voice of nine provincial associations representing over 400 school boards, is working on a discussion paper on school board accountability that would cover broad goals for elementary/secondary education in Canada — three key goals being intellectual development, personal and social development, and career development.

HRDC’s Employment Assistance Services (EAS), delivered through HRDC’s Human Resources Career Centres (HRCCs) and/or by third-party providers in those provinces without LMDA agreements, are expected to meet a number of performance standards, and their 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)
- responsiveness (courtesy of staff, clarity of communication, meeting expectations of clients)

An additional and promising initiative under way is the use of the standards and guidelines as a baseline to identify standards of service delivery for youth programming that will provide evidence that the competency sets are being demonstrated. The importance of this initiative is that it marks the beginning of the process of learning how to bridge various quality assurance frameworks to establish appropriate standards for delivery of services within different settings.

The Canadian Standards and Guidelines for Career Practitioners Initiative

This initiative is the most influential and broad-reaching in terms of establishing standards for IGC services across Canada. Its mission is:

“To develop a framework for the creation of national guidelines and standards for career development that is built on consultation and consensus and recognises existing best practices and the diverse roles and skill sets of practitioners in the field.”²⁰

Within the standards and guidelines, the material on specialization in career counselling articulates detailed competencies, including a specialization in facilitated and group learning.

²⁰ Canadian Standards and Guidelines for Career Development Practitioners, <http://www.career-dev-guidelines.org/>

Communication skills are critical, as is knowledge of the labour market, skills in group facilitation, skills in the assessment of individuals and groups, and knowledge of career development theory. However at this point, the national standards are voluntary for organizations and service providers.

Curricula

Quebec reports that to ensure the updating of professional skills, continuing education activities are offered through professional associations; Emploi-Québec has established a coaching function to support practitioners in counselling services.

British Columbia reports that curricula have been developed to support the training of practitioners.

HRDC reports on a number of provincial curriculum initiatives in guidance.

- the New Brunswick Department of Education provides a comprehensive guidance program framework from grade 9 to grade 12
- L'école orientante (guidance-oriented school) in the province of Quebec

In addition, the Blueprint for Life/Work Designs (<http://www.blueprint4life.ca/>) developed by HRDC maps out life/work competencies throughout the lifespan, and provides a common language for the outcomes of career development initiatives.

6.3 Measuring Outcomes

As noted in Section 3 “Policies and Strategic Directions,” no desired outcome of career development services was articulated by the key players and stakeholders.

The single uniform direction for IGC services in Canada is the federal *Employment Insurance Act*; which funds the services provided and sets outcome measures for them. The Employment Benefits and Support Measures (EBSM), funded through HRDC, have three key, short-term outcome “success indicators” that impact the measurement of effectiveness:

- the number of clients employed (including self-employment)
- the number of dollars of unpaid EI benefits (difference between the maximum entitlement of regular income benefits and the actual benefits paid out)
- the number of EI claimants served

Information systems and gathering techniques, including systems initiatives, focus on gathering this information to measure the outcomes for programs and services funded through Part II of the *Employment Insurance Act*.

All of the above contributes to the tension between the need for quantitative economic or educational outcomes (employment, reduction in school dropout rate) and qualitative outcomes (client satisfaction with career choice or selection of next intervention). Schools are interested

in seeing career development programs contribute to improved academic performance, increased numbers of students entering postsecondary education (including careers/technical and trades/vocational studies), and a decrease in the dropout rate. Postsecondary institutions are trying to balance educational/academic goals with a growing demand for achieving labour market goals for graduates. Labour market programming has always focused on labour market attachment for work-ready clients; however with the movement toward personal self-reliance and independence from government support, several provinces have reformed their welfare systems using active labour market programs, including career development interventions. This programming has the desired outcomes of:

- reduced welfare expenditures
- shorter duration of welfare assistance
- job placement

Gathering Information

School boards in **Prince Edward Island** hold public forums every four years to gather input into the quality of IGC services. At the school level, anecdotal observations are the means of judging the benefits of the services. Information about client satisfaction — that is, whether or not the client returns for more information or is satisfied with the information or services received — is gathered through the service providers' conversation with clients.

In **Quebec**, an initial formative evaluation of the “active measures” was carried out in 1999. In **Emploi-Québec**'s action plan for 2000–2001, the “control and compliance” function is a priority. This function has, as its ultimate objective, fairness and equality in interventions at **Emploi-Québec**. The aim is to ensure application of “the right measure, to the right client, at the right time, and in the right amount.” Quebec has also adopted an operational audit approach, evaluating overall operational and financial compliance of every employment measure and service, using grids and tools specific to each of them.

In the ministries of education and of employment and social solidarity, surveys are used to determine satisfaction and use. These surveys have shown that those who use the services believe them to be necessary and relevant, and account for the satisfaction of clients, the popularity of certain services, and attendance rates.

Consultation with the general public, the **Sommet du Québec et de la jeunesse** (Quebec Youth Summit), and the opinions of the **Conseil supérieur de l'éducation** do provide government with insights into, and reveal trends in, the expectations of people who use these services.

Evaluation frameworks are in place for the **Canada-Saskatchewan LMDA** and the **Saskatchewan Post-Secondary Education and Skills Training Department**, which accesses and uses national reports and information provided by **HRDC**. The Department also commissions, undertakes, or participates in research studies in specific areas of need, and undertakes evaluations of provincial programs, services, and strategies. Recent work related to the delivery of career and employment services included studies or evaluations of:

- career and employment services
- multimedia training
- community-based organization contributions
- Saskatchewan Economy and Labour Market Overview
- Saskatoon (city) Labour Market Assessment Study
- various reports from the Saskatchewan Labour Force Development Board
- Saskatchewan Urban Training Needs Assessment
- sector studies
- Graduate Employment Statistics Report
- Strategic Initiatives' formative and summative reports

In **British Columbia**, targets are set each year for the co-managed services under the Canada–British Columbia LMDA; however, these do not specify services to the level of IGCS. Evaluations that are relevant to IGCS include the TriWin Focus Test and the evaluation of the Canada–British Columbia Strategic Initiative, Enhanced Labour Market Information. The B.C. Ministry of Human Resources reviews programs for the numbers of clients served, the numbers working, and the numbers leaving income assistance. The Ministry of Advanced Education has used the key performance indicators that it set, while colleges use surveys to assess student and faculty satisfaction. The Ministry for Community, Aboriginal, and Women's Services uses the measures of access for immigrants and awareness of services (terms of availability and purpose) to assess the programs.

HRDC reports that, in the main, service delivery agencies are showing positive results in achieving the primary measures set out in the EI Act. However, many service deliverers recommend that client results should be evaluated in terms of intermediate, or learning, outcomes rather than the numbers of clients served and the percentage employed after intervention. HRDC identified research projects that focus on understanding the use and demand side of career development services, including:

- *A Study of Local LMI Needs of Community Development Organisations* (HRDC, 2002) surveyed 652 community development organizations. Of these, 56% reported that their needs for local LMI were met satisfactorily. In the not-for-profit sector, only 50% reported their needs were being met. *LMI Needs-Assessment Research* (HRDC, 2001) studied 95 actual job seekers, covering a wide diversity of client groups.
- *Meeting the Information Needs of Canadians* (CCC, 1998) surveyed 280 end-users. They self-identified as high school students (89), unemployed (77).

Research

Throughout Canada, there are pockets of active applied research projects; however, there is currently no single repository of information for general access; and there is no national research centre that specializes in career information, guidance, and counselling services. However, attempts have been made to increase the information available on the effectiveness of career development activities, including IGCS.

Between 1990 and 1993, HRDC funded a national research and development initiative entitled The Creation and Mobilization of Counselling Resources for Youth (CAMCRY). In the second and third years of the program, four Centres of Excellence were established across Canada, each addressing different aspects of career development. Some very promising research activities began, and there was the potential to attract more graduate students into the career development research field. When the HRDC funding stopped in 1993, it was not possible for the universities to sustain the centres independently. At the same time, the Canadian Policy Research Networks, a national centre with a focus on “work” research, is identified as a useful resource for the career development field.

Researchers in Canada have identified a number of learning outcomes considered to be the desired ones from career development. These outcomes are seen as the precursors to the economic outcomes sought by policy-makers, and include:

- self-management skills and appropriate strategies for coping with change
- motivation
- improved self-concept
- the client’s increased sense of well being

The 1994 Study on Career and Employment Counselling found that few service providers used any sort of planned method to assess the outcomes of counselling, and there was little common understanding of what the outcomes can and should be. Cost-benefit analyses of interventions have 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.

There is a small, but potentially significant, study being conducted in New Brunswick with social assistance recipients who are parents of adolescents. These parents attend, on a voluntary basis, a workshop series entitled “Becoming a Career Ally with Your Teen.” The researchers will interview parents about the impact of the workshops on their career aspirations and those for their adolescent children.

In **Quebec**, there is a joint research program between the ministry of education and the Fonds Québécois de la recherche sur la société et la culture. The program seeks to develop, carry out, and publish relevant research on student retention and success²¹ at all levels of education and on the individual, social, cultural, organizational, and systemic factors that influence the student.

Research projects include:

- managing and training school staff, education strategies, evaluation of learning, and assessment of institutions
- differences between boys and girls and between men and women as they progress through school, dropping out of school, return to studies, occupational choices, consequences of dropping out, and strategies to prevent dropping out
- matching the school curriculum and the needs of the labour market

²¹ Here, the word *student* refers to all school populations, from kindergarten to university.

- factors that encourage the success of students with disabilities, or those with learning problems, and the success of students at risk

In **Quebec**, four universities have created a research centre called the Centre de recherche interuniversitaire sur l'éducation et la vie au travail, CRIEVAT²² (Interuniversity research centre on education and working life). The research focus of CRIEVAT is broad in scope and includes:

- preparation for work life
- transitions
- integration and adjustment in contemporary work
- work relationships

Researchers at CRIEVAT²³ are bringing together a multidisciplinary team, including researchers attached to the University of Sherbrooke and to Laval University, to investigate career development. Research is also underway through the program "Initiatives fédérales-provinciales conjointes en matière d'alphabétisation (Federal-provincial joint initiatives in literacy), in collaboration with the Université du Québec à Montréal and the Université du Québec à Rimouski, to encourage clients with little formal education to investigate and choose training options. The results of this research are not yet available.

In **British Columbia**, researchers at the universities have ongoing projects regarding career counselling. It is noted that completing the evaluation of the Canada-British Columbia LMDA will require work on tracking and measuring the impact of IGC services. Evaluating the reach and effectiveness of technology is a priority area.

Valuable data will be forthcoming from an **HRDC**-funded experiment on Adult Learning. The research objectives include ascertaining how different savings incentives could be combined to improve the participation of adults in formal and informal training, and to identify barriers preventing adults from participating in learning opportunities.

Initiatives

The OECD survey asked about recent initiatives involving the impact of IGC services, the ability of clients to use the services, the impact on employers, and the impact of services upon the development of a learning society. The surveys and reports cited are described below.

Prince Edward Island identifies the following initiatives or pilot projects:

- Labour Market Outreach Workers in Senior High Schools (1998–2001).
- "*Encouraging Island Grads to Return/Remain Home*," editions 1998, 1999, 2000. This survey is completed by the Department of Education
- "*Expectations and Outcomes: A Follow-up to the April 1998 Survey of PEI Grade 12 Students*," March 2000, completed by the Department of Education

²² <http://www.fse.ulaval.ca/crievat/> (December, 2002)

²³ <http://www.fse.ulaval.ca/crievat/html/etu.html> (December, 2002)

- “*Charting the Course for a Learning Society: Towards an Education and Training Strategy for Prince Edward Island,*” April, 2001

British Columbia reports a “best practice” at the Burnaby-Vancouver offices of HRDC and the Ministry of Human Resources, where a collaborative evaluation model brings together staff and service providers. The aim is to develop a consistent evaluation approach across providers and funding agencies and to provide insights into service impacts. Under the terms of the Canada–British Columbia LMDA, the two orders of government are working to determine the most appropriate methods of estimating the impact on services, including IGCS.

HRDC also notes that the “International Symposium on Connecting Career Development with Public Policy” aims to work toward a shared set of outcomes mutually endorsed by career practitioners and policy-makers.

Coordination of Service Delivery

In Section 3 “Issues and Gaps,” respondents noted the lack of coordination, including the lack of standards, the lack of comprehensive approaches, and differing — and competing — priorities. This is not surprising, as roles exist for both orders of government in directing the services, and there is no single government body responsible for regulating, funding, and providing services. 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. At the postsecondary level, career development offers no connection between federal and provincial/territorial government policy, funding, and the provision of any career development services.

Considering the wide variety of service providers currently available for adults, the coordination of priorities and services is considered crucial in order to eliminate gaps and increase the effective delivery of services so that the various Canada–provincial/territorial LMDAs contribute to coordination of services for adults. However, the connection between the policy and regulatory regime and the funding and delivery of the career development services is still perceived as indirect.

To support coordination, the provinces identified a number of approaches. Under both transfer and co-management agreements, there is a trend toward co-location of federal and provincial services, promoting a “seamless” access for both EI clients, served under federal EI funding, and non EI-eligible clients served by provincially funded programs. For provinces that co-manage labour market matters with HRDC, joint advisory committees typically set the policy framework, including client priorities although they may not reflect national policies or requirements (EI priorities). This dissonance may create difficulties at the local level. Intergovernmental cooperation occurs mainly through the federal–provincial LMDAs, and the FLMM with the CMEC.

In **Prince Edward Island**, there are a number of methods used to coordinate services:

- the provincial government position of Human Resource Manager in each department to coordinate IGCS for government staff
- the establishment of a Training and Development fund for provincial staff
- the provincial Diversity and Equity Policy making the connection between regulation and the provision of IGCS
- the LMDA Management Committee that identifies issues that are priorities for both government and the private sector.
- the coordination of Holland College with employers
- the Agricultural Human Resource Council and the Tourist Industry Association of Prince Edward Island which coordinate information to promote careers in their sectors.

In **Quebec**, a committee brings together representatives of the Ministère de l'Éducation du Québec and of the Ministère de l'Emploi et de la Solidarité sociale to coordinate activities. However, each ministry has autonomy over its own operations, and coordination depends upon the conjunction of their goals and local or regional initiatives; there are no coordinating structures among the administrative bodies and delivery structures operating in a given territory. Some events may provide opportunities for concerted action and temporary coordination, with leadership of these events assumed by one of the organizations concerned.

At Emploi-Québec, there are currently no mechanisms for coordination of LMI services among the ministries and agencies of the government. The Commission des partenaires du marché du travail (Commission of Labour Market Partners) and the Conseils régionaux des partenaires du marché du travail²⁴ (Regional Labour Market Councils) do assist in coordinating IGC services in Quebec. The representatives come from education, labour, and business, and they coordinate the services offered to citizens through joint advisory committees, oversight committees, forums, and meetings. And various associations of workers and the unions of professionals may also share tools, operating standards, and intervention philosophies.

In **Saskatchewan**, the Post-Secondary Education and Skills Training Department coordinates IGCS through:

- the Regional Planning Partnerships within regions of Saskatchewan
- the Community-Based Organization Network
- the federal-provincial Labour Market Development Agreement
- the Saskatchewan Labour Force Development Board
- various pan-Canadian and provincial/territorial committees and projects (Canadian Career Information Partnership, Canadian Career Consortium, Career Circuit, WorkInfoNET).

In **British Columbia**, an informal system of networks between government and stakeholders has evolved to support the research, development, coordination, management, and delivery of services. While these networks are the result of working relationships between key individuals,

²⁴ In Quebec, there are regional councils for all the seventeen regions. They define labour market issues and develop regional action plans, taking into account the goals for Quebec and the intervention framework of Emploi-Québec.(Quebec Works).

they have also been supported, and to some extent created, by the two major joint initiatives between the federal and provincial governments: the Strategic Initiatives and pilot activities under the Canada–British Columbia LMDA.

HRDC reports that, although there is no specific government mechanism for coordinating policies, programs, services, and/or initiatives for the whole Canadian population, there is one for specific groups such as students. In addition, there are various intergovernmental mechanisms for coordinating career development services, including IGCS, across Canada. The interorganizational coordination mechanisms are primarily informational:

- The COLLMI partnership group (Canadian Career Information Partnership, CCIP) — a national partnership of provinces, territories, and HRDC — has been in existence for 25 years.
- Canada WorkInfoNET, CANWIN, the national Web site and national office, a network of partners in all provinces/territories working together to develop a network for all Canadians to connect to information on opportunities for work and learning.
- Coordination of career and LMI initiatives occurs through the Council of Ministers of Education, Canada (CMEC) and the Forum of Labour Market Ministers (FLMM).

Other mechanisms for coordination include:

- Sector councils — 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.
- Federal–provincial–territorial bilateral agreements for youth employment programming. Since 1998, five bilateral youth protocols have been signed with the provinces of Manitoba, Newfoundland and Labrador, Nova Scotia, New Brunswick, and Prince Edward Island.

Link to Policy Development

While research is not directly linked to policy development, respondents noted that career practitioners have had some impact on policy development. The International Symposium on Connecting Career Development with Public Policy²⁵ initiative is seen as an important step toward bridging policy and career development research and practice. Two symposia have been held internationally, the second one leading to a series of concrete projects to be pursued and completed through international collaboration. This initiative is supported by HRDC and managed by the Canadian Career Development Foundation (CCDF). HRDC has also recently approved funding for a National Symposium to be held in 2003. Work is underway to organize a National Steering Group with representation from the FLMM LMI Working Group, CMEC, Sector Councils, HRDC, and the CCDF.

²⁵ <http://www.crccanada.org/symposium> (December, 2002)

In **Prince Edward Island**, counsellors provide input to the Department of Education through their professional association, the Prince Edward Island Teachers' Federation, or through the Prince Edward Island Counsellors' Association.

In **Quebec**, the representatives of the members of professional groups are involved in activities to lobby governments on topics of professional interest, such as the quality and volume of services to be delivered in accordance with the needs of the people they serve. They also participate in public consultations, and may file briefs and recommendations on the important issues affecting the professional services that concern them.

In **Saskatchewan**, counselling professionals are consulted to assist in the development of policy as required.

In **British Columbia**, the networks of government representatives and stakeholders have evolved to support consultation and dialogue around policy issues; these reflect the practice, not the policy, of inclusion. These complex connections between stakeholders are made through working groups and advisory bodies and are the result of strong working relationships between key players.

HRDC reports that there is ongoing discussion within the career development community about the need for a national body that guides or influences career development and information, guidance, and counselling services. Currently, NATCON is the single largest national conference on career development in Canada. Held annually, it attracts in excess of 1,400 people. Despite the fact that NATCON attendees represent the broad scope of career practitioners, it is a conference only and not a professional association.

GLOSSARY

Word/Phrase Meaning

Aboriginal authorities. p16	Those holding administrative power in an Aboriginal group (Indians, Métis, and Inuit), usually under the <i>Indian Act</i> or through treaties.
active labour market policy. p15	Labour market interventions, including education and skills training, that an integrated approach to meeting the supply of and demand for labour in a jurisdiction.
active measures. p18	Interventions, funded through the EI Act, that provide direct service to clients.
adult education. p12	Educational programs designed for adults wanting to complete secondary school, or to develop basic skills and obtain vocational training.
apprentice. p42	A person learning a chosen trade by a combination of some technical training and a lot of practical work with experienced tradespeople for an agreed-upon period of time to acquire the knowledge, skills, and experience to practise the trade.
apprenticeship. p2	An industry-based learning system for youth that offers job experience and technical training that leads, within two to five years, to becoming a certified journeyper person in the trade chosen.
authentic training culture. p27	An environment that promotes appropriate and genuine skills development.
bursary. p65	A monetary award to a deserving student in financial need.
career counselling. pi, p7	Helping individuals clarify their aims and aspirations and make informed decisions regarding their careers.
career development. pi, p11	Improvement of one's career through education, training, and a progression of jobs.
career education. p7	Providing knowledge of the labour market, the skills to make decisions about education and training for chosen work, and opportunities to gain work experience.
career practitioners. p61	Professionals engaged in providing career information and guidance services to individuals and groups.
case management. p47	One practitioner's development and maintenance of action steps for each client, including documentation of their client cases.
client-centred approach. p30	Counselling that puts each individual client's best interests in the forefront.

collaborative partnerships. p13	Two or more interested groups working cooperatively toward common or shared goals.
collaborative processes. piii	The procedures and actions that support cooperative efforts.
collective agreements. p15	Documents outlining agreed-upon terms of employment and signed by the union representing employees and by the employer or a group of employers.
community-based organizations. p36	Local societies or non-profit groups that have come together to realize and promote or support common goals.
continuing education. p20	Formal courses of study for adult part-time students.
co-operative education. p30	Educational programs that include structured work experiences as part of the students' field of study.
counsellors. p15	Professionals who counsel and provide guidance to individuals on personal and/or career issues.
decentralization. p20	Transference from a central authority or government to local authority or ownership.
downsized. p27	A reduced workforce at one employer site or across a sector.
drop-in resource centres. p47	Offices where clients can, without an appointment, obtain information and access other resources and services.
employability skills. p41	The fundamental knowledge, abilities, and behaviours required in most employment situations. <i>See</i> those identified by the Conference Board of Canada.
employment benefits. p14	Benefits established under section 59 of the <i>Employment Insurance Act</i> to enable insured participants to obtain employment.
employment centres. p13	Offices where individuals can go for assistance in their career development and job search.
employment counselling. p7	Providing assistance to individuals, or groups, to clarify their employment goals, to help them access education and training, and/or find employment.
employment insurance(EI). pi	The provisions of the current federal <i>Employment Insurance Act</i> (1996).
employment placement services. p47	Those who arrange for, or refer individuals to job vacancies. (See also "job placement.")
employment equity. p23	The federal <i>Employment Equity Act</i> (1995) states its purpose "is to achieve equality in the workplace so that no person shall be denied employment opportunities or benefits for reasons unrelated to ability..." [and, in the fulfillment of that goal, to correct the conditions of disadvantage in employment experienced by women, aboriginal peoples, persons with disabilities, and members of visible minorities by giving effect to the principle that employment equity means more

	than treating persons in the same way but also requires special measures and the accommodation of differences.]
focus groups. p44	People with similar characteristics who are brought together for a short period of time to focus on and discuss a particular topic, determined by the organization that seeks external opinions on the topic.
guidance. pi	Direction or advice about a course of action, or assistance in problem solving.
guidance-oriented school. p12	An initiative in Quebec schools (école orientante) to ensure that knowledge of the world of work and career guidance for students becomes the main concern of all staff members throughout the school years.
income support. pi	Basic income (e.g., social assistance and income assistance) provided through a program of the federal or provincial/territorial governments.
initial assessment. p27	First evaluation by a career practitioner of a client's abilities and attributes as well as their needs.
information, guidance and counselling services (IGCS). pi	"Services intended to assist individuals of any age — and at any point throughout their lives — to make educational, training and occupational choices, and to manage their careers."
interns. p42	Recent graduates who work for no or little recompense in order to gain experience in the field for which they trained.
interventions. piii	Programs or services (e.g., a Job Club) designed to assist an individual in the search for work and that impact that client's course of action.
job clubs. p45	Specifically a job-search curriculum developed by HRDC; also a generic term to describe job search curricula.
job entry. p27	First job, usually at an entry level, that is, a junior level.
job placement. p6	The process of or arranging for clients to find a job, and of referring them to known job vacancies.
job re-entry.	Returning to the workforce after a period of unemployment.
job-search assistance. pi	Support for clients in the search for work, which may include help in preparing a résumé and providing access to computers, telephones, and faxes.
knowledge-based economy. p27	A system of trade and industry that is based on the development and use of information and requires a high degree of literacy and facility with current information and communications technology.
labour market. pii	Arena where those who are in need of labour and those who can supply the labour come together.
labour market attachment. pi	Regularly employed over a period of time, usually but not always year-round or seasonal, but continual over time.

labour market information. pi	Information concerning conditions in, or the operation of, the labour market such as data on employment, wages, standards and qualifications, job openings, and working conditions.
labour market programming. pi, p11	The design and organization of programs and services that have employment as a goal.
life skills. p22	The abilities required for being successful in the 21 st century — skills in communications, self-advocacy, decision making, self-awareness, and problem solving.
lifelong learning. p19	The acquisition of knowledge and skills through both formal and informal education, training, and life experience — occurring throughout one’s lifetime rather than ending upon graduation from a level of formal education.
low literacy. p26	Individuals with reading and writing skills below an average grade 4 student.
monitoring tools. p17	Methods of measuring progress toward the achievement of goals and objectives.
multi-skilling	Learning or exercising a broader range of skills to be able to perform more tasks than those usually included in one occupational description.
national employment service. p14	Under the EI Act, a national employment service provides information on employment opportunities across Canada to help workers find suitable employment and help employers find suitable workers.
Negotiated Financial Assistance. p40	Negotiated Financial Assistance (NFA) is the process used to determine the client’s ability to contribute, and their level of contribution, to their Return To Work Action Plan (RTWAP).
occupational standards. p41	Benchmarks against which occupations and/or the people in those occupations are measured.
<i>Official Languages Act.</i> p1	(1969, revised 1988) This federal act establishes French and English as the two official languages of Canada, including measures to support minority communities.
personal planning. pi,	The planning by individuals for their life choices (e.g., the BC secondary school curriculum in “Career and Personal Planning”).
post-program supports. p27	Supports provided to clients after the completion of a course or program, e.g., job search or job maintenance skills.
pre-employment skills development. p40	The skills required before clients are considered ready to be employed .(See “employability skills.”)
primary accountability measures. . p17	The three outcomes identified in the federal-provincial Labour Market Development Agreements – numbers of clients served, returns to work, and savings to the EI account.
prior learning assessment (PLA). p23	The evaluation of an individual’s earlier education or learning, for credit or not, formal or informal, as part of their lifelong learning.

	Prior learning assessment and recognition (PLAR) describes the evaluation that is credited to the individual's benefit for further study, training, or employment.
seasonal employment. p20	Regular fluctuations in demand for specific occupations.
sector. p6	In some instances, this term may be used to describe a grouping of industries or a grouping of occupations, e.g., agricultural sector. p21
sector council. p41	Permanent organizations that bring together representatives from business, labour, education and other professional groups to study human resource challenges, identify solutions and manage the implementation of the sector study recommendations.
self-identify. p27	To make one's abilities, or lack thereof, and one's needs known in order to obtain assistance.
self-regulatory. p6, p76	Having the authority to direct its own affairs as, for example, a profession that defines the criteria in education and training required for entry into the practice of the profession and regulates entry through examinations and licensure.
self-sufficiency. p13	The ability to meet one's own needs.
service delivery agencies. p44	The formal groups that provide assistance directly to clients, as opposed to the overall management of services.
single-window approach. p31	The practice of having all government services, provided through a number of ministries/departments, delivered by one worker.
skills development. p19	Training or education that teaches or improves specific abilities.
skills shortages. pii, p20	The shortfall in skilled employees to fill labour market demand – usually a systemic issue
social assistance. p13	An older term that denotes welfare, now usually termed income assistance.
special-needs students. p2	Learners who require physical assistance, or additional teaching or learning supports and resources to reach their potential.
stakeholder. ppi-iii + p5	An interested, involved, or concerned party (e.g., parents are stakeholders in their children's education).
strategic planning. p16	Long-term planning with specific goals, objectives and outcomes identified.
target groups. p24	The specific individuals with similar characteristics or need, for whom services are specially developed.
targeted population. p7	The groups of individuals for whom services are specifically designed.
transparency. p26	Open disclosure of assumptions, goals, and methods.
welfare reform. pi, p19	The rethinking and redesign of the assumptions and approaches to social programs, specifically income-support programs.

work experience. p17

A period of time spent working in a job; sometimes without pay, with the goal of learning the job and gaining experience of the work for one's résumé.

work-first model. p31

A term coined in the US to describe an approach to welfare reform that promotes work as the first and primary objective – with job placements and referrals being the first intervention.

youth. pi

The ages encompassed within this term are defined differently in different jurisdictions and can range from 15 years of age to 30.