IS 2015 Paper Outline

1. Country Name: **CANADA**

2. Please include the names, titles, and a brief biography for each team member. (Max. 200 words per person)

- **William Borgen** is a professor and Head of the Department of Educational and Counselling Psychology, and Special Education at the University of British Columbia. He conducts research and develops programs in the areas of life transitions and career development. His work has been translated and adapted for use in Bhutan, Denmark, Finland, Hungary, and Sweden.
- **Kathy McDonald** is an educational leader driven by the moral purpose of raising the bar and closing the achievement gap for all students. During her 28 years in the public education sector, she has worked in various roles: teacher, school administrator, board-based project manager, and ministry specialist, coordinator, and director. Kathy has a record of accomplishments in the research, design, development, and implementation of provincial and regional curriculum, programs, frameworks, strategies, and policies. She has chaired the Holland College Board of Governors Program Committee, the Prince Edward Island (PEI) Student Engagement Committee, PEI Senior High School Working Group, PEI External Credentialing Advisory Committee, PEI Career Education Team, and has collaborated with partners to host the PEI Minister's Summit on Learning. Kathy currently works in the role of Student Success and Transition Specialist with the PEI Department of Education and Early Childhood Development.
- **Deirdre Pickerell, PhD, CHRP, GCDF-I** is Vice-President of Life Strategies Ltd. and recipient of the 2014 Stu Conger Award for Leadership in Career Development and Career Counselling and the 2006 Human Resources Association Award of Excellence. She has authored/co-authored peer-reviewed journal articles, books, training guides, curricula, and research reports. She was instrumental in establishing the Global Career Development Facilitator (GCDF)-Canada credential and helped the National Employment Counseling Association (NECA) to develop and launch a GCDF-US training program online. Her work focuses on career development within organizations, helping employers understand the ROI gained in supporting employees' career development goals. Her doctoral work examined the links between career development and employee engagement. Her dissertation focused on the career engagement of Canadian Career Development Practitioners and was the inaugural study on the career engagement model that she co-developed. She has designed and supported many organizational career development initiatives, including the launch of a comprehensive onsite career centre for a nuclear power plant – the first program of its kind in the United States.
- **Valérie Roy** is Deputy Director of the Regroupement québécois des organismes pour le développement de l'employabilité (RQuODE), Treasurer of the Canadian Coalition of Community-Based Employability Training (CCCBET) and former Chair of the Youth Advisory Committee of Quebec's Commission des partenaires du marché du travail

(CPMT). Over the years, she has coordinated several provincial and pan-Canadian projects aimed at improving employability practices for groups that are underrepresented in the labour force. She is now working on a new socio-professional integration project involving the Inuit community in Nunavik and Montreal.

- **Paula Wischoff Yerama** is the Executive Director and former Chair of the Career Development Association of Alberta, Chair of the Canadian Council for Career Development Certification Working Group, and a Certified Career Development Professional providing career and employment services to individuals of all ages and backgrounds throughout Alberta. As a Lifetime Member of the Career Development Association of Alberta Paula is recognized for her commitment and contributions to career development.

3. **In an effort to gauge the level of interest the sub-theme topics, we ask that you select the sub-theme you are most interested in discussing. (Please note that country teams will participate in all sub-themes discussions during the symposium.)**
   - Emerging Technologies
   - **Why Return on Investment (ROI) Matters**
   - Engaging Employers
   - Integrated Policies: Creating Systems that Work

4. **What do you most hope to gain from participating in the 2015 International Symposium? (Max. 200 words)**
   - Access other perspectives and strategies related to themes
   - Catalysts for affecting change/progress in Canada
   - Knowledge exchange
   - Exploration of possible international collaborations
   - Exchange with other highly decentralized countries

5. **On a scale of 1-5, how established are your country's career development initiatives? 1 (very limited) – 2 (developing) – 3 (a few successful initiatives) – 4 (established) – 5 (well developed)**
   4

6. **Each sub-theme will be explored through in-depth small group discussions. In order to foster the most productive discussions, we want your input on your preferred group mix. Please rank the following options in order of your *most* to *least* preferred group mix. While we cannot guarantee your first choice, we will make every effort to accommodate your preferences and we appreciate your flexibility.**
   - **(3)** Group discussions with representatives at the **exact same** stages of development.
   - **(1)** Group discussions with representatives at **similar** stages of development. (For example, if you answered question #5 above with: 3: *a few successful initiatives,*

we would make every attempt to group you with representatives from developing and established countries.)

- **(2)** Group discussions with representatives at every stage of development.
- **(4)** Group discussions with representatives in similar geographic regions.
- Other (please specify).

7. **What are the major challenges for establishing an effective career development system within your country? (Max 200 words)**
    - Devolution and decentralization (federal/provincial jurisdictions)
    - Diversity of labour markets/issues/needs across country
    - Geography
    - Cultural and language diversity
    - Disconnect among policy, practice, and research
    - Systemic silos
    - Low awareness/value of career development (public, funders)
    - Lack of solid identity and valuing from within the field (practitioners)
    - The breaking of the psychological contract between employers and employees – CDPs not seen as strategic contributors by employers
    - Funding models create pressure to employ clients quickly – quick bad placements valued more than slower sustainable ones

8. **At what level are major policy decisions made related to career development within your country?**
    - Local
    - Federal/**Provincial**/Regional
    - National
    - Depends

EMERGING TECHNOLOGIES

This sub-theme is looking for ideas on how new and well-established information and communications technologies (ICT) are currently being used in career development projects, policies, or research. We want to know the specifics on what has made the technology helpful, how exactly it's being utilized, and what hurdles you may have faced. (ICT refers to technologies that provide access to information through telecommunications. It is similar to Information Technology (IT), but focuses primarily on communication technologies. This includes the Internet, wireless networks, cell phones, and other communication mediums.)

9. **Please describe how technologies are CURRENTLY used to support workforce preparation, placement, and development policies for young people in your country. (Max. 500 words)**

Each province and territory has a variety of online resources for career planners and job seekers. Most of these sites offer job boards/job banks as well as information on training and apprenticeship programs, self-employment, wage subsidies, and labour market information. Some sites include interactive career planning/portfolio tools, resume builders, and education

trackers – all with options to create accounts, allowing users to save and update information and re-take various career assessments. Some provinces have fully invested in these resources (e.g., Alberta's Learning Information Service [http://alis.alberta.ca/index.html] was launched in the mid-1990s, Saskatchewan is developing Saskcareers.ca [https://saskcareers.ca/], and Nova Scotia recently launched Career in Gear [https://careeringear.nscc.ca/]); others contract with external organizations to offer fully integrated systems. The provinces of New Brunswick and Ontario, as just two examples, work with Career Cruising (http://public.careercruising.com/ca/en/) to provide users access to the full Career Cruising tool while also linking to local employers and educators. This enhanced collaboration allows youth to see how learning opportunities, in their local high schools, link to workforce needs. The ccInspire component connects youth to local employers providing an additional, and vital, partner in workforce preparation. The option of a Parent Portal allows parents and guardians to keep track of their children's career development and education planning activities. British Columbia works with Career Cruising as well but also uses MyBlueprint (http://www.myblueprint.ca) which gives youth in schools and other BC citizens access to career assessment tools and education planners. Several other provinces also have Career Cruising licenses. Quebec has a number of options for its citizens; some of these are provided by government and/or funded by government while others have no government support. These sites include: http://emploiquebec.gouv.qc.ca/en, http://choixavenir.ca/parents, www.mongpsdecarriere.ca, https://www.reperes.qc.ca/asp/reperes.aspx, and http://imt.emploiquebec.gouv.qc.ca/mtg/inter/noncache/contenu/asp/mtg941_accueil_fran_01.asp

The federal government offers an online federal job bank and career finder (http://www.jobbank.gc.ca/home-eng.do?lang=eng), produces labour market information and job trends reports, and maintains the National Occupational Classification. Through the various Labour Market Development Agreements the Canadian government invests approximately $2 billion per year allowing the provinces and territories to design, deliver, and manage skills and employment programs; these are particularly focused on employment insurance (EI) recipients. Although not specifically focused on technology the Government of Canada also invests over $330 million per year across three program streams under the broad Youth Employment Strategy (YES): Skills Link, Career Focus, and Summer Work Experience.

To acknowledge, at least in part, the importance of information and communications technology, Canada's Essential Skills were recently updated to replace "Computer Use" with "Digital Literacy."

Although online education options can help with workforce preparation, often with better outcomes, in contrast to other OECD countries Canada does not currently have a national strategy focused on e-learning or the use of various technologies in teaching. E-learning opportunities in and beyond high school are somewhat limited and fall within provincial jurisdictions, resulting in a patchwork of options.

10. How does the use of technology connect with existing structures or provision of career guidance? (500 words or less)

Canada does not have a coordinated use of technology within career/employment services; instead, technology implementation is the responsibility of individual service providers. A national research study, Career Motion (2012; http://www.srdc.org/publications/How-Web-based-technologies-can-improve-the-career-choices-of-young-people-details.aspx) found that the presence of a practitioner, within the web-based process, was a critical component of service. The integration of content, activities, and client-practitioner interaction needs to be a driving consideration for the future development and implementation of web-enabled services.

Individual agencies are, however, exploring how to utilize ICTs, including the use of technology tools to support face-to-face service delivery, e-learning platforms to deliver workshops, and the use of email and web-conferencing to reach clients in rural settings. In British Columbia (BC), 12 agencies have come together to utilize a career counselling platform, eVolve, developed by a BC career development agency. This innovative and interactive space enables clients to access content and activities related to their career needs online and to communicate with their practitioner asynchronously. In Quebec, a cyber-mentoring program for young adults was recently launched; Academos uses social media to engage with youth (http://www.academos.qc.ca/).

On the horizon for Canada is a research project recently launched, funded by the Canadian Education and Research Institute for Counselling (CERIC), to explore the effectiveness of delivering hope-centred career development interventions through both face-to-face and online delivery. This research will contribute to a better understanding of the design and practice processes that support the utilization of online guidance services.

The online Employment Readiness Scale (ERS™; www.employmentreadiness.org), a standardized pre-post measure of employment readiness commissioned by the federal government, has been used by 434 public and private agencies across Canada with over 135,000 Canadians (youth and adults). The ERS provides both individual assessment over time and roll-up reports across clients that show patterns of need as well as demonstrating changes in employment readiness - a promising practice with respect to ROI. National ERS data offers rich insight into client needs, confirming that 49% of youth 19-24 and 56% of youth 18 and under lack the self-management and interpersonal skills needed to maintain a job when they first come in for employment-related assistance.

11. What are the challenges your country faces related to Emerging Technologies? (Max. 500 words)

Canadians are among the largest consumers of wireless data. Yet, perhaps because Canada lagged behind much of the developed world in building a wireless infrastructure, Canadians also face some of the highest rates and poorest service in the world. This is true whether considering wireless data or Internet service.

Many believe that the high cost, for relatively poor service, is due to Canada's geography (i.e., Canada is the second largest country in the world, by land mass) and relatively small population (i.e., approximately 35.5 million people). This is certainly the message consistently delivered by Canada's top three telecommunications companies. However, studies show that all regions, with the exception of the Northwest Territories, have almost 100% wireless coverage. The high cost of plans, rather than coverage/accessibility, remains the largest impediment to improved access to emerging technologies.

Another challenge relates to income. According to Statistics Canada, "[t]he digital divide in wireless Internet use remains consistent across different age groups. The 16 to 24 demographic are the heaviest users of wireless Internet services, but the gap between the rich and poor remains: 88.3 percent of the top quartile use wireless Internet services, but that declines to 26.4 percent for the poorest quartile" (http://www.thestar.com/business/tech_news/2013/11/01/statscan_data_points_to_canadas_growing_digital_divide_geist.html). Income combined with the high cost of plans likely also contributes to Canada's overall number of cell phones, which is lagging behind several other countries. Canada has 70.9 cellphones for every 100 people compared to 129.9 per 100 people in the UK and 144.2 in Finland.

Although Generation Y (i.e., those born between the 1980s and the early 2000s) are among the largest consumers of ICTs, they are considered to be tech-dependent rather than tech savvy. In some cases, this results in Gen Y using technology rather than creating it. In others it means effective use of technology for a particular purpose but an inability to transfer those same skills to other forms of technology or for other purposes. This can result in a huge challenge for those investing in ICTs, for the purpose of engaging youth . . . the assumption cannot be that dependency and savviness are interchangeable.

Employers also suggest that emerging technologies have had a negative impact on the social skills of youth entering the workforce. While able to establish and maintain meaningful relationships "online," today's youth may not have the social skills to interact effectively with customers, clients, colleagues, and supervisors. Issues surrounding mobile device use in the workplace have created the need for new policies and procedures around usage and are forcing organizations, and individuals, to redefine privacy.

Another challenge related to ICTs and the provision of career guidance is the generally tech-adverse population of career development practitioners (CDPs). Several recent studies of Canadian CDPs has demonstrated a lack of interest/ability to make effective use of ICTs. For some this resistance also emerges with ever-increasing expectations around data management; there is an overall lack of seamless integration of new technologies with effective counselling practices. There may be multiple factors relating to CDP resistance and/or their tech-adverse natures. Training programs for CDPs rarely, if ever, focus on technology and professional development related to ICT has traditionally low uptake. This relates both to increasing overall computer skills as well as to the specific data management programs CDPs may encounter in

their work. Further, many CDPs report that data management systems are not user-friendly or intuitive; they can be described as "clunky" and awkward to navigate. Further, these systems generally focus on the hard data funders require (e.g., number of clients served/employed) rather than the meaningful data that may help demonstrate client change. Lastly, and perhaps unique to British Columbia, due to unwieldy data management software, some agencies have invested in the development of proprietary client tracking systems, despite being required to use the provincial Integrated Case Management (ICM) program. Data are entered into the agency system by the case manager/career counsellor, then an administrative assistant is responsible for transferring that data into the provincial system.

WHY RETURN ON INVESTMENT (ROI) MATTERS

Here you may explore the value and impact career guidance has on an individual's livelihood or the economic development of your country. We want examples of how evidence-based policies have been created, implemented, and evaluated. (For example, what the measurement of success was or suggestions on how to evaluate these types of initiatives)

12. Please describe how the value and impact of policies for workforce preparation, workforce placement, and development of young people is assessed (if at all) in your country. (Max. 500 words)

In short, there are few policies explicitly focused on career development and, for those that do exist, they seem to be more influenced by the political flavour of the current incumbent than by solid evidence-based research and decision-making. While there has been both federal and provincial investment in evidence-based research over the last 5 years, the results – despite the fact that they have been definitive and potentially informative – have been largely ignored federally.

The funding structure in Canada is somewhat complex and, as a result, policy oversight has also been complicated. Funded career and employment services in Canada, for the most part, are managed provincially but funded via a federal transfer (Labour Market Agreement) and so are influenced by both federal and provincial policy.

Provincial policies shaping delivery vary considerably, reflecting socio-economic and political priorities in each region. In some provinces, government employees deliver the bulk of services and the provincial government is very "hands-on" in shaping those services. In other provinces, contracted service providers deliver the majority of, if not all, services. Provinces also vary considerably with respect to their emphasis on fast track training and job placement versus a longer-term investment in employability skills development and training to support clients to contribute to community, minimize reliance on social services, and/or secure quality, sustainable employment – with the majority clustering around the former.

To date, Canadian policy has focused almost exclusively on the demand side of the economy – developing programs/services to prepare potential workers for employment – with virtually no consideration of the supply side (i.e., the role of employers and the policies that govern

employer-employee contracts). Consequently, we've seen downward shifts in employer investment in training and a wide range of labour market imbalances that have made entry and career-relevant mobility extremely challenging, particularly for youth.

Most recently, the federal government unilaterally announced a new policy that, if enacted, will have significant influence on the funding formula, service structure, and accountability framework associated with career/employment services. The Canada Job Grant (http://www.actionplan.gc.ca/en/initiative/canada-job-grant) is intended to meet the training needs of industry to address skill shortages. Under this policy, employers receive assistance with training costs and workers get training for existing or new jobs. The value and impact of this policy, which was introduced in 2014, remains to be evaluated but it was met with unanimous opposition by all provinces and has received mixed review by employer groups. Under the initiative, some funds that were once used to deliver career and employment programs/services in some regions will be redirected to the Canada Job Grant. The federal government anticipates an increase in productivity, worker skills, worker retention, and employer investment in training as a result of this policy. While many agree that a focus on the supply side is long overdue in Canadian policy, those opposing the policy anticipate a dismantling of career/employment services and an unmanageable and untenable system for employers, provincial government, and clients.

13. How is the value of career guidance provision in supporting such policies measured? (Max. 500 words)

The tracking and reporting of outcomes is heavily influenced by accountability requirements attached to federal funding to the provinces and, regrettably, has been largely limited to blunt measures of the number of clients served, referred to training, and/or placed in jobs, regardless of the actual content of service delivery, the value of the training, and/or the quality or sustainability of the job.

The connection between impact data, policy, and funding decisions would appear to continue to be tenuous at best. Youth employment/education trends are tracked federally via the Youth in Transition Survey (http://www23.statcan.gc.ca/imdb/p2SV.pl?Function=getSurvey&SDDS=4435), but it is not clear how the results are used in shaping policy or practice. Recent evidence-based research has been demonstrating both clinically and statistically significant impacts of career/employment services on client knowledge, skills, personal attributes, and labour market outcomes. Yet, despite positive results (including qualitative data), programs and services have been deemed ineffective and cut. Generally speaking, career and employment services continue to be seen as a budget line drain rather than a strategic investment by most governments and funding decisions often appear to be influenced by short-term political priorities (e.g., pressure to serve specific populations or regions) and blunt measures (e.g., service usage).

Recent research confirms an appetite on the front lines for a more robust approach to evaluation. In 2012, three Canadian provinces partnered with the Canadian Research Working

Group on Evidence-Based Research (CRWG; http://www.crwg-gdrc.ca/index.html) and the Canadian Career Development Foundation (http://www.ccdf.ca/; funded by federal government) in a study titled Transforming the Culture of Evaluation in Career and Employment Services: Common Indicators. The main research goal was to develop and test an online tool capable of capturing and analyzing more refined data on changes in client learning, personal attributes, progress indicators, and a range of qualitative factors associated with training/job placement. The study demonstrated significant promise for such a system and two provinces are now funding further research to refine the system and extend data collection and analysis.

There is considerable discourse federally and provincially, and from the employer community, about the need to address skill shortages and better serve the labour force needs of industry. Yet, very little definitive data exists on current and emerging industry needs and analysts are split about whether labour market imbalances have, in fact, deepened. Although there is no doubt that certain industries and regions experience acute shortages of workers, it is unclear to what extent the current discourse is grounded in research and evidence of a widespread pattern of labour market need. Large scale reformative policies, such as the Canada Job Grant, have been established to address the training needs of employers and to alleviate labour market shortages. The policy has been widely criticized by provincial governments and received mixed responses from the employer community. The value of this policy and its impact on service delivery and client outcomes remains to be seen. The focus on the demand-side is welcome, however, and provincial initiatives such as Quebec's Labour Market Partners Commission demonstrate the power of engaging employers.

14. What are the challenges your country faces related to measuring Return on Investment (ROI)? (Max. 500 words)

There are several obvious challenges associated with making the return-on-investment case in our field. Any human service is messy from an evaluation perspective. How do we isolate the impact of career/employment interventions versus all the other influences potentially affecting client progress? In an environment of limited funds for any research – let alone longitudinal impact studies – how do we capture the true gains made by individuals that are often realized post-intervention? How do we rigorously measure more subtle changes in hope, optimism, confidence, and self-efficacy – and how do we definitively demonstrate that these changes have socio-economic impact? How do we present compelling arguments in an environment of short-term political interest when investments and pay-offs in human development are often longer-term?

The irony is that, in Canada, we have taken on these challenges and, although there remains much to do, we have conducted rigorous research, demonstrated clear impact, and, for many years now, have presented a compelling case for the return on investment of career and employment services. Several of these reports demonstrated that the lack of career development services, supports, and information is a key barrier to youth pursuing and completing post-secondary education (i.e., The Price of Knowledge, 2004; Who Pursues Postsecondary Education, Who Leaves and Why: Results from the Youth in Transition Survey, 2004; Class of 2003: High School Follow-Up Report, 2007; An Examination of Barriers to

Pursuing PSE and Potential Solutions, 2008; and Future to Discover – Post-Secondary Impacts Report, 2012).

Other reports demonstrated the positive impact of accurate and tailored labour market information and career development interventions on client outcomes (i.e., Assessing the Impact of Labour Market Information on Career Decision-Making, 2011 [http://www.crwg-gdrc.ca/crwg/index.php/research-projects/lmi]; Assessing the Impact of Career Resources and Supports Across the Employability Dimensions, 2013 [http://www.ccdf.ca/ccdf/index.php/research/reports]).

Lastly, in the recently published Career Development textbook, *Career Development Practice in Canada: Perspectives, Principles and Professionalism* (2014), Phil Jarvis presented a strong economic case for career development, citing the significant returns on investment with respect to productivity, stronger education results, and savings to health, social services, protection, and corrections costs.

The federal government funded much of the early evidence-based research, all of which clearly demonstrated the significant, and positive, impact of career development services. Unfortunately, the federal government seems to have paid virtually no attention to the results, as they continue to enact policies that ignore the findings. Some provincial/territorial governments have paid more heed to the results and are investing in career development, but this trend is far from uniform across the country.

In fairness, it should also be noted that the Canadian career development field has not been strong in capitalizing on employer-commissioned ROI research. Front-line practitioners, and their employers, have also struggled to conduct research beyond what data funders require. Our silos and insular ways do not serve us well!

ENGAGING EMPLOYERS

In this sub-theme, we want to explore how employers can be engaged to help create effective talent pipelines. What research, programs, or policies have been implemented in your country to support the talent pipeline? What obstacles did you have to overcome and how are you measuring the success of these initiatives?

15. Please describe the formal and informal roles and mechanisms that employers play/participate in to support workforce preparation, workforce placement, and development of young people in your country. (Max. 500 words)

Between 1976 and 2014, Canada's youth unemployment rate has ranged from as low as 10% to as high as 20%; in October 2014 it was recorded as 12.6%. Ebbs and flows in the youth unemployment rate are often addressed by the services and supports that are available to youth regionally, provincially, and federally and can include funding for projects, programs, and training. Employer involvement in these initiatives is necessary to help youth connect with employers and gain the hands-on experience employers are looking for.

Through high school work experience programs, Registered Apprenticeship Programs (RAP), mentorship initiatives, co-op programs, and internships employers are offering opportunities for youth to engage in the world of work and to develop the skills and experiences employers expect. They attend campus recruitment events and career and job fairs and offer student employment opportunities, scholarship programs, and flexible hours in order to attract youth to their industry or company. Some employers engage with projects (e.g., http://www.roadtoemployment.ca, http://imagineworkinghere.com, and http://www.oneweekjob.com) to share what it is like to work for a particular company or in a particular role. Employers are also open to engaging with youth through information interviews and they may actively seek out youth from specific post-secondary programs.

In the post-secondary sector some provincial governments are asking universities to increase the connection between a wider range of their programs and employment opportunities. This has had the effect of greatly increasing the number of post-secondary co-op initiatives in programs that have not formally had them; however, a disconnect remains between program availability and accessibility.

Employers interested in hiring youth are able to access a wide range of programs and services through the Government of Canada's Youth Employment Strategy including Skills Link, Career Focus, and Canada Summer Jobs. Employers can also advertise through the Job Bank website for jobs for youth. Hire a Student programs continue to be accessed by youth and employers for summer positions.

Despite the good news stories and positive results from specific programming, Canada has one of the poorest performances of the OECD countries when it comes to employer investment in training, despite compelling evidence that investment in employee development and training lead to improved business outcomes. Rather than employers taking responsibility for providing training and skill development opportunities, responsibility has shifted to post-secondary institutions and students. This imbalance is contributing to the increasing skills mismatch and will not resolve without a collaborative approach.

One promising model is Quebec's workforce skills development fund. In Quebec, if an employer's total payroll exceeds $1 million they are required to participate in workforce skills development for the year by allotting an amount representing at least 1% of their total payroll to eligible training expenditures. If they do not comply they are required to pay a contribution equal to the difference between 1% of their total payroll and the amount of their eligible training expenditures into the Workforce Skills Development and Recognition Fund (WSDRF). A March 2014 news article (http://news.gc.ca/web/article-en.do?nid=821539) cited Quebec as having a "long-standing, well-functioning system that puts employers at its centre and requires them to invest in training." The system includes legislation related to employer investment in training, collaboration regarding training decisions and labour market training investments, and a dedicated fund to support employer-based training with a focus on small and medium-sized

businesses. While the initiative includes many positive elements, an enormous number of enterprises fall under the $1 million threshold.

16. What policies exist, if any, to support employer engagement? Please refer to occupational and labor market information, work experience, interventions in education and training institutions, and career guidance. (Max. 500 words)

The Government of Canada cites internships (http://www.youth.gc.ca/eng/topics/career_planning/internships.shtml), co-operative education (http://www.youth.gc.ca/eng/topics/career_planning/coop.shtml), and apprenticeships (http://www.youth.gc.ca/eng/topics/jobs/apprenticeship.shtml) as options for gaining valuable work experience that may provide compensation to the employee. The Federal Student Work Experience Program (FSWEP; http://jobs-emplois.gc.ca/fswep-pfete/index-eng.php) is an option for those who want to work for the federal government and there is a Young Canada Works (http://www.pch.gc.ca/eng/1358260464627/1358260720464) program through Canadian Heritage and Parks Canada that provides opportunities to improve second language skills and work in heritage preservation or within Canada's National Parks system. These options are not a fit for all youth and most require participation in the post-secondary education system at some point.

Many secondary schools and post-secondary institutions are expanding their collaborations and partnerships with local employers and trade organizations to connect their students with the labour market. Community colleges and trade/technical schools tend to do a good job of working with employers as the programs are often directly related to specific industries and occupations.

Career and employment services may be available to youth in a secondary school, post-secondary institution, or community setting to help with developing their job search skills and connecting them with the labour market, but may not be accessible to all students. Job fairs, employer open houses, and information interviews can help to make necessary connections.

An Employer-Youth Engagement Project (EYE) conducted in the Cowichan Valley of British Columbia (http://coscowichan.ca/wp-content/uploads/2013/04/FINAL-REPORT.pdf) found that "regardless of the requirement for B.C. graduates to complete a mandatory thirty hours of work experience and/or community service prior to graduation (British Columbia Ministry of Education, 2009), they are not gaining sufficient experience to qualify for entry-level positions. Although the thirty hour minimum allows youth to get a general understanding of what a job entails, it doesn't allow them to develop the life skills necessary to navigate workplace challenges and obtain that job." Employers reported that "more life skills training, more career guidance and job matching programs, and more leadership or mentorship programs" would aid in increasing youth employment. While employers ranked certification as less of a concern in increasing youth employment, youth felt that lack of certification was a barrier for them in obtaining employment.

17. What are the challenges your country faces related to Engaging Employers? (Max. 500 words)

Services for youth have been cut in many regions of the country, leaving them unsure of what to do, who to turn to, and how to access and maintain employment. Many work searchers still rely heavily on out-of-date methods to apply for and secure employment. Without services that focus on both the supply and demand side of the labour market, youth may not have access to the same kinds of partnerships and initiatives that they would otherwise. While social media has opened doors for youth to engage with employers, in many respects there remains an invisible wall for those who lack the mentorship, coaching, and training to connect to the hidden job market. Many large and medium sized businesses are inaccessible to many youth without the assistance of programs and services through community service providers, secondary schools, and/or post-secondary institutions.

Perceptions of youth about employers, and employers about youth, continue to be a challenge in engaging employers. Generational stereotypes can prevent youth and employers from connecting. Within the workplace generational stereotypes continue to impact employer engagement. When career development is approached as the responsibility of the individual, employer engagement in the career development process may be a barrier.

Within the Canadian context several factors need to be taken into account when considering the engagement of employers with youth seeking employment. The first is the ongoing and escalating change in labour market opportunities, which are increasingly influenced by international developments. This is making it more difficult for employers to consider long-term commitments to employees, and conversely it is making it important for employees to consider other opportunities while working. Within this context, young workers will often look for career development opportunities within their current jobs as a way to progress and to make them more employable if their job is terminated. Although some employers view career development as important to maintaining a competitive edge for their companies, many worry that it will make their employees more attractive to external opportunities. Second, Canada is a multicultural society; each culture brings with it expectations regarding the education and employment of their children, as well as approaches to career development. This influences the expectations of immigrant employers as well as immigrant youth seeking employment. A third factor relates to evidence that suggests younger people are increasingly making career decisions based on lifestyle choices in addition to the meaningfulness of actual work activities. For example, increasing numbers are making employment decisions based on maintaining family and friendship relationships, in addition to career progression.

A recent report by the Canadian Career Development Foundation, *Career Education in Atlantic Canada: Research & Recommendations* (December 2014), submitted to the Council of Atlantic Ministers of Education and Training (CAMET) outlined several challenges and issues related to the lack of uptake of community-based learning opportunities by secondary students despite their heavy promotion and researched benefit.

INTEGRATED POLICIES: CREATING SYSTEMS THAT WORK

Here we look to explore how career guidance systems integrate with broader education and employment systems. What policies have been implemented in your country? How are service users and local communities engaged in the development and delivery of career guidance services? What policies and processes exist to support this engagement? What obstacles did you face?

18. Please describe how policies for workforce preparation (including entrepreneurship) and workforce placement are integrated or coordinated, if at all, in your country. Who and/or what is driving the integration or coordination? How are local communities and public service users involved, if at all, in those policies?

The federal government is responsible for aspects of labour market development reflective of national interests, though shifts in funding priorities often result in the loss of promising practices/programs. For example, the federal Sectoral Initiatives Program funded industry-driven partnerships, bringing together key stakeholders such as Aboriginal organizations, municipalities, employers, workers, not-for-profit organizations, and educational institutions. However, priorities have shifted and core funding has been replaced by select project-based contracts.

Federal workforce preparation and workforce placement policy is focused in three areas:

- increasing the participation of Canadians and immigrants in the workforce to meet current and future labour shortages;
- enhancing the quality of education, skills, development and training, and developing interest and excellence in research in Canada; and
- facilitating workforce mobility and providing the information necessary to make informed labour market choices.

Two separate intergovernmental bodies serve as forums to discuss policy issues and to strengthen cooperation and strategic thinking: the Council of Ministers of Education, Canada (CMEC), and the Forum of Labour Market Ministers (FLMM).

Council of Ministers of Education, Canada (CMEC)

Education in Canada, from early childhood through to adulthood, is under the exclusive jurisdiction of provinces and territories with each determining the curriculum for K-12 education. However, individual school boards exercise considerable autonomy over how that curriculum is delivered. Provincial and territorial ministers of education comprise and work through CMEC on a wide variety of activities, projects, and initiatives to enhance Canada's provincial/territorial education systems, learning opportunities, and overall education outcomes. CMEC focuses on the four pillars of lifelong learning — early childhood learning and development, elementary to high school systems, post-secondary education (PSE), and adult learning and skills development. Within these pillars, current CMEC activity areas include literacy, Aboriginal education, PSE capacity, education for sustainable development, national and international representation, official languages, learning assessment programs and

performance indicators, and education data and research strategy. Unfortunately, despite clear imperatives for strengthening career education, the role of education in supporting the career development of students has not been on the CMEC agenda.

The federal government has jurisdiction over a number of policy areas that intersect with education, such as the education of Indigenous people, economic development, Aboriginal affairs, and foreign affairs – but career education has not been a policy focus for the federal government.

Forum of Labour Market Ministers (FLMM)

Labour market responsibility is shared between federal, provincial, and territorial governments. The FLMM is composed of provincial and territorial ministers, and the federal minister responsible for labour market issues. The FLMM acts as an intergovernmental forum to strengthen cooperation and strategic thinking on the labour market priorities of the provinces, the territories, and Canada. Current FLMM priorities include:

- improving the quality of data that supports LMI instruments and the LMI available about under-represented groups
- improving access to a wide variety of LMI, including both government and non-government partners
- strengthening apprenticeship training and increasing employer involvement; improving completion rates
- working with industry to facilitate movement of apprentices of identified priority occupations and alignment of apprenticeship training programs applied in most provinces and territories
- removing barriers to help new Canadians have their qualifications recognized more efficiently
- consulting on agreements including Labour Market Development Agreements (LMDAs, which provide provinces and territories with approximately $2 billion per year for programs that help Canadians develop skills and find work, and help employers find workers) and Canada Job Fund Agreements (CJFAs, aimed at helping federal, provincial, and territorial governments address the skills gap/mismatch and ensuring greater employer involvement in training decisions)

As one might expect, career development services and supports do not fall under the mandate of the FLMM. The loss of the FLMM Career Development Services Working Group in 2011 removed the framework for national discussions on career, employment, and workforce policies and practices. This loss may have also contributed to the lack of career development research funding, despite several recent research reports clearly demonstrating the positive impact of career development services on client outcomes and, therefore, economic prosperity. Devolution/decentralization of career/employment services and supports has resulted in a "siloed" approach to service delivery and minimized opportunities to share best practices.

19. To what extent do these sectors coordinate such policy or program initiatives? To what extent do they include career guidance/advice/information provision? How useful and efficient are these to support the policy initiatives? (Max. 500 words)

Canada has invested in the development of two key career development competency frameworks. The Canadian Standards and Guidelines (S&Gs) for Career Development Practitioners (CDPs; http://career-dev-guidelines.org/career_dev/) focuses on competencies required within career development practice and has become the benchmark for certifying practitioners. The Blueprint for Life/Work Designs identifies competencies citizens need to make informed choices and effectively manage their careers, and outlines indicators useful to develop curriculum and programs, as well as to assess career management competencies. Actively used in some areas of Canada, the Blueprint has been more widely adopted internationally.

As noted previously, provincial/territorial governments range significantly on approaches to managing career and employment service delivery (from direct delivery by government staff to third party models; from a focus on lifelong career development to largely self-help models pushing for quick employment). Major system transformations in several regions are testing innovative models: British Columbia created a Work BC interactive online website (www.workbc.ca) and Employment Services Centres to integrate services and help guide users' education and career paths. New Brunswick is transforming services to the most difficult-to-serve income recipients, focusing on long-term employability and building sustainable livelihoods.

In Canada, the PSE system must satisfy diverse stakeholders. Students expect to gain skills/knowledge to help them advance to further learning and working opportunities. Governments expect graduates who can successfully attach to the labour market, and also depend on PSEs to advance research/innovation. The Conference Board of Canada's Centre for Skills and Post-Secondary Education (SPSE) is examining the roles, structure, activities, and impact of PSE, to create and evaluate a Canadian Skills/PSE Strategy. PSE-business partnerships are being widely leveraged. For example, Memorial University will use a $1.98 million contribution from Hibernia Management and Development Company to support geophysics field-based studies, research projects, and purchasing specialized geophysical-exploration equipment; Siemens Canada and Mohawk College have signed a memorandum of understanding that will drive collaboration on curriculum, training, applied research, and co-op work terms/internships; Viterra will invest $5 million in the Crop Development Centre (CDC) at the University of Saskatchewan to support national/internationally recognized wheat-breeding programs at CDC; SaskPower will invest $1 million in both the Saskatchewan Institute of Applied Science and Technology and the Saskatchewan Indian Institute of Technologies to fund training/programs that align with the growing demand for electricity and skilled tradespeople. Prior Learning and Assessment Recognition (PLAR) is being investigated to help address skills gaps and labour shortages. Work is underway to develop a Pan-Canadian credit transfer system, and discussion is occurring regarding establishing coordinating benchmarks and guidelines for PSE assurance.

Within K-12 education, a new career development policy was set for Ontario in 2013. With the support of the Canadian Career Development Foundation (CCDF), the Council of Atlantic Ministers of Education and Training (CAMET) is integrating career development in K-12 public education. Prince Edward Island is first to implement the strategy, with a project that integrates intentional career development in the education system with the broader employment system to assist students to develop/maintain an earlier and planned long term connection to the labour force.

20. What are the challenges your country faces related to Integrated Policies: Creating Systems that Work? (500 words or less)

Once an issue has been agreed upon, navigating complex bureaucratic and political systems consisting of many layers and processes in order to move from issue identification to policy development and implementation can result in misaligned action. It is encouraging that CAMET (a regional subset of CMEC) has set career education as a key strategic priority and made significant progress in commissioning research and developing a formal strategy to support provincial action. Hopefully, this may influence CMEC to adopt a more direct mandate for career education, providing an integrated national view, so it becomes embedded in all ongoing work and priorities.

There exists a bewildering array of LMI available in Canada, which presents challenges for public service users, community organizations, companies, and governments to access the relevant information they need. The Government of Canada's Job Bank (www.jobbank.gc.ca) provides job seekers and employers with an online tool to search jobs, explore occupations, post jobs, and investigate job market trends, but has limitations as a national hub.

As a whole, career services do not adequately address the needs of some groups (e.g., people with disabilities, culturally and linguistically diverse people, Aboriginal peoples, individuals of low socioeconomic status, and people with mental illness). Greater stakeholder involvement in policy and program development and targeted funding is needed to address this.

Provincial/territorial career development associations are at varying stages of establishing certification within their particular region and funding levels/formulas for career and employment services vary dramatically across the country. As a result, significant differences in quality and types of career development services provided to citizens exist. Broad policies on career development and service provision related to learning and work over the lifespan are absent nationally, and are also absent provincially/territorially, in most cases. As a result, a significant challenge is proactively, intentionally, and seamlessly attending to the lifelong career development needs of citizens. The CMEC and the FLMM are the natural bodies to address this but, as noted, much remains to be done to secure career development/career education as explicit priorities. The Blueprint for LifeWork Designs is potentially a tool to support policy/program design. Career education could be added to the core mandate of CMEC, and FLMM could adopt career development as a permanent agenda item. A Chair or multiple Chairs of career education/career development could be established at the PSE level to develop an

ongoing research capacity. On the policy front, Canada has much to learn from international models.

ADDITIONAL INFORMATION

21. Are there any other unique challenges within your country to which you would like to draw attention? (Max. 500 words)

Canada, a vast and diverse nation, has different local economies reflecting regional geography and resources; these sometimes result in competing challenges, priorities, and agendas. With the loss of the FLMM's Career Development Services Working Group, career development is no longer on the national policy agenda. Instead, career and employment interventions focus on immediate, just-in-time decisions, rather than proactively developing people's career management skills that have been shown to result in longer-term and more economically viable attachment to the workforce. In addition, there appears to be an unstated operating assumption that providing information to citizens is an adequate strategy to connect those citizens with meaningful learning and work. While the pan-Canadian CMEC and FLMM strive to identify common priorities and enhance cooperation and strategic thinking, our complex and convoluted political/funding structure is a considerable challenge.

Many career development practitioners (CDPs) have not been able to clearly demonstrate the value of their services. Tending to focus data collection on what a funder requires (i.e., number of clients employed), they don't adequately report on the broader impact their services have on individual clients, their families, their communities, and the Canadian economy. The lack of research funding results in additional challenges in clearly demonstrating the returns an investment in career development services and supports can provide.

Many of the challenges noted here, and in previous questions, could be resolved through a National Career Development Strategy that provides a framework to align the efforts of all stakeholders in career development. Through a National Career Development Strategy, the federal government could play a key role in:

- involving industry more actively in career development
- building career development skills in individuals
- improving young people's exposure to the world of work
- improving the quality and professionalism of the career development sector

A September 2014 report prepared for the BC Centre for Employment Excellence by Tom Zizys (http://www.cfeebc.org/reports/zizys.pdf) highlighted a further challenge. Most publicly funded services are geared to supply side – assisting individual job seekers to connect to the labour market through education/training (i.e., skill development) and job search skill development (e.g., resumes, cover letters, interviews). Yet this report clearly noted the importance of a demand-focused approach to improving employment outcomes for youth. In this same report, Zizys noted that experience is best obtained through opportunities that only employers can offer by way of co-ops, internships, and workplace training. While there are

secondary and post-secondary programs that incorporate opportunities for hands-on experience there appear to be limited, if any, formal policies regarding employer engagement as it relates to the employment of youth in Canada's labour market. Further, these programs are often undersubscribed by students and underutilized by employers. Lastly, although there are several programs employers can utilize to help offset training/hiring costs (e.g., Targeted Wage Subsidies), information on these programs is challenging to find.

22. Are there any additional examples of successful programs or policies you would like to share? Please provide references or links to any key reports that have discussed career development in your country. (Max. 500 words)

Commission des partenaires du marché du travail

The province of Quebec has a long-standing, well-functioning system that puts employers at its centre, requiring them to invest in training. It includes:

- A formal collaboration body, the Commission des partenaires du marché du travail, which provides a central role in training decisions and labour market training investments for key labour market stakeholders, including business, education and labour, to help match skills training with labour market needs;
- Legislation that requires employers to invest in training; and
- The Workforce Skills Development and Recognition Fund, a dedicated training fund sourced from employer contributions and managed by employers and other labour market partners to support employer-based training, with a focus on small and medium-sized enterprises.

Canadian Research Working Group on Evidence-Based Practice in Career Development

The work of the Canadian Research Working Group on Evidence-Based Practice in Career Development (CRWG; http://ccdf.ca/crwg/) found that while employers often expect employees to take responsibility for their own careers they recognize that support and training are needed. Information about jobs and career paths, skill and performance feedback, career options, and action plans can be helpful.

Three programs, Workplace Skills Assessment and Development (http://www.crwg-gdrc.ca/crwg/index.php/resources/bilan), My Career GPS (http://www.crwg-gdrc.ca/crwg/index.php/resources/gps), and Career Conversations (http://www.crwg-gdrc.ca/crwg/index.php/resources/career-conversations), were developed and tested by the CRWG to explore the impacts of career development workplace interventions on employers and employees in small to medium enterprises (SMEs). SMEs were selected because they do not tend to have human resources departments that manage employee training and development initiatives, and provide a different context for workforce development than larger organizations.

Each intervention in the study was delivered through a different delivery mechanism (i.e., professional career counsellor, manager/supervisor, individual employee) demanding different levels of resources from SMEs. Both the Workplace Skills Assessment and Development and My

Career GPS were delivered external to the SME while the Career Conversation was delivered internally and engaged supervisors/managers as actual deliverers of the intervention. This enabled SMEs to take into account their own operational realities as they considered utilizing one or more of these interventions. The results of the implementation of all three programs indicated an increase in employees' sense of confidence and motivation in making career related decisions. The Career Conversations program resulted in a stronger connection between employees and employers and increased the employees' engagement in their workplace.

Canada's commitment to evidence-based research, the CRWG, and the series of rigorous studies already conducted are real strengths. The next phase of the Common Indicators study, discussed above, also promises the potential to really move our field forward in terms of the tools available to track client progress and deliver more meaningful outcomes.

Successful Programs

Programs including cooperative education placements, internships, work placements, and apprenticeships are becoming standard practice, although work remains to bring these programs from the fringes to mainstream. The University of Waterloo operates the largest post-secondary co-op program of its kind in the world, with 17,300 students in over 120 programs and over 5,000 employers (https://uwaterloo.ca/co-operative-education/about-co-operative-education); 300 apprenticeship programs across Canada incorporate both in-class training and on-the-job experience (www.esdc.gc.ca/eng/jobs/trades/index.shtml); the Ontario Centres of Excellence Experiential Learning Program matches PSE student entrepreneurs with industry leaders who provide the training and experience needed to turn student ideas into market-ready products/jobs (www.oce-ontario.org/our-companies/-in-Category/Categories/programs/talent-programs/experiential-learning); and the University of Regina Guarantee Program (http://www.uregina.ca/urguarantee/about/policy.html) provides students with opportunities to participate in career building opportunities that will help them to achieve their employment goals. Students who are not "employed" within six months after graduation may receive the UR Guarantee Program Waiver.

23. What is the extent and nature of government funding to support these developments? From which sources and for what purposes (distinguishing system development, system maintenance, and service delivery)? Where possible, please quantify the government funding provided. (Max. 300 words)

In Canada, responsibility for labour market policy is shared between the provinces and the federal government. Until 1995 a range of federally-delivered employment programs, including those that provided labour market information, counselling, training, and work experience, was provided. However, in 1996, a process began to devolve responsibility for the delivery of these programs to the provinces and territories through the signing of Labour Market Development Agreements (LMDAs).

The LMDAs are the Government of Canada's largest labour market funding transfer, providing approximately $2 billion in annual funding to the provinces and territories for these programs.

As a result, LMDAs underpin Canada's labour market training system by funding an extensive network of employment activities across the country. Through these agreements, Government of Canada funding enables provinces and territories to design, deliver, and manage skills and employment programs for unemployed Canadians, particularly for those who are eligible for Employment Insurance benefits, and to respond to their local and regional labour market needs. A broad range of employment programs is provided by provinces and territories, including initial counselling and labour market/job information as well as more intensive active measures, such as training for individuals or a wage subsidy to employers to provide individuals with work experience.

To increase labour market participation of groups that are under-represented in Canada's labour force and to enhance the employability and skills of the labour force, the Government of Canada created six-year agreements (known as Labour Market Agreements [LMA]) with all provinces and territories in 2007. Under the LMA, $500 million per year for six years was transferred to the provinces and territories, on a per capita basis, to train unemployed persons who were not eligible for Employment Insurance benefits and employed persons who did not have a high school diploma or recognized certification, or had low levels of literacy and essential skills.

Most recently, in 2014, the Canada Job Fund (CJF) replaced the Labour Market Agreement (LMA). This six-year agreement with the provinces and territories is for the same annual amount as the LMA – $500 million/year with distribution of the funds based on population.

24. What do you consider your country's top 3 barriers for youth employment?

- **A lack of knowledge on how to gain the proper skills needed for specific jobs.**
- **Disconnect between jobs available and education received.**
- Lack of basic education skills. (Reading, writing, arithmetic, and computational skills.)
- **Lack of soft skills.**
- Lack of technical skills.
- Lack of actual jobs available.
- Lack of motivation or disengagement from youth.
- Lack of engagement from employers.
- Lack of support from government through specific policy initiatives.
- Other (please specify). – **lack of experience; lack of aligned expectations among employers and candidates, lack of interpersonal/parental support**