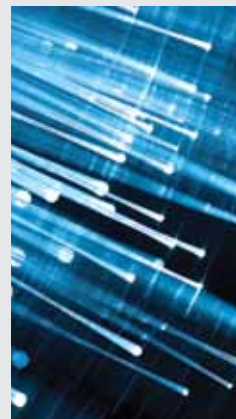


National Careers Council

# An Aspirational Nation:

> Creating a culture change in careers provision





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# Foreword

**Dr Deirdre Hughes, OBE**

Chair, National Careers Council

5th June 2013



Today's young people and adults face tough competition for jobs, yet many employers report difficulties in recruiting people with the right skills. The world has changed fundamentally over the past generation. We have seen the disappearance of the job for life, the emergence of the knowledge economy and loss of many unskilled and semi-skilled jobs to technological and globalisation changes.

Millions of people work in jobs today which didn't exist when their parents left education and first went into work. As the Organisation for Economic Co-operation and Development (OECD, 2010) observed: *"More complex careers, with more options in both work and learning, are opening up new opportunities for many people. But they are also making decisions harder as young people face a sequence of complex choices over a lifetime of learning and work."*

It falls to careers services to respond to such change and make sure that both young people and adults get the help they need to thrive in the flexibilities and opportunities offered by the new working world and not to be overwhelmed by them. In this new world, people need access to reliable and relevant information about a jobs market undergoing rapid, dynamic change. They need too to be prepared by their schools, colleges and universities to be resilient in the face of the challenges of the new uncertainties and opportunities of the flexible labour market. Many will need access to education and training opportunities repeatedly through their working lives.

From the start, they need to understand and think through the options open to them in terms of their future careers. And they will need to repeat that process at stages throughout their working lives. The days when a careers adviser could guide a young person or adult into a job or occupation for life are long gone. The role has changed comprehensively. And so has the landscape of careers services: as well as public sector careers services there is a now wide range of other players including private-sector career consultants, employers, recruitment companies and learning providers, all contributing to a richly varied career development landscape.

Rapid technological developments – notably on-line provision – have contributed to the revolution in careers products and services. The consequences of this are an increased requirement for career management and digital literacy skills across our population to achieve sustained employability. There are real risks of social exclusion, particularly for young people and older adults unable to afford the technology or with limited access to it. Life skills now include new ways of thinking about careers and the dynamic context in which they evolve. And the pace of change can only increase in the years ahead.

So we face great challenges. There are also exciting opportunities that have the potential to transform people's lives and underpin our national prosperity. The conclusion of the OECD is clear: economies where



More complex careers, with more options in both work and learning, are opening up new opportunities for many people. But they are also making decisions harder as young people face a sequence of complex choices over a lifetime of learning and work.<sup>1</sup>



there is a good match between the skills that people have to offer and those that employers demand are more productive<sup>2</sup>. Where the match is good, everybody wins. In this new working world marked as it is by instability and opportunity, the value of careers information and planning is greater than ever. We see national and local career development services as central to bringing about a positive transformation, rising to the demands of the twenty-first century. A partnership of young people, adults and employers informed and supported by a National Careers Service should mark an exciting forthcoming chapter in careers provision.

The National Careers Council (NCC) was established in May 2012 to provide advice to the Government on careers provision for young people and adults in England. Membership was drawn from a range of business, education, voluntary/community and careers sectors and combined they have brought significant experience, insight and commitment. I would like to thank all the members of NCC for their support and also to those individuals and organisations who submitted papers and/or met with us to share their views.

Over the year, the Council has undertaken an extensive literature review of the evidence in the UK, European Union (EU) and internationally, received submissions of evidence and consulted with a wide range of people and organisations. During this period the Education Select Committee has also undertaken a review of careers provision to which the Government has responded and Her Majesty's Inspectorate (Ofsted) has undertaken a thematic review which is due for publication shortly.

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**This paper challenges employers, Government, education and the careers sectors to act boldly and decisively in framing a more coherent national and local careers offer for young people and adults.**  
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A new intersection of ideas and approaches is essential. National and local leadership is required to create high-performing career development and labour market policies and practices involving the public, private and voluntary/community sectors. A much stronger overarching framework is essential together with a national career development strategy, as is common in other competitor countries to provide exemplars of best practice and greater co-ordination of careers policies and practices on a sustained and cost-effective basis.

We do not attempt to provide a detailed history of careers provision, or to summarise all the evidence we have considered, submissions we have received and views we have heard: this is included on the Council's website<sup>3</sup>, with some selected examples in the annexes below. Instead, the report sets out seven recommendations, accompanied by proposed practical steps in each of these areas. Taken together they would raise standards to new highs right across career support services. Based on a greatly strengthened partnership approach, they would help shape a highly visible National Careers Service to meet the needs of an aspirational nation.

We urge the Government to consider our recommendations and act on them. If this is done, together we can create a movement to bringing about a much needed culture change in careers provision for young people and adults.

# Executive summary

We face a significant economic challenge. We have high levels of unemployment (especially for young people) whilst at the same time employers are struggling to recruit people with the skills they need.

As careers diversify, this topic becomes both more important and more challenging. More complex careers, with more options in both work and learning, are opening up new opportunities for many people. But they are also making decisions harder for young people and adults given the financial and emotional penalties associated with making wrong decisions. We have around 1.09m young people not in education, employment or training (NEET), yet at the same time according to the CBI, over one-half of businesses are not confident they will find sufficient recruits. This is particularly acute in certain sectors that are vital to the growth of our economy, for example, 23% of businesses face difficulty in getting experienced staff with expertise in science, technology, engineering and mathematics. As recent studies have shown there is a significant mismatch between the career aspirations of young people and reality of the jobs market. We have an ageing population with many individuals having to work longer. Clearly something needs to be done and quickly. This report calls for a major culture change in the careers provision for young people and adults in order to help address the mismatch of skills shortages and, in particular high youth unemployment.

Last year a significant step was taken towards this in the establishment of the National Careers Service which was designed to be an all age service. In launching the Service the Rt Hon. John Hayes highlighted how critically important it was for schools to become more engaged in high quality careers provision for their students. The Council having reviewed extensive evidence and consultation has concluded that this service needs to be expanded significantly to support schools, colleges and young people. In order to help this process it is proposed that a strategic body comprising senior representatives from education and employers and the careers profession help guide the work of the service ensuring it meets the needs of young people, adult and employers.

The career development profession clearly has a key role to play and the profession is changing rapidly. This process needs to continue and accelerate. In addition to people receiving high quality, independent impartial careers guidance which accurately gives people information about the labour market and the different routes into careers, all people, but especially young people need insights into different career options to broaden and raise their expectations. We should ensure that more young people and adults get to meet a wider variety of people doing a wide variety of jobs. This is important to the 2 million young people who live in workless households to whom such experiences have especially high value and are often least likely to have the social networks and family networks required. As we are aware the job for life has largely disappeared and people now expect to change careers many times: it is therefore essential that we equip people with career adaptability, that we help people develop character traits such as resilience to enable them to compete for jobs with people from all over the world.

Technology has a major role to play and we believe that the National Careers Service can play a vital role in bringing together on-line services and enabling people to easily access the information they require. None of this will be possible without government, education, employers and the careers sector working together. We need to create a movement for change. This report contains seven recommendations and practical steps, which if implemented could have an considerable impact both on young people's working lives and the economy.

### Recommendation 1

A culture change is needed in careers provision for young people and adults in order to address the mismatch of skills shortages and high unemployment.

### Recommendation 2

The development of the National Careers Service should be assisted by the creation of an Employer-led Advisory Board comprising senior representatives from employers, education and the career development profession to help guide its work and ensure it delivers value for money and meets the needs of young people, adults and employers.

### Recommendation 3

The National Careers Service should significantly expand its work with schools, young people and parents.

### Recommendation 4

Employers should encourage their employees to volunteer to go into schools and colleges to give students insights into different careers, enthuse them about the world of work and provide access to active experience of work, in particular to help address mismatches in young people's career aspiration.

### Recommendation 5

The National Careers Service should launch a new initiative to bring together a range of organisations to explore and highlight the importance of 'character' and 'resilience' in a successful working life and identify realistic and effective options for addressing this issue.

### Recommendation 6

The National Careers Service should develop and extend its on-line services and bring together key partners in order to consolidate other on-line careers information and tools, enabling trusted information to become more accessible for young people, parents' carers and adults seeking on-line support to their career development activities and plans.

### Recommendation 7

In order to bring about the culture change needed in careers provision for young people and adults we need to create a movement which include employers, education and career development professionals. To implement the recommendations and practical steps Government also needs to play its role in supporting this movement and ensure these recommendations and the practical steps in this report are implemented.

# The current system and problems of mismatch

## The economy and people

1.1/ We have been keenly aware that today's economy and people's lives are rapidly changing. Technological change and the forces of globalisation have changed the nature of jobs available and the skills required by employers. The numbers of people working part-time or for themselves has increased rapidly since the 1980s<sup>4</sup>. The era of the job for life for many people is well and truly gone – the typical twenty-first century Briton can expect to work in a dozen or more different jobs across a number of different career areas<sup>5</sup>. Ten years ago, Facebook, Twitter and LinkedIn did not exist. Fifteen years before that, we did not have the worldwide-web. Technology, moreover, has irreversibly changed the way that people both work and, as a cursory glance at LinkedIn or [www.monster.co.uk](http://www.monster.co.uk) will show.

1.2/ It is essential that the careers provision available to Britain's young and old keeps pace with change in the working world, but there is good reason to believe that it has not. It is a problem which requires urgent attention. It limits the prospects of young people and adults, it holds back the expansion of employers constrained by skills shortages and hinders our national prosperity. In an intensely competitive global marketplace, our society's future will need to be based on becoming and remaining a high-value, high-skills economy. That will demand a capacity for career adaptability and agility unmatched in the past. We must understand that the rate of technology development is non-linear – it doubles every few years.

1.3/ Change at this pace and on this scale poses huge challenges for young people, adults and employers. It also makes the importance of a National Careers Service and allied careers support services all the greater. Better decisions by individuals mean less wasted investment in unused skills, less 'churn' through education and employment pathways and higher productivity. In the interests of the individual, our society and our economy, we must ensure we develop talent to the full and use all that talent to best and most fulfilling effect. That means becoming an aspirational nation. To make the transition we need a fully fit-for-purpose National Careers Service and allied career services that have both national and local presence and impact.

Around 1.09 million young people aged between 16-24 years are not engaging in any form of education, employment or training (NEET).

ONS (2013) *Statistical bulletin: Young People Not in Education, Employment or Training (NEET)*, May 2013 23/5/12. Retrieved from: <http://www.ons.gov.uk/ons/rel/lms/young-people-not-in-education--employment-or-training--needs-/may-2013/statistical-bulletin.html>



## Paradox of the skills gap mismatch: youth and adult unemployment

1.4/ As the OECD (2012) has recently stressed, it is our collective human capital which increasingly determines our national economic success:

*'Skills have become the global currency of the 21st century. Without proper investment in skills, people languish on the margins of society technological progress does not translate into economic growth, and countries can no longer compete in an increasingly knowledge-based global society.'* (OECD 2012, 10)<sup>6</sup>

1.5/ Skills are essential to our economic prosperity, but evidence clearly shows that our national supplies of skills are not well matched to economic demand. Something is going increasingly wrong: the data below suggests that good investment decisions are not being made.

## The skills gaps and mismatch: the misalignment of the British youth labour market

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- When it comes to filling high-skilled jobs in the future, 51% of businesses are not confident that they will be able to find sufficient recruits, and only 36% believe there will be enough people available to them.
- Businesses' confidence about being able to fill all their jobs requiring intermediate levels of skill is much lower, with 37% not confident that there will be sufficient people available with the right skills.
- In all, two in five (42%) of firms needing STEM skills report they have difficulty recruiting STEM-skilled staff at some level.
- 23% currently face difficulties in meeting their need for experienced staff with expertise in science, technology, engineering and maths.
- Employers expect growing difficulty in finding STEM skilled staff, with 45% anticipating difficulties over the next 3 years.

CBI/Pearson Education & Skills Survey, 2012 – p.38 [http://www.cbi.org.uk/media/1514978/cbi\\_education\\_and\\_skills\\_survey\\_2012.pdf](http://www.cbi.org.uk/media/1514978/cbi_education_and_skills_survey_2012.pdf)

1.6/ Evidence clearly shows the British youth labour market is not working effectively:

- A comparison of the career aspirations of 11,000 teenagers against the projected distribution of the 13.5 million new and replacement jobs predicted to emerge in our economy over the next decade has shown, the two have nothing in common (Mann et al 2013)<sup>7</sup>
- A comparison of the training acquired by Further Education learners and actual labour market vacancies shows high levels of mismatch between supply and demand (Gardiner & Wilson, 2012)<sup>8</sup>.

1.7/ The growing proportion of well-educated young adults (under the age of 24) who are Not in Education Employment or Training (NEET) indicates that as a nation we need to spend more time and attention ensuring that investment decisions in education and training are properly informed by labour market demand. For example, between 2001 and 2011 the proportion of young adults NEET educated at A level or degree standard increased by 53% (from 29% to 39%) (Sissons & Jones 2012, 29)<sup>9</sup>.

1.8/ Our young people, with all levels of qualifications, are struggling to compete with older workers for the jobs which are available in our economy. In spite of being, on average, more highly qualified, and bringing more years of education than any previous generation, our young people today face unemployment rates which are now some three times greater than adults over 24<sup>10</sup>. In the early 1990s, that ratio was just twice as high, levels which are still seen in continental European countries such as Germany and the Netherlands.

1.9/ The Chartered Institute of Personnel & Development (CIPD, 2013)<sup>11</sup> research reveals a clear mismatch between employers' expectations of young people during the recruitment process and young people's understanding of what is expected of them. Studies have repeatedly shown that young people's aspirations are often misaligned with the opportunities presented by local labour markets (Montrose, 2013)<sup>12</sup>. The findings really do matter as they present compelling evidence that the labour market is not operating efficiently and that prospective employees are not receiving the right signals from employers about the availability of jobs. The recently published career aspirations of 11,000 English teenagers showed that the interests of more than one third (36.3%) reside in just 10 highly competitive occupations<sup>13</sup> and that seven of the occupations least popular among teenagers, including surveyors and welders, pay above national median salaries (Mann et al, 2013)<sup>14</sup>. In contrast, relative oversupply is apparent in sport, public services (i.e. security) and in customer-facing retail roles that are typically lower paid occupations which tend to have high churn and lower sustainable employment chances.

1.10/ There is good reason to believe that labour market intelligence is not working – high-paid careers, such as welding, are attracting so few appropriately qualified British applicants that the profession has become a priority for immigration visas<sup>15</sup>. Also, around 900,000 people have been unemployed for more than one year while more than 2.6 million jobs are filled by non-UK nationals<sup>16</sup>.

1.11/ Over recent years, academics have analysed longitudinal databases to demonstrate the long term penalties for individuals when career ambitions are uncertain or unrealistic. Yates et al (2011)<sup>17</sup> have shown that young people who were uncertain or unrealistic about career ambitions at 16 went on to be three times more likely to spend significant periods of time being NEET as an older teenager than comparable peers<sup>18</sup>. And a number of other recent studies have reached similar results – the more realistic and certain initial teenage career aspirations are, the better young people do when they leave education – they are more likely to be employed and to earn better (Sabates et al, 2011; Ashby & Schoon, 2010)<sup>19</sup>. In the Yates et al study (op.cit), the ambitions of two in five young people were unrealistic, with young people from disadvantaged backgrounds being nearly twice as likely to suffer from such confusion as their more prosperous counterparts.

1.12/ The poor operation of the youth labour market is a significant concern. As set out by the recent Education Select Committee Inquiry into careers guidance<sup>20</sup> and subsequent government response (April 2013)<sup>21</sup>, considerable challenges face schools, colleges, local authorities and local enterprise partnerships in responding effectively to recent changes in careers provision to young people.

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There was little correspondence between the structure of [local] labour markets and young people's aspirations and expectations. ...Parents' hopes for their children were mainly unspecific as to occupations; there appears to be little awareness of routes to success. ...Overall, there seemed to be a common lack of understanding of the ways in which school, post-school education and vocations were linked

St Clair, R., Kintrea, K. & Houston, M. (2011)., *The influence of parents, places and poverty on educational attitudes and aspirations*. York: Joseph Rowntree Foundation

1.13/ Adults too are facing major challenges. With changing expectations of how long many people will work and, as the workforce ages, there are challenges in supporting the continuing development of mid-career workers who may need to maintain a set of work-related competences and manage effective work transitions for much longer than has been customary in the past. Active inclusion measures for those who are furthest removed from the labour market – the long-term unemployed, the low-skilled, people with disabilities or mental health problems, and migrants – are not equally developed in all regions throughout England and some programmes have suffered due to austerity measures. There is a distinct lack of tailored careers support for people aged 50+, low-paid workers, and those returning to work, including parents and women<sup>22</sup>. In the National Careers Service, these groups are not specifically targeted as part of the current prioritisation framework.

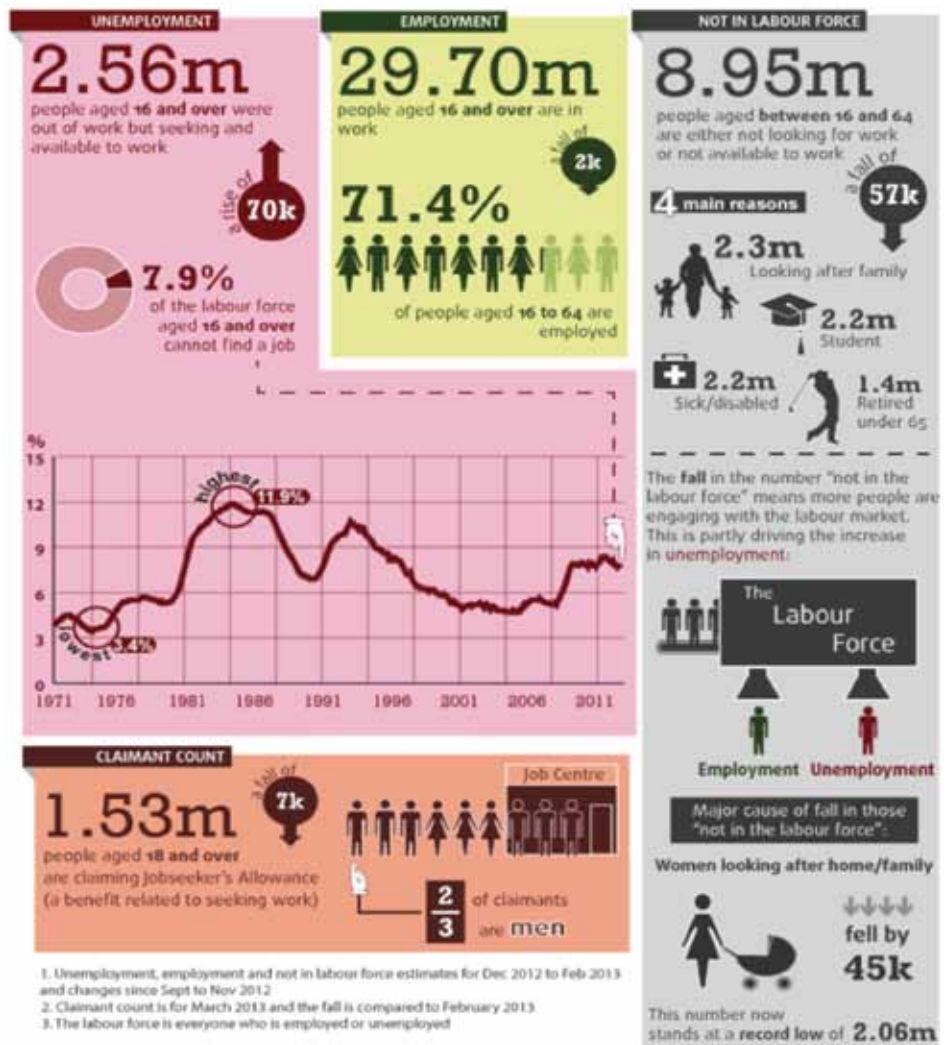
1.14/ Employers state that almost half (46%) of 'hard to fill' vacancies are caused by the low number of applicants with the right skills required and 13% by a lack of the desired qualification(s)<sup>23</sup>. While larger employers have seen a reduction in skills gaps, mid-sized employers (25-199 staff) have reported an increase in skill shortage vacancies since 2009<sup>24</sup>, presenting a continued problem for our economy. Small and medium-size enterprises are therefore important targets for engagement by careers services.

1.15/ Across Europe, all governments face competing pressures to create new jobs for young people while also maintaining older workers in employment for longer. Further increasing the employment rates of young people and adults, as part of a new intergenerational approach, and promoting active inclusion of those most excluded from the labour market is crucially important for individual well-being, families and our future economy.

## The penalties of mismatch: the long-term consequences of youth and adult unemployment/under-employment

1.16/ According to the Local Government Association (2012) failure to fix the flow of demand and supply is not only damaging and costly for individuals, families and employers, but for taxpayers too. The ACEVO Commission on Youth Unemployment (2012)<sup>25</sup> highlighted the huge costs: it estimated the benefit bill for youth unemployment in 2012 was just under £4.2 billion, with the cost of taxes foregone put at £600 million and an overall cost to the economy of £10.7 billion. But the costs are not just temporary. The scarring effects of youth unemployment at its current levels will ratchet up further future costs of £2.9 billion per year for the exchequer (equivalent to the entire annual budget for Jobcentre Plus) and £6.3 billion p.a. for the economy in lost output. It is clear that we need to address the paradox of youth unemployment persisting alongside skill shortages.

## Labour Market Statistics April 2013, ONS



Note: Even though there has been an estimated 70,000 rise, there has been a small fall of 7,000 in the number of people claiming Job Seeker's Allowance between February and March 2013. The claimant count measures the number of people claiming Jobseeker's Allowance (JSA) and differs from unemployment as some unemployed people do not claim Jobseeker's Allowance, for example, a full-time student who is looking for work may be unemployed but would not usually be eligible for the allowance. Source: Office for National Statistics



As we know only too well, youth unemployment is far too high; yet around the country, employers face skills shortages. Alongside our programme of schools and FE reform, information and inspiration are crucial to close that gap.

Matthew Hancock MP,  
Minister for Skills



1.18/ Employment below qualification level is also a growing concern, as indicated by the Higher Education Careers Service Unit<sup>26</sup> who report many graduates are in jobs for which they are significantly over-qualified. There are also patterns of under-employment among women. The Women's Business Council (2013)<sup>27</sup> has recently brought together a number of concerns regarding women's employment and career progression. Nearly half of women working part-time are over-qualified for their job and a rising proportion of women in part-time jobs want to work full-time<sup>28</sup>. There is also a mismatch between the sectors the majority of older women currently work in and where jobs growth will be over the next 5-10 years. For example, public administration is projected to shrink and education and health sector have little projected growth<sup>29</sup>.

## The challenges and opportunities

1.19/ So we face a series of challenges and a range of needs. When considering the needs of different groups, 'it is vital to consider targeting and tailoring as separate concerns' (London Economy Committee, 2013)<sup>30</sup>. Targeting is about ensuring different groups access a service i.e. come through the service's door or access their website, whereas tailoring is focused on providing a service that is able to meet individual needs i.e. meeting individual needs once someone is in contact with a service. The Women's Business Council highlights 'where you start out in work can have important implications, because progression from low-paid work into high-paid work is rare, and upward occupational mobility is more common for men than for women' (Bastagli & Stewart, 2011)<sup>31</sup>. There is also evidence to suggest that entering into low level jobs at the beginning of a career is more likely to represent a trap for women, whilst for men it is more likely to be a stepping stone to more favourable positions (Bukodi & Dex, 2010)<sup>32</sup>.

1.20/ In our current system of a National Careers Service, a public employment service (Job Centre plus) and wider careers support market, the critical dual questions for individuals and families are mainly focused on 'where are the actual jobs?' and 'what are the likely returns on investments in learning and work?'.

1.21/ The Commission on Adult Vocational Teaching and Learning (2013)<sup>33</sup> highlights the critical importance of adults having a *clear line of sight* to work because vocational learners must be able to see why they are learning what they are learning and its relevance to the job in context. For younger learners, it is clear that occupationally focused provision in England is limited by international comparison. A recent Edge Foundation survey (2013)<sup>34</sup> found 32% of 14 to 18-year-olds in this country were undertaking some vocational study, compared with an average of 50% for the rest of the European Union. They suggest a link between high levels of youth unemployment and low take-up of vocational courses.

# Culture change in careers provision for young people and adults

2.1/ Current and future generations need the right support in place to enable them to learn to manage their own careers effectively in this new environment. They must become productive, agile, aspirational and self-supporting in their working lives, aided by a responsive framework of careers information, advice and guidance. And they will need to be able to call on that responsive framework for help at different stages throughout their working lives. So a high-performance National Careers Service geared to empowering people to identify and pursue their ambitions and optimise their abilities should be an essential feature of this dynamic future. It will be a key enabler of sustained economic growth and social mobility.

2.2/ We need a change in careers provision for young people and adults that responds to structural changes and new approaches in the way that people find jobs, training and different forms of work. In this context, the role of government, employers, educationists and career development professionals is changing. As the OECD has argued:

> *“As careers diversify, career guidance is becoming both more important and more challenging: More complex careers, with more options in both work and learning, are opening up new opportunities for many people. But they are also making decisions harder as young people face a sequence of complex choices over a lifetime of learning and work (OECD 2010, 16)<sup>35</sup>*

2.3/ The National Careers Council agrees with the OECD that a strategic approach to careers provision is essential to the effective operation and success of our economy. The Council believes, moreover, that we should be building a transformational National Careers Service that will set new standards for the 21st century. This must encourage ambition and meet the needs of an aspirational nation where opportunity is not blocked by self doubt, ignorance or confusion. Achieving this will involve an over-arching vision and major cultural change.

2.4/ In the interests of the individual, societal well-being and our economy, we must ensure we develop talent to the full and use all that talent to best and most fulfilling effect. The career provision we provided in the past cannot be the answer to the needs of today and tomorrow – we are lagging behind our international competitors<sup>36</sup>.

2.5/ Such a culture change can only brought about by a willingness and determination of all key players including: the Government, employers, educationists, career development professionals and parents/carers. The evidence gathered by the Council strongly supports a new vision for the National Careers Service to become:

*‘A recognised, trusted, independent and impartial careers service for young people and adults that works with employers and educators to help engage more people, more successfully with the UK labour market.’*

2.6/ In the paragraphs below we set out what should be done.



## Recommendation 1

A culture change is needed in careers provision for young people and adults in order to address the mismatch of skills shortages and high unemployment.

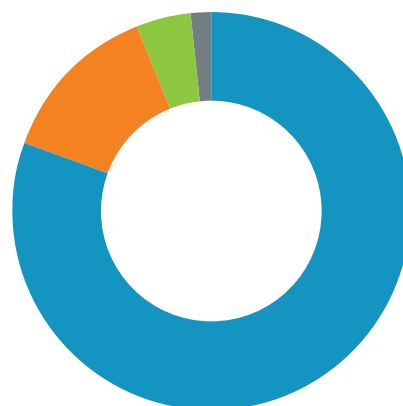
# The National Careers Service

2.7/ In responding to the challenges facing careers provision in England, the Government established the National Careers Service in April 2012<sup>37</sup>. It was a joint initiative of the Department of Business Innovation and Skills and the Department of Education and created for the first time an all-age careers service, a development which was widely welcomed.

## National Careers Service Budget 2012/13

|       |        |
|-------|--------|
| ■ BIS | £84.4m |
| ■ MoJ | £14m   |
| ■ DfE | £4.7m  |
| ■ DWP | £1.5m  |

(Source: SFA, 2013)



The overall budget for the National Careers Service is provided by a number of government departments. In 2012/13 this totalled £106m, which comprised £84.4m provided by Department of Business Innovation and Skills (BiS), £14m from the Ministry of Justice, £4.7m from Department for Education (DfE) and £1.5m from the Department for Work & Pensions. (Source: SFA, 2013)<sup>38</sup>

## Achievement and impact

2.8/ In the year since its launch, the National Careers Service has rapidly built up capacity and expertise, creating regional infrastructures to support the more effective operation of adult labour market. It plays an important role in the learning sector by stimulating informed demand and contributes to economic growth by helping to realise individual potential and facilitate a flexible workforce.

## The National Careers Service in England

### Current key features include:-

- Over 2,500 qualified professional career development professionals supporting adults
- Co-location in Job Centre Plus and FE colleges, plus community walk-in arrangements in a wide variety of settings, ranging from libraries, council service outlets and community centres to mosques and high street shops
- A three-channel delivery system, via telephone, internet and face-to-face career services (the latter is currently made available to adults only)
- Prime contractors employing locally based staff to deliver services and sub contract to specific community-based specialist providers
- Provision of careers interviews for 18-24 year olds under the Youth Contract (due to end in 2015)

- Careers information, advice and guidance to those in custody in a ‘virtual campus’ setting and ‘through the gate’ career support delivered by prime contractors
- Engagement with Local Enterprise Partnerships (LEPs), Core Cities Initiatives and City Regions across the country sometimes working to specific local KPIs, sometimes with specific local Service Level Agreements (SLAs) that include, for example, careers fairs and recruitment events and gathering local labour market intelligence/ information (LMI).
- Collection, analysis and dissemination of labour market information and intelligence to underpin activities.

**In the last 12 months, the National Careers Service has:**

- Delivered 1.1 million face-to-face sessions to 650,000 adults
- Handled 367,000 phone call/web chat intervention, including 33,500 calls from young people
- Received over 7m visits on its website
- Introduced the service in prisons, with emphasis on future plans to ensure that the National Careers Service intervention focuses on planning for the outside and making links to services to support offenders in the community and help them to progress into learning and work.

- 
- 76% of National Careers Service adult customers report progress in learning or work after six months and 56% highlight the service was instrumental in helping them achieve this.
  - Over 10,000 people every month entering work or learning and over 5,000 crediting the National Careers Service
  - The whole service has achieved the ‘matrix’ quality standard<sup>39</sup> accreditation and 85% of adult customers are satisfied or very satisfied with the service<sup>40</sup>.

**2.9/** The Council’s view is that the careers services currently provided to adults should continue at the comparable level. The introduction of the Universal Credit and the drive to help more people off benefits and into work will undoubtedly – and rightly – increase still further the use of the National Careers Service by adults in the near term. The priority must be to guide individuals in developing effective career management skills, ensuring their capacity to take positive action and to use the on-line resources discussed below. The aim should be that adults at any stage – and any level of skill – will be able to access a wealth of resources and support in career management skills to help them plan their futures and act on those plans.

**2.10/** One year on, the National Careers Service is now in a position to give greater consideration to challenges raised by the increasing instability and unpredictability of working lives, the growing complexity of the labour market, the need to address the weaknesses in labour market signalling and the emergence of new open data sources and massive online careers-related resources.



2.11/ The National Careers Service must increasingly demonstrate true leadership both in delivering and commissioning essential services itself where appropriate, but also in creating an environment within which a new market place of redefined careers services can begin to operate effectively and efficiently for both adults and young people. The period of re-procurement of the National Careers Service from April 2014 provides an excellent opportunity to revisit the current arrangements and to strengthen NCS's role in this regard. This requires co-ordinated action to deliver a more coherent national career development strategy, informed by regional and local skills and growth requirements.

2.12/ The National Careers Service needs to take a lead to:

- Stimulate the market to participate in an improved careers offer to young people and adults
- Identify effective strategies for improved career readiness and participation in learning and work
- Promote employer engagement in jobs, skills and growth
- Offer credible sources of information
- Ensure individuals connect to opportunities in the labour market
- Monitor, evaluate and report on findings to ensure individuals receive fair access to career development services.

2.13/ To support this work, it is crucial that the National Careers Service remains as an entity and is not included in the 'single pot' as suggested by Lord Heseltine's recent report<sup>41</sup>. The rationale for this is to ensure the service is not geographically constrained and supports individuals moving jobs and seeking new opportunities beyond their immediate locality throughout their lives. Regional and local delivery of careers services should be set within a national career development strategy framework to ensure shared standards and common strategic direction.

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To begin, we need to be able to anticipate the evolution of the labour market: we need to know what skills will be needed to reignite our economies. The coexistence of unemployed graduates on the street, while employers say they cannot find the people with the skills they need, shows clearly that more education alone does not automatically translate into better jobs and better lives.

Skills mismatch is a very real phenomenon that is mirrored in people's earnings prospects and in their productivity. Knowing which skills are needed in the labour market and which educational pathways will get young people to where they want to be is essential. High-quality career guidance services, complemented with up-to-date information about labour-market prospects, can help young people make sound career choices.

Getting Our Youth Back to Work,  
Andreas Schleicher, Deputy Director  
and Special Advisor on Education Policy  
to the OECD's Secretary-General,  
28th May 2013

2.14/ The Government recognises the value for the individual of a lifelong focus on employment and skills. The role that career development can play in achieving wider public policy goals across education, workforce participation, productivity, social mobility and inclusion is paramount. Closer working links need to be established at a cross-departmental level to help achieve cost efficiencies and longer-term stability in investment in learning, skills and work. Our findings suggest the Government's role is to:

- Adopt a demonstrably all-age approach to career development at a national level
- Facilitate links between career development and broader public policies of participation, progression, productivity, social inclusion and mobility
- Provide accessible, relevant and high quality labour market intelligence/information
- Ensure public sector funds address the new 21st century challenge of digital literacy skills for all linked to career development
- Provide services to those seeking assistance through government programmes which support people to enter and re-enter the workplace
- Facilitate and develop collaborative or complementary initiatives in career development in priority areas for action
- Ensure destination measures are robust, reliable and readily accessible.

2.15/ We need to give young people and adults the opportunity to make their skills available to the labour market; and ensure that those skills are used effectively at work.

2.16/ Employers have to be at the heart of a high-performing National Careers Service and wider careers support market. Individuals and organisations told us they want to base their decisions on up-to-date information derived from knowledge of potential rewards, skills shortages and regional/national employment opportunities.

## Connectivity to employers

2.17/ Without job and career openings being available, the concept of a careers service is meaningless. So links with employers must underpin an effective National Careers Service and allied careers support services. Those links are critical in helping the National Careers Service understand the pattern of skills and qualifications in demand now and in the future, how work is changing and what it is employers are looking for in their future workforces. Only on the basis of this type of systematic intelligence can the National Careers Service shape its activities effectively.

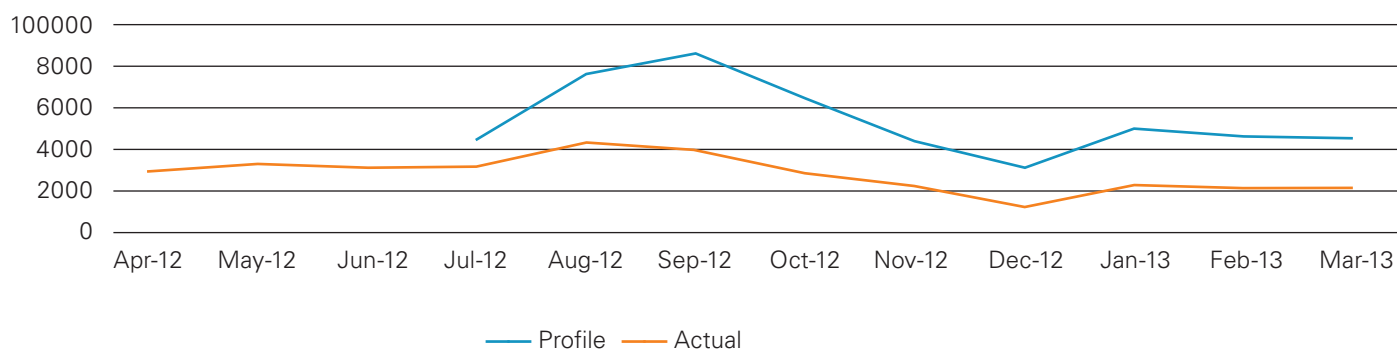
2.18/ A major challenge the National Careers Service currently faces is the need for widespread marketing and promotion of its services. Many people are unaware of the National Careers Service with some describing this as 'a well kept secret'. Others highlighted to the Council an urgent requirement for the service to become more visible to employers, adults and young people. Latest figures on the usage of the National Careers Service website and telephone helpline<sup>42</sup> show a worrying decline in young people's participation. The creative use of information communication technology (ICT), for example through use of social networking, and government support for promoting career development services should improve ease of use and bolster the take-up in individuals seeking careers information, advice and guidance.

**Young People  
During the period April 2012 to March 2013  
the National Careers Service handled**

|                 |        |
|-----------------|--------|
| Telephone calls | 33,560 |
| Web chats       | 26,792 |
| Texts           | 1,647  |
| E-mails         | 5,384  |

These numbers represent the total number of young people and not necessarily the total number of individual young people as some may have phoned, texted etc on a number of occasions. The number of people aged 13-18 is approximately 4-5 million.

**Monthly performance against profile for calls taken**



2.19/ In its role of trusted, independent and honest broker, the National Careers Service stands at the interface between career development professionals, educational/training institutions and employers. The role of employers as essential 'customers' – the end 'consumers' so to speak of those who have benefitted from the work of education and the careers services – needs to be properly reflected within the National Careers Service.

2.20/ Within particular localities this can be achieved through initiatives such as Local Enterprise Partnerships (LEPs) and Chambers of Commerce which are employer-led, often with local authority representatives on their Boards. Their purpose is to oversee and drive economic performance and growth in a defined geographical area. A closer working relationship between the National Careers Service, LEPs and Chambers of Commerce would enable sharing of local and national labour market information and help local careers services meets local employer needs. Local authorities also perform a key role in this regard. They are key players in local economies, maintaining a duty and investing in services to support vulnerable young people i.e. care leavers, teenage parents, young offenders, those with special educational needs (SEN) and those not in education, employment or training (NEET), and enabling their re-engagement into learning through career development provision.

2.21/ But we also see a strong case for employer input at a strategic, national level. We therefore recommend creating a high-level Employer-led Advisory Board as a means of recognising and cementing those essential links. It would provide new strategic leadership to address the challenges presented by the twenty-first century economic and technological change. The Board would consist of senior representatives from the worlds of employment (with sector interests reasonably balanced), education and the career development profession and other key stakeholders such as the LEPs and Local Authorities. The Board would guide the work of National Careers Service, contributing to setting its KPIs and providing feedback on experience of its services. It would provide decisive and robust strategic influence, support and challenge to the National Careers Service in its work of securing the efficient and effective delivery of responsive, high-quality provision across all areas of the country. The Board could also help strengthen cross-departmental working on careers policy and practice at Ministerial level.

2.22/ The National Careers Service should formally consult the Advisory Board on its plans and policies and should be required to explain how its activities reflect the all-age careers provision and coherent strategies for meeting skills requirements. Such an Advisory Board should have a remit and responsibility for a national career development strategy that drives up the performance of the National Careers Service and wider careers support market. Such a Board would complement and work with the Skills Funding Agency's Strategic Advisory Body which has a broad remit and comprises a wide range of stakeholders, including representatives from business and the further and higher education sector.

#### **Practical step 2.1**

The National Careers Service needs to be supported by the employer-led Advisory Board to market and promote its services more widely. This will enable it to operate more effectively and become better known, trusted and respected by young people, adults, schools, colleges and employers.



### **Recommendation 2**

The development of the National Careers Service should be assisted by the creation of an Employer-led Advisory Board comprising senior representatives from employers, education and the career development profession to help guide its work and ensure it delivers value for money and meets the needs of young people, adults and employers.

# Advice, guidance and support

## The role of career development professionals

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“Our initial focus is on meeting the needs of young people as they begin their career journeys. Our research showed that one of the main things young people want is to talk to people who are already in a career and can give them an insider’s view of what the job is really like. This need is even more acute for young people in disadvantaged areas who lack role models.”

Rt Hon. Peter Garret, Education Minister, Australia (May 2013) announcing a new National Career Development Strategic Plan

2.23/ Over 2,500 qualified career development professionals are currently supporting adults using the National Careers Service. In addition, qualified and competent career development professionals work with young people in schools, colleges and universities (CDI, 2013)<sup>43</sup>. The role of the career professionals is changing. With the wind-down of the Connexions’ service and the new statutory duty on schools to provide independent impartial advice, the pace of change will and needs to accelerate. No longer are they what some of us may recall from our own school days – ‘the oracle’ – perhaps going to look inside a filing cabinet and pronouncing what career might suit best. That style of careers advice stopped long ago to be replaced by a more professionalised workforce spanning public, private and voluntary/community sectors, supporting a process rather than a single event.

2.24/ The role of a career development professional is now to facilitate, guide, coach, mentor and support, where necessary. They need to be able help young people and adults to:

- Develop a strong sense of personal responsibility and resilience to overcome barriers in learning, work and personal development
- Develop career management skills, adaptability, including career management skills and digital literacy
- Broaden horizons, raise aspirations and encourage individual’s potential to progress
- Provide expert advice on occupational and sectoral trends
- Help remove the barriers to learning and progression by brokering learning and learner support, including financial advice
- Help people develop the necessary characteristics, attitudes and skills to navigate the plethora of on-line information
- Network with employers to open up opportunities for young people and adults and work closely with organisations who are involved in this. Design and develop labour market intelligence/information, including effective use of open data sets and massive open online courses (MOOCs) as career development resources
- Understand the benefits and potential returns on investment of different further and higher education choices, including vocational education and training
- Gain access to wider strategic and local networks, which increase their understanding of career routes and the knowledge and skills they need to succeed
- Advise classroom teachers and parents who are often the first port of call for young people.

2.25/ This requires new skills-sets that facilitate and support young people, adults, employers and parents to comprehend and utilise to good effect ICT, social networking and face-to-face career development support within and outside of the workplace and labour market.

**The world's first e-guidance symposium held in Australia (May 2013) – explored new skills-sets for effective career development services.<sup>44</sup>**



2.26/ In recent years, a new cadre of career development professionals is emerging as dynamic facilitators. They work in a wide variety of settings, in public, private, voluntary and community organisations with young people, adults and employers within and beyond the National Careers Service. The Career Development Institute (CDI) has made a valuable start in developing an on-line register of qualified careers professionals<sup>45</sup>. This should help schools and colleges and others in choosing a career development professional that is right for them and will be particularly valuable in informing the commissioning of these services. The profile of the CDI register now needs a major boost to raise participation and awareness across all our education services. The National Careers Service should take a lead role in publicising the on-line service as the obvious first point of call and encouraging its further development. Schools, colleges and universities need to be able to search and sift by a range of criteria and to provide user feedback. This would be a valuable aid for them and could act as a lever to raise standards among service providers.

2.27/ Standards can also be significantly raised and should be actively encouraged through the voluntary use of service quality marks such as Matrix<sup>46</sup> or validation against the new Quality in Careers Standard (QiCS)<sup>47</sup>. There is also scope for updating the career development element in the Investors in People kitemark,<sup>48</sup> so encouraging employers to improve the career development support they provide to their employees in the workplace.

### Practical step 2.2

The National Careers Service should work more closely with the Career Development Institute (CDI) to provide and enhance a freely available on-line directory of professionally qualified career development experts which schools, colleges and universities can rely on when buying in services.

### Practical step 2.3

A quality assurance framework that includes organisational standards (Matrix), service standards (quality-assured against the 'Quality in Careers Standard') and business performance and people standards (Investors in People) should be promoted by the National Careers Service to lever high-quality careers provision.

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'Access to good quality independent and impartial careers advice is essential for all young people particularly given factors such as the Raising the Participation Age, the expanding range of educational choices available and high levels of youth unemployment.'

House of Commons Education Select Committee, 23 January 2013.

## Schools and colleges

2.28/ The decision to place a statutory duty on schools and colleges to provide independent and impartial careers advice is significant and will involve a period of transition. Ofsted is currently undertaking a thematic review of careers provision and findings of this will provide a better understanding of the situation.

2.29/ A key factor in schools and colleges meeting their new statutory duties will be their ability to secure access to independent careers guidance for their pupils. They will also need to build skills and capacity in their workforce, learn from best practice, and access reliable labour market information – in addition to helping broaden young people's aspirations and help them develop character, career adaptability and resilience. Case studies in Annex 2 illustrate the high levels of creativity and endeavour in many schools and colleges to build on and provide excellent career education programmes to deliver the new duties. However, we note current schools policies and practices are patchy and inconsistent<sup>49</sup>.

2.30/ The Council strongly supports the need for young people to learn about and be aware of occupations from an early age<sup>50</sup>. Primary education careers pilot initiatives (2011)<sup>51</sup> offer exemplars of innovative policies and practices; however, these have yet to be illustrated as part of the National Careers Service. The Council findings from industry, education and career development specialists indicate that career management skills should commence at least from Year 8 onwards, as recently agreed by the Skills Minister. The Council's evidence-base also supports the importance of providing systematic career development activities linked to the curriculum.

2.31/ The Council believes that in order to provide young people (and their parents) with effective career support, schools and colleges should:

- Ensure that all students understand the range of career routes open to them and how to access information necessary to underpin informed choices
- Make available face-to-face guidance to all pupils from Year 8 onwards
- Have strong links with employers who are able to contribute to pupils' education by raising their awareness and giving insights about the range of careers open to them

- Have access to high-quality and up-to-date labour market intelligence (LMI) and information about all education and vocational education training routes pre- and post-16
- Help young people develop competences to be able to transfer their knowledge and skills, be resilient and adaptable within changing sectors and economies
- Work with parents to raise awareness about career routes and to challenge stereotypes
- Have access to quality-assured careers providers and professionally qualified career development professionals to provide face-to-face guidance
- Ensure that all leavers have a planned progression route
- Integrate career management skills into a broad and balanced curriculum.

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 'Schools do not even have access to a directory of career guidance providers: they have been left of search this new and unfamiliar market themselves, although at least one local authority has published a list of approved suppliers which have met a number of quality criteria.'

The future of careers work in schools in England: what are the options? A discussion paper by David Andrews (March, 2013) p.19 – [http://www.thecdin.net/write/The\\_future\\_of\\_careers\\_work\\_in\\_schools\\_in\\_England\\_\\_March\\_2013.pdf](http://www.thecdin.net/write/The_future_of_careers_work_in_schools_in_England__March_2013.pdf)

2.32/ A major barrier to providing high quality careers guidance to young people has been the absence of direct links between the National Careers Service and schools.

2.33/ The National Careers Service should play a vital role working with schools and colleges to strengthen young people's and parents' awareness of career opportunities and the various routes to these. In the first year since its launch, the National Careers Service has built capacity and expertise, creating regional infrastructures to support the more effective operation of the supply-side of adult labour markets. Now is the time, and a great opportunity to expand its role to schools and colleges to overcome fragmentation and to provide coherence, consistency and leadership. The Association of Colleges (AoC) highlighted to the Council some potential for piloting 'college careers hubs' to make more widely available careers resources between and across local agencies including schools, local authorities, Jobcentres and employers.

2.34/ The Council agrees with the views expressed in the Seventh Report of the House of Commons Education Select Committee that the National Careers Service remit be expanded to build capacity in schools, to ensure the effective and efficient dissemination of national and local LMI, and to promote the wide adoption of quality standards. There is good reason to believe that the impact of any such expansion would be immediate and significant if appropriately resourced and targeted. There is a view which is widespread across the education sector that many schools have struggled in the immediate period of transition to assume full responsibilities for careers provision. Such schools would welcome access to skills and capacity building expertise to enable confident and effective responses to the duties now placed upon them, identifying and raising awareness of effective innovation and best practice.



2.35/ In the past, the CBI has tended to discuss many of these areas in terms of 'employability skills'. This terminology was perhaps misleading, giving the impression that they could be taught separately in the curriculum. That is not the case – the curriculum is the space in which we deliver core knowledge and enabling subjects. Behaviours can only be developed over time, through the entire path of a young person's life and their progress through the school system. Everything that happens in a school should embed the key behaviours and attitudes.

None of this can happen without the right context at school and in the lead-up to formal schooling.

### CBI – First Steps: A new approach to our school Nov 2012

**Exhibit 19 Characteristics, values and habits that last a lifetime**

| The system should encourage young people to be | This means helping to instil the following attributes | Pupils will, for example:   |
|--|---|---|
| Determined                                     | Grit, resilience, tenacity                            | <ul style="list-style-type: none"> <li>Finish tasks started and understand the value of work</li> <li>Learn to take positives from failure experienced</li> <li>Work independently and be solutions focused</li> </ul>  |
|  | Self-control  | <ul style="list-style-type: none"> <li>Pay attention and resist distractions</li> <li>Remember and follow directions</li> <li>Get to work right away rather than procrastinating</li> <li>Remain calm even when criticised</li> <li>Allow others to speak without interruption</li> </ul> |
|  | Curiosity   | <ul style="list-style-type: none"> <li>Be eager to explore new things</li> <li>Ask and answer questions to deepen understanding</li> </ul>  |
| Optimistic                                     | Enthusiasm and zest                                   | <ul style="list-style-type: none"> <li>Actively participate</li> <li>Show enthusiasm</li> <li>Innovate others</li> </ul>  |
|  | Gratitude   | <ul style="list-style-type: none"> <li>Recognise and show appreciation for others</li> <li>Recognise and show appreciation for their own opportunities</li> </ul>   |
|  | Confidence and ambition                               | <ul style="list-style-type: none"> <li>Be willing to try new experiences and meet new people</li> <li>Pursue dreams and goals</li> </ul>  |
|  | Creativity  | <ul style="list-style-type: none"> <li>Identify and develop new ideas</li> </ul>  |
| Emotionally intelligent                        | Humility  | <ul style="list-style-type: none"> <li>Find solutions during conflicts with others</li> </ul>   |
|  | Respect and good manners                              | <ul style="list-style-type: none"> <li>Demonstrate respect for feelings of others</li> <li>Know when and how to include others</li> <li>Be polite to adults and peers</li> </ul>  |
|  | Sensitivity to global concerns                        | <ul style="list-style-type: none"> <li>Be aware of pressing global issues, and contribute to leading society internationally</li> </ul>   |

Practical Step HEFCE and OFFA to consider how best universities can share their considerable knowledge and experience of employability and careers resources to fit into their access agreements.

2.36/ The National Careers Service is well placed, moreover, to enable and leverage the efficient provision of key national resources such as LMI availability into schools and colleges, and to strengthen frameworks allowing teaching staff to operate with full confidence in emerging market places. For example, it could provide more schools and colleges with professional development support, offer advice on lesson plans linked to the curriculum, and share exemplars of good practice, information for apprenticeships, traineeships, further education and higher education routes.

2.37/ There is also the need to do more to help inform parents/carers and to ensure that those young people facing the greatest risks within their school-to-work transitions receive consistent access to independent and impartial face-to-face career development support.

### **A number of innovative approaches are forging working examples of integrated learning and work, bringing young people into the workplace as part of their schooling.**

**University Technical Colleges (UTCs)**, sponsored by a local university and employers, are academies for 14- to 19-year-olds providing technical education that meets the needs of modern employers, offering technical courses and work-related learning combined with academic studies. They focus on disciplines that require highly-specialised equipment, for example, engineering, manufacturing and construction, alongside business, ICT and design skills.

**Studio Schools** similarly bridge the gap between skills and knowledge through enterprise projects with academic and vocational qualifications alongside paid work placements linked directly to employment opportunities in the local area. Students gain a broad range of employability and life skills and have the option to go on to university, further training, and into employment.

**Traineeships** for 16- to 19-year-olds is a major new programme for young people who want to work, but who need extra help to gain an apprenticeship or job. Traineeships will give these young people the opportunity to develop the skills and workplace experience that employers require. These are at a very early stage of development and it will be important to disseminate good/interesting practices that these may provide over time.

## Adult learning, vocational education and training and higher education

**2.38/** Access to career support services for adults at times of transition is crucial for positive outcomes both for the individual and for the smooth functioning of the labour market (Brown and Bimrose, 2012)<sup>52</sup>. Flexibility of options and knowledge of career pathways are particularly important for older workers. The Council welcomes the NIACE pilot project for a mid-life career review endorsed in Parliament<sup>53</sup> in July 2012. The publication of 2011 census data confirmed that the UK has an ageing population and as a policy lever the testing out of mid-life career reviews currently being piloted appears to be highly innovative. The purpose of these reviews is to 'encourage people to stay longer and more productively in work, and ensure that they retire in circumstances and ways which make them healthy and independent in retirement' appears to be highly innovative.

**2.39/** Careers support for specific groups of people vulnerable to labour market failure is needed to help them realise and make the most of their potential. In particular the Ministry of Justice indicated the crucial role that independent professional careers support can play in supporting prisoners on release from prison as they re-enter society. The current provision of careers advice in prisons via the National Careers Service is greatly valued; however, it is constrained by the ability of the Service to provide continued help through the prison gate. The proposal that an extended period of targeted careers support is needed should also take account of the importance of how data can be used to track individuals and ensure a seamless service to assist reintegration and placement into skills training and employment.

2.40/ The National Apprenticeship Service recently reported that ‘as a result of apprenticeships women who are parents or grandmothers in their 50’s are engaging in their first learning experience since leaving school. They are getting English and Maths level 2 qualifications and this is transforming their job prospects. At the same time they inspire their families and young people to pursue the apprenticeships route.’ Women aged over 25 are more likely than men to start an apprenticeship: 115,000 women over 25 started an apprenticeship in 2011/12, compared to 67,000 men<sup>54</sup>. The Trade Union Congress (TUC) currently has funding for an apprenticeship project for young people and adults. The main focus of the project is developing the TUC’s existing policy on apprenticeships and supporting affiliated unions’ work on apprenticeships across the country. The Peter Little report published in 2012<sup>55</sup> illustrates a further challenge i.e. a lower percentage of disabled people are accessing apprenticeships in 2012 (8%) compared with 11% in 2008 despite many efforts to address this issue.

2.41/ The Edge Foundation (2012) surveyed 500 A level students, many of whom said they had never been presented with vocational options<sup>56</sup>. For example, the majority had little understanding of what apprenticeships were about. To improve their understanding, a partnership between leading education and employer’s bodies has been set up which it is hoped will effect a major step change in how apprenticeships are viewed by young people (and their parents), helping ensure that employers can find the apprentices they need. Employers will be asked to encourage their apprentices to volunteer to visit a school or college and talk to students aged 14 to 16 and give first hand insight into apprenticeships and different sectors. Those involved include the National Apprenticeship Service, the Association of School and College Leaders, the Chartered Institute for Personnel and Development and the Education and Employers Taskforce.

2.42/ The Higher Education Funding Council for England (HEFCE) published its first comprehensive analysis of the impact of the 2012 changes to HE funding<sup>57</sup>. Latest UCAS data shows that demand from prospective students for full-time courses in 2013-14 may be returning to previous levels following a dip in 2012-13. However, entry to part-time courses has undergone more significant decline. Since 2010-11, part-time undergraduate entrants have fallen by 105,000 (40%), while on part-time postgraduate taught programmes the fall was 25,000 (27%). Whilst applications to full-time post-graduate courses appears to be holding up, there is some evidence that undergraduate debt levels may act as a disincentive. Whilst acceptances of applicants aged 18 and younger from the UK fell by 1.7% between 2011-12 and 2012-13, for those aged 20 and over there was a drop of 7.1%. Decreases in the part-time student population, which includes larger numbers of non-traditional students, are likely to have implications for social mobility.

2.43/ Commenting on the report, HEFCE’s Chief Executive, Sir Alan Langlands, said the report highlights “some causes for concern: in particular, sharp drops in recruitment to part-time courses and a related decline in mature entrants. And although recent positive trends in widening participation appear to have been sustained in the first year of the reforms, disparities in the recruitment and retention of students by social background and gender remain unacceptably stark”. In order to incentivise lifelong learning, it is crucial that these groups receive access to visible careers support services. Our future growth requires adults, as well as young people to reach their potential and thus this is a major issue facing Britain’s economy.

2.44/ Given the current economic context, skills position and global pressures, we would strongly recommend that the new Student Opportunity Allocation which HEFCE and OFFA will advise on in Autumn 2013 must reflect the breadth and diversity of our higher education system. It must therefore fully support, encourage and incentivise students who chose or are considering part-time study, online learning and other flexible options alongside work or family commitments. It must also embrace students from the widest range of backgrounds – including those with disabilities, carers, mature learners and other ‘non-traditional learners’.

2.45/ The current review being led by Universities UK will assist in ensuring adequate focus on part-time and mature learners. The June 2013 Comprehensive Spending Review provides an opportunity for Government to re-consider the relationship between part-time and full-time student support and other funding streams in higher education. For example, enabling those who have ‘Equivalent-level Qualifications (ELQ) to access the new part-time student support arrangements would benefit students, institutions and employers thereby potentially resolving skills shortages and gaps.

2.46/ All of the conversation and evidence we have heard, read and received from Ministers, experts and practitioners demonstrate overwhelmingly that part-time, mature and ‘non-traditional’ learners – who are mostly studying in order to enhance their careers – are net contributors to the Exchequer (as they pay tax and NI). It is essential that we inspire, inform and incentivise them to learn as they will not only transform their own lives but strengthen our economic prospects too.

## Social inclusion

2.47/ European Union (EU) selected targets to tackle areas of education, training, employment and inclusion include: –

- 75% of the population age 20-64 should be employed, including the greater participation of youth, older workers and low-skilled workers and better integration of legal migrants.
- 20 million fewer people should be at risk of poverty by 2020<sup>58</sup>.

2.48/ The latter situation has been worsened by the global economic crisis. In England, combating social exclusion and promoting social mobility are core objectives for this and subsequent governments<sup>59</sup>. To combat poverty a wide range of actions are required, through various flagship national initiatives, including the Pupil Premium and Youth Contract arrangements; these must cohere with local strategies to be truly effective and efficient. A key finding is early intervention with children, young people and families in local communities (op.cit). Also, co-location arrangements between the National Careers Service, Job centre Plus, Further Education Colleges and neighbourhood facilities enable career development professionals to reach out and connect with young people and adults, particularly those vulnerable and in need of careers support services.

2.49/ The contribution of careers guidance to social mobility has been well argued. The Milburn report<sup>60</sup> uncovered a series of practical barriers that prevented fair access to a professional career – unfocused aspiration-raising programmes, poor careers advice, lack of school choices, artificial barriers between vocational and academic education, unfair university admissions, limited work experience opportunities, non-transparent internships, antiquated recruitment processes, inflexible entry routes. It recommended action to break down those barriers in order to make a professional career more genuinely meritocratic.

2.50/ Most young people currently do not have access to face-to-face careers support. Young people age 16 and 17 and NEETs, particularly those less vulnerable and therefore receiving little direct support, also need access to face-to-face careers support if they are to re-enter education or training. They should be offered this through the National Careers Service future contracting arrangements.

*“People assume that, as young people, online careers advice or a mobile application would be best, but many young people don’t have access to the internet or fancy gadgets, as they can’t afford it.”*  
Centrepoint Youth Parliament, April 2013

*“The most important thing about careers advice for NEET young people is that it is face-to-face because people are more comfortable if they meet the person giving advice. It would feel more productive than phone or online advice, which could seem impersonal and automated.”*  
Centrepoint Youth Parliament, April 2013

Similarly there is a substantial contribution to be made by careers guidance as a component to local authority family intervention programmes to overcome long-term worklessness and the cycle of deprivation.

2.51/ Adult 50+ jobseekers also face serious difficulties in moving into or returning to work: over 40% of unemployed people aged 50+ and in receipt of Jobseeker’s Allowance stay on the benefit for over 12 months<sup>61</sup>. This is the highest proportion for any age group. Evidence submitted to the Council highlighted barriers and shortfalls in relation to a number of groups linked to age, employment status, gender, disability and ethnicity<sup>62</sup>. [Insert text box – quotes from London Assembly Inquiry]

## Raising the Participation Age

2.52/ The value of the structure provided by the ‘September Guarantee’<sup>63</sup> must be neither underplayed nor lost. The CCIS data system as specified in the Education Act 2012, is intended to track young people moving across local authority borders to their destination, with all schools and their local authorities ensuring each year 11 and year 12 student has a planned destination and takes up the offer of a place for their next course, contributing significantly to the management of NEET levels and to full participation to 18.

2.53/ This summer, local authorities take on their new duty to promote raising the participation age (RPA) for all young people up to the age of 17 by 2013 and 18 by 2015 to be in full-time education, an apprenticeship, or a part-time course if they are working. RPA is an excellent opportunity for all partners in a local area – schools, local authorities, colleges, employers, and other learning and employment providers – to be supported and encouraged by the National Careers Service to co-ordinate support and collaborative expertise.

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"Too many schools lack the skills, incentives or capacity to fulfil the duty put on them without a number of changes being made. We do not think that schools can simply be left to get on with it."

House of Commons Education Committee, 23 January 2013

## Inspection Frameworks

**2.54/** The effectiveness of schools and colleges in this important area needs to be subject to rigorous self-assessment and/or external scrutiny. As well as undertaking a thematic review Ofsted has announced that it will place greater emphasis in inspections on careers. Whilst inspection will undoubtedly ensure that schools and colleges place greater priority on careers, Ofsted could also assist the improving of standards by sharing best practice.

### **Practical step 2.4**

Ofsted should produce best practice exemplars for schools and colleges based on findings from its forthcoming careers thematic inspection report.

### **Practical step 2.5**

The National Careers Service should ensure exemplars of best practice are disseminated highlighting other examples of good and interesting policies and practices.

**2.55** The Council learned that higher education institutions, particularly careers advisory services, have access to an array of rich careers and employability resources. In future, we would like to see more sharing of careers resources throughout education supply chains to improve access to high quality careers provision for young people and adults (including parents). The Higher Education Funding Council for Education (HEFCE), the Higher Education Careers Service Unit (HECSU) and Deloitte gave us insights to careers and employability resources that reside within universities. We concluded that universities make significant investments in employability and careers support services to students and graduates that might benefit from greater sharing of careers expertise at a local level, particularly with schools and colleges. The Office for Fair Access (OFFA) has called for 'effective approaches and practices in widening access and ensuring success across the student lifecycle'. We note that the student lifecycle begins with decision-making prior to application to higher education. Improvements in information for prospective students (e.g. use of Key Information Sets) require schools and colleges to develop student's digital literacy skills. In future, this can be complemented by schools and colleges destination measures.

### **Practical step 2.6**

HEFCE and OFFA to consider how universities can best share their considerable knowledge and experience of employability and careers resources to fit into their access agreements.



### **Recommendation 3**

The National Careers Service should significantly expand its work with schools, young people and parents.

## A pivotal role for the National Careers Service

2.56/ There is an opportunity to create a culture of challenging, enabling and guiding schools and colleges and particularly teaching staff to approach careers provision in a strategic, data rich and fully impartial manner, building capacity to respond effectively to the statutory requirements on them over this current transition phase. School and college governors could also play an important role in this regard.

2.57/ The National Careers Service should perform a pivotal role. It should address the urgent need to ensure our young people have access to high-quality careers provision through its own enhanced services, taking advantages of its national position and leverage in securing economies of scale, but more importantly it should create an environment which will allow schools and colleges to act with greater confidence as consumers of the services offered by external providers.

2.58/ While the National Careers Service should not prescribe the minute detail of the nature of such provision, it does have a role to enable and ensure that excellent provision responds to the challenges of the twenty-first century labour market in three key ways. First, it should acknowledge and address the instabilities inherent in the modern working world and the consequent psychological demands on individuals; secondly, it should focus on the need for maximum access to real world, reliable career insights and experiences on the breadth of the labour market opportunities to allow individuals to form honest judgements about potential jobs and careers: and, thirdly, it should address the need for online resources to be accessible in a secure and trusted fashion.

### **Practical step 3.1**

The National Careers Service must help schools to access impartial face-to-face professional careers guidance including for those young people facing the greatest risks within their school to work transitions.

### **Practical step 3.2**

The National Careers Service should raise the awareness among young people, parents/carers of its on-line, telephone and face-to-face careers provision, including labour market information.

### **Practical step 3.3**

The National Careers Service should develop a dedicated area for parents/carers on its website and mobile devices working with tailored information to assist parents/carers to support and encourage intergenerational learning on career management skills, including the characteristics of career adaptability and resilience.

### **Practical step 3.4**

The National Careers Service should lead the efficient provision of key national resources such as LMI to schools and colleges, and provide professional development and other support to school and college staff.

### **Practical step 3.5**

The National Careers Service new contracting arrangements should be looked at to consider the needs of individuals at a local level, giving providers the flexibility to prioritise resources where careers services can have the most impact. Providers should be able to respond by apportioning face-to-face advice according to individual needs in the context of local employment and skills priorities and taking account of the burgeoning demands that will be placed on it by changes to the Welfare benefits system. There is a need for further consideration and dialogue on the way in which the National Careers Service is opened up to a payment by results style contract, taking account of the demands that could be placed upon it by large numbers of Work Programme leavers being referred for careers support by Jobcentre Plus. The Council believes that an urgent dialogue is undertaken to consider the way in which the national Careers Service will be expected to respond.

### **Practical step 3.6**

The Local Enterprise Partnerships (LEPs) membership of employers and key public sector agencies should be supported by the National Careers Service to assess the level of current provision and champion improvements. They should advocate the key characteristics of an effective all-age careers advice service in their contact with key agencies, particularly during the commissioning of the next iteration of the National Careers Service and its delivery from April 2014. The LEP's implementation plans should set out concrete actions to improve performance and feed into the National Careers Service employer-led Advisory Board.

### **Practical step 3.7**

The National Careers Service should work closely with partners such as LEPs, Chambers of Commerce and, where appropriate City Deal Initiatives, to develop career development hubs in community settings so that best practice that can be replicated within or outside of their area.

### **Practical step 3.8**

The National Careers Service and the Job Centre Plus should work to develop a joint workplace strategy, working more closely with key partners such as the WEA, Unionlearn and NIACE to reach out to targeted groups, particularly low-skilled, low-paid workers and disadvantaged adults and to maximise available local, national and EU resources.

### **Practical step 3.9**

The Government's new traineeship programme<sup>64</sup> and the 16-19 study programmes should include provision of impartial careers guidance, character building and support as an integral element.



# Aspiration and inspiration

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The girls we spoke to told us that they find it difficult to know what careers are available, beyond the obvious ones that attract the youngest, such as teacher, nurse, hairdresser, vet. As they get older, girls become aware that there is a huge variety of careers, but they know little about them and are unsure how to find out more

Overall, the research highlights the important contribution that role models beyond girls' immediate circle can play, in broadening their ambitions and giving them the determination to fulfil their potential.

ChildWise – Girlguiding UK 'Qualitative research inspired by the Girls' Attitudes Survey' 2012 – <http://www.childwise.co.uk/childwise-casestudies.asp?CASESTUDY=Girlguiding+UK+++Girls+Attitudes+Survey&SECTION=9&STUDY=146>

////////////////////////////////////  
The American system for preparing young people to lead productive and prosperous lives is clearly badly broken...

Building a better network of pathways to adulthood for our young is one of the paramount challenges of our time. ...Our goal should be that beginning no later than middle school, all students should have access to a system of employer involvement and assistance. In middle school, this would include career counselling, job shadowing, and opportunities to work on projects or problems designed by industry partners. In high school, it would include programs of study designed in collaboration with industry leaders, as well as opportunities for more intensive work-based learning such as paid internships.

Symonds, W et al (2010) Pathways to Prosperity, Harvard Graduate School for Education

2.59/ It is important for young people that they are given the maximum opportunity to understand the breadth of the modern labour market and the jobs it has to offer, routes into different jobs and what employers demand. The process should also raise and broaden aspirations. Young people need to get first-hand contact with the world of work – it is an excellent means of providing such information to them in a way that they can trust and see as relevant.

2.60/ The advice of the OECD is clear: *Individual career guidance should be part of a comprehensive career guidance framework, including a systematic career education programme to inform students about the world of work and career opportunities. This means that schools should encourage an understanding of the world of work from the earliest years, backed by visits to workplaces and workplace experience. Partnerships between schools and local firms allow both teachers and students to spend time in workplaces. Research studies suggest that young people gain particularly valuable information on jobs and careers if obtained in a real workplace through contacts with working people. (OECD 2010, 85.)*<sup>65</sup>

2.61/ Recent research demonstrating the positive links between higher levels of school-mediated employer contacts and the later higher earnings of young adults shows the importance of such first-hand information<sup>66</sup>. It should be the norm for young people to have opportunities to explore different potential careers and progression pathways (such as university courses) – speaking first-hand to 'real life' people – before major decision points at 14, 16 and 18. For example, the National Careers Service should ensure that programmes such as *Inspiring the Future*<sup>67</sup> – which harness technology to make it free and easy for schools and colleges to connect with employers willing to talk voluntarily about careers – are widely understood and used effectively. The National Apprenticeship Service is using this technology and working in partnerships with a number of the leading education and employer bodies to help young people get first hand insights into apprenticeships. The National Careers Service should also develop links with organisations who are involved in providing young people with insights into different careers including STEM Ambassadors, Career Academies, CBI's Business in the Classroom, Business in the Community's Business Class, Big Bang, Young Engineers<sup>68</sup> and local education business partnerships.

2.62/ Where it is clear that young people are unaware of opportunities in parts of the economies resulting in skills shortages, there is a need for national action to ensure that there are no barriers preventing young people from gaining access to first-hand, accessible, reliable information (as from employee volunteers) about opportunities available as well as hearing from leading inspirational speakers e.g. Speakers for Schools initiative. This is particularly important for the two million young people who live in workless homes and often don't have the 'soft networks' – contacts via family and friends to the world of work.

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'42% said they had no contact with employers and 40% only recalled a few (1-4) being involved in their lessons. Yet 95% of the young people surveyed agreed that they would like employers to be more involved in providing advice and guidance about careers and jobs directly to young people. This highlights a significant divide between what young people want from the careers advice experience at school and what they get.

Employers are uniquely placed to advise on the technical and personal skills required to succeed as well as provide insight about how qualifications are perceived. Their potential to inspire should not be underestimated. Where there had been contact with four or more employers, young people in our study were one and a half times more likely to believe that they will be able to find a good job. Encouragingly, 90% of employer respondents to our survey agreed that employers should take a role in providing careers advice related activities to young people.'

Deloitte: Helping Young People Succeed: How Employers can Support Careers Education. 2010



#### Recommendation 4

Employers should encourage their employees to go into schools and colleges to give students insights into different careers, enthuse them about the world of work and provide access to active experience of work, in particular to help address mismatches in young people's career aspirations

2.63/ Provision should build upon the Department for Education's current requirements on post-16 providers to offer young people meaningful workplace exposure within their programmes of study, to ensure younger pupils in primary and secondary schools have access to careers-focused first-hand employer contacts and that the needs of specific groups or young people are addressed. Employers need to play their part by stepping up to inspire young people about work. That means committing to high-quality work experience but also a readiness to visit schools to discuss jobs, career options and the value of learning for adult life. The National Careers Service can encourage employers it is in contact with to get involved.

2.64/ We should not underestimate the role which parents play in influencing young people's career decisions. Initiatives run by adult learning providers such as the Workers' Educational Association, the Campaign for Learning and the National Institute for Adult Continuing Education (NIACE), in which adults study for qualifications in schools attended by their children, show the impact that positive role models close to home can have on young people. For example, the WEA has recently successfully challenged 'poverty of aspiration' by delivering adult education in the school environment.

2.65/ The National Careers Service, directly and through the LEP career development hubs, could play a greater role in promoting the notion of "motivating by experience" – motivation that comes from work experience, expert demonstrations, competitions, visiting speakers and events such as at the Skills Show<sup>69</sup> (national and regional) and the Big Bang. Many such activities organised by a plethora of organisations help provide insights into different career routes.

#### Practical step 4.1

Secondary schools and colleges should be encouraged to invite people from a wide range of backgrounds doing a wide range of jobs to visit and talk to their students, supported by their employers.

#### Practical step 4.2

Primary schools should be encouraged and supported by employers to begin exposing children to the realities of how the world of work is changing and the benefits to be gained from improved core skills of literacy and numeracy

2.66/ Similar approaches should be explored for adults. The CIPD's 'Step Ahead Mentoring Programme'<sup>70</sup> provides a common-sense approach to connecting jobseekers with professionals working in Human Resource departments, individuals well placed to provide reliable and trusted advice on recruitment practices.

#### Practical step 4.3

The National Careers Service should work with a range of partners to encourage and enable understanding of the effectiveness of first-hand labour market insights (careers advice, work experience, workplace visits etc) as strategic resources for primary and secondary teaching staff to challenge occupational stereotyping (eg on gender grounds), to raise awareness of careers in skills shortage areas (eg, STEM) and to make clear the real demands of future recruiters.

#### **Practical step 4.4**

The National Careers Service should work with partners to increase the awareness of major government-funded and private-funded national skills and careers initiatives such as The Big Bang,<sup>71</sup> National Careers Week<sup>71</sup>, the UK Skills Show and regional spinoffs, offering young people, parents, adults (and careers and employability practitioners) opportunities to access high-quality skills demonstrations and careers information

#### **Practical step 4.5**

The National Careers Service should work with a range of partners to ensure the discrete needs of young people with Special Educational Needs and Young Offenders are fully understood and fully met through available provision.

## Character, career adaptability and resilience

**2.67/** In an age of employment churn and rapid job and career changing, increasingly it is recognised that a range of personal behaviours and attributes – sometimes termed ‘character’ – play a role in determining effectiveness in work and life.<sup>72</sup> Helping young people and adults develop these traits is part of what careers professionals will be doing in the future. The National Careers Service has an important part to play in highlighting what goes to make up character and helping parents, schools, colleges, training organisations and other career development professionals spread the message about its importance and the steps that can be taken to encourage its positive development. Career development professionals will be able to influence behaviour, not just impart or interpret information. This is an area in need of further work by the NCS in partnership with other organisations.

**2.68/** Given the ever more demanding modern labour market, it is essential that young people and adults have a real chance to develop their personal resilience/character while in education. We must do more to help individuals develop the confidence, self-reliance, curiosity, perseverance, grit and other qualities they need to succeed. Developing ‘soft skills’ should be embedded in every aspect of time spent at school and college with strong focuses on work experience, enterprise competitions, and volunteering where individuals are challenged to be effective in unfamiliar situations. In today’s job market, people need to be personally effective across a range of competencies, to be active problem solvers and plot their own futures through periods of training, unemployment and work. We need to be sure that our education system prepares people for the emotional and psychological challenges of the twenty-first century labour market.

**2.69/** While the proportion of the working age population involved in starting or running a business in the UK compares favourably with many of our international competitors, levels of enterprise ambition compare less favourably. The evidence shows that addressing the ambition gap requires early intervention to provide young people with hands-on enterprise experience.

2.70/ The experience of enterprise is key to this and helps give people the knowledge and awareness of what it means to run a business and the skills they will need in order to pursue new opportunities. It is vital to engage young people in activities which help increase awareness of self-employment and the realities of running a business if we are to increase the proportion of those actively starting a business (and the success and sustainability of those businesses). It also provides the basis for developing a broader set of behaviours, attitudes and qualities, to enable people to become more enterprising employees, able to contribute fully to the businesses they work for.

2.71/ For older workers, career adaptability is increasingly being demanded. Those who do not engage in substantive up-skilling or re-skilling, through either formal learning or learning in work, run the risk of being 'locked into' a particular way of working and are more vulnerable in the labour market if there is a significant change in their job or their circumstances. That is, career adaptability can either stall in its development or decay<sup>73</sup>. The priority must be to guide adults in developing effective career management skills, ensuring their capacity to take positive action and use of the online resources as well as face-to-face careers support services from a wide range of providers.

2.72/ As part of this it is important that people should be able to seek work and opportunities through both formal and informal networks and contacts. This means individuals will be required now and in the future to improve their networking skills, emotional intelligence and confidence in promoting their interests, talents and skills to potential employers both on-line and face-to-face.



### Recommendation 5

The National Careers Service should launch a new initiative to bring together a range of organisations to explore and highlight the importance of 'character' and 'resilience' in a successful working life and identify realistic and effective options for addressing this issue.

#### Practical step 5.1

Career adaptability strategies<sup>74</sup> that support career management skills<sup>75</sup> should feature in the next phase of the National Careers Service's work in order to adopt a broad perspective – not just preparing individuals for work but educating about work – and where appropriate linked to validation of non-formal, informal and formal learning.

#### Practical step 5.2

Career adaptability strategies that support career management skills should focus not only on the skills needed to choose and look for work, but also on entrepreneurship.

# Accessing information

2.73/ Changes in technology and on-line services are reshaping the global economy. In the UK internet usage has grown by 65% over the past three years alone and over 19 million of the 26 million households now have an internet connection. People are increasing their use of mobile devices such as smart phones and devoting more time to social networking sites, especially among 16-24 year olds who spend more time on-line than in front of the television. And there is no doubt that the media (including social media) have a strong influence on individuals and their perceptions of career options: "The world of media is currently one of the strongest career influencers, as it introduces young people to new jobs, exposes them to potential lifestyles and opportunities and brings different industries and careers to life which is important and can be inspiring."<sup>76</sup> At the same time, however, one-fifth of the adult population (around nine million people) have never gone on-line<sup>77</sup>.

2.74/ The rapid changes in technology pose both challenges and opportunities to careers provision. New online systems are stimulating new behaviours and attitudes towards careers advice, guidance and support<sup>78</sup>. In response to this, career development professionals must find new ways of integrating ICT and labour market intelligence and information more fully into their practice. They must develop digital literacy skills for themselves and the people they work with in schools, colleges, training providers, universities and public employment services. Successful integration of technology and social media in careers services is dependent on practitioners' and managers' willingness to accept the changes that technology brings to service design and delivery<sup>79</sup>. Consequently, careers services and their relationship with clients, customers and/or consumers are becoming increasingly more dynamic and complex, with high demand for on-line customised products and services catering to the precise needs of individuals<sup>80</sup>.

2.75/ There is already a huge amount of information available for young people and adults on careers: on apprenticeships and traineeships, qualifications, careers, job prospects, training and development, employability and other issues relevant to working life. And there will be much more in the future. But people often find that they are swamped by it and struggle to navigate their way through.

## Access to open data and the democratisation of data

So far, three applications have been developed (amongst others) from an early release of the LMI for All database and illustrate different types of approaches to using LMI for learning and careers

(i) An app which enables users to search for the hardest to fill and most in demand jobs by employers by region. Forecast and regional comparative data where available to show job prospects. This was combined with the facility to access a range of key data (such as typical education requirements and average salary) for a specific occupation combining it with live job listings and real sample CV data (from LinkedIn and other CV sites) which were not occupational specific.

(ii) An application based on gaming principles and the idea of Role Playing Video Games, where users rate their skills and attributes resulting in a suggested job. The idea is that users can build a virtual version of themselves, increasing personal attributes and skills by undertaking various activities or quests (such as reading suggested texts, undertaking skills development courses). When altering their skills, the user is presented with the most appropriate job in the database.

(iii) A widget that has been designed as reusable, to distribute labour market forecast data by providing a simple interface, which allows search for forecasts about the future labour market in specific jobs by region to be visualised.

2.76/ There is an essential role for the National Careers Service to play in making the wealth of careers information and resources more accessible and useable, giving its stamp of approval to resources which are reliable and trustworthy from within and across the wider careers support market. This would involve developing the on-line resources giving access in a user-friendly way for diverse audiences: careers professionals, young people and their parents, other adults in the labour market (or considering becoming active in it), educational establishments, employers and training providers to name only the most obvious.

2.77/ The Open Data White Paper (HM Government, 2012)<sup>81</sup> highlights how data gathered by the public sector is not always readily accessible. Quality of the data, intermittent publication and a lack of common standards are also barriers. As part of the Government's Plan for Growth<sup>82</sup>, a commitment was made to 'create an improved careers information portal as part of the National Careers Service'. Careers-focussed labour market information (LMI) using core national data sources can be used to support people in making better decisions about learning and work. This would not only contribute to the creation of an improved careers information portal but also supports the Open Data policy agenda.

2.78/ The White Paper states the clear intention to use 'the data we hold more effectively, and by pushing that data into the public domain'. Determination to shift the culture of the public sector to improve data sharing is also indicated – where this is in the public interest and within legislative boundaries – by using the latest technology. The UK Commission for Employment and Skills is taking this work forward and developing an online data portal called 'LMI for All'<sup>83</sup>. The first release of a pilot version was made at the end of May 2013. This will be refined based on user feedback and further iterations of the data portal developed. The final version should be available by March 2015.

2.79/ Looking ahead, the current and future development of Massive Open Online Courses (MOOCs)<sup>84</sup> will also help make information more easily and widely accessible. The National Careers Service should evaluate and then provide clear signposting to innovative developments and to the other government-funded web initiatives in the careers field for example Unistats, Plotr and the Finding a Job section of the gov.uk site as well as commercial and third sector provider.

2.80/ Clearly, making the most of these resources will necessitate career development professionals (and others) having well developed digital and labour market intelligence/information skills to enable them to act confidently in their work with differing stakeholders.

# Making good use of labour market intelligence and information

2.81/ Career development professionals will need to be able to help people navigate the daunting volume of information and options – to become expert guides and coaches. They need to become proficient in how to help others work with labour market intelligence and information, using open data and massive open on-line careers resources to signpost relevant learning opportunities and occupational and sector trends. Whilst technology will bring many benefits, it is of course no substitute for people interacting directly with employers or having face-to-face careers advice. We also need to ensure that we address the needs of those people who do not have access or struggle to use technology.

2.82/ The National Careers Service, working with its partner organisations, should play a valuable role in supporting and ensuring a common grounding in digital skill sets.

## Practical step 6.1

The National Careers Service should provide joint training such as on-line practice-sharing workshops and careers development webinars to teachers and key partners within LEPs and local authorities and Job Centre Plus on the benefits of using online resources effectively. Where appropriate, higher education institutions should be strongly encouraged to actively contribute in the sharing of good and interesting policies and practices on effective career development and employability strategies.

2.83/ This approach would have the added advantage of fostering closer working links between these intermediaries to the benefit of all service users. The days should be long behind us of careers information, advice and guidance being operated in a 'silo'. Co-location and co-development of all concerned with helping others into jobs and careers should be the pattern of the future.

2.84/ We believe co-training in the foundations of careers theory and practice can also play a valuable part in driving up the client experience and achieving quality standards.



## Recommendation 6

The National Careers Service should develop and extend its on-line services and bring together key partners in order to consolidate other on-line careers information and tools, enabling trusted information to become more accessible for young people, parents/carers and adults seeking on-line support to their career development activities and plans.

## Practical step 6.2

To ensure a common grounding in digital skill sets, the National Careers Service with the Career Development Institute (CDI) should, at a national leadership level, provide an easily usable and adaptable framework for ICT and LMI integration into training provision for specific target audiences. As well as specifying what 'good' looks like in this regard, it should act as a gatekeeper checking the quality of emerging online content on behalf of the wider careers community.

## Practical step 6.3

The National Careers Service should play a leading role in improving digital literacy to up-skill and/or reskill teachers, career development and employability practitioners and managers in the use of e-coaching and e-guidance and the effective use of 'LMI for All' and 'MOOCs' developed by expert providers.

## Practical step 6.4

The National Careers Service should develop on-line training/webinars for career professional and teachers/lecturers to build confidence, capability and competence in working with young people, adults and employers.

### **Practical step 6.5**

The National Careers Service should publicise the data the UK Commission for Employment & Skills is making available and encourage people in the career development sector to develop mobile apps and other online device that cater for differing and diverse needs.

### **Practical step 6.6**

The National Careers website needs to be developed with sections and information specially aimed at young people, parents and teachers. The look and feel of these sections would be markedly different from the existing website but would still be part of a single all-age website (in a similar manner that the BBC has different channels).

### **Practical step 6.7**

As part of expanding its role to the young people, school/colleges and parents the National Careers Service should make maximum use of digital, on-line and social networking capabilities.

### **Practical step 6.8**

In developing improved on-line services for young people the National Careers Service should seek their views as it develops careers information, advice and guidance that can effectively engage that target group through social media, virtual worlds, mobile apps and other relevant means.

### **Practical step 6.9**

The National Careers Service website should evaluate existing government-funded web initiatives such as Plotr, Unistats, Universal Job Match, Finding a Job section of gov.uk and other relevant on-line education and community-sector resources, for example, notgoingtouni, i-could and Growing Ambitions and make trusted information available.

### **Practical step 6.10**

The National Careers Service website should be further developed to include a calendar of career related activities, for example local/regional careers fairs and other national/regional events such as the UK Skills Show, National Careers Week and Big Bang.

### **Practical step 6.11**

The National Careers Services should encourage the development of MOOCs and other interactive on-line resources which offer individuals an opportunity to 'try before you buy' and/or sample career insights coupled with the chance to talk to a mentor, course provider and/or career development professional.

### **Practical step 6.12**

The UKCES should showcase UK, EU and international best practice models in career development systems and services, including best practice on open source data (see Annex 3 for selected examples of international practice).

### **Practical step 6.13**

The UKCES should work closely with the National Careers Service in making effective use of open source tracking and destination data linked to the 'LMI for All' initiative to support the development of new insights into employment and skills.





## Recommendation 7

In order to bring about the culture change needed in careers provision for young people and adults we need to create a movement which include employers, education and career development professionals. To implement the recommendations and practical steps Government also needs to play its role in supporting this movement and ensure these recommendations and the practical steps in this report are implemented.

James and Keitha and Kewauna are all working far harder than I ever did as a teenager to remake themselves and improve their lives. And every day they pull themselves up one more rung on the ladder to a more successful future.

But for the rest of us, it's not enough to just applaud their efforts and hope that someday, more young people follow their lead. They did not get onto that ladder alone. They are only there because someone helped them take the first step.'

Tough, Paul 'How Children Succeed: Grit, Curiosity and the Hidden Power of Character' (London: Random House, 2013) p.197

**3.1/** In order to bring about the culture change in careers provision for young people and adults, we need to create a movement that draws in employers, education and careers professionals, with backing from the Government. A drive founded on partnership and a shared sense of purpose is needed to help us address the skills mismatch and youth and long-term adult unemployment.

**3.2/** This will involve a wide range of people and organisations including the Government, employers, schools, colleges, universities, service users and parents, career professionals, teachers, private providers and non-for-profit organisations. The list is extensive and all have a distinctive contribution to make.

**3.3/** A National Career Development Strategy for England is essential. This should set out key priorities and guiding principles for an all-age National Careers Service and wider careers support services. The main goal is to align and focus effort that results in closing the gap in skills mismatches, achieving cost savings, closer co-operation, collaboration and communication within and between differing key public, private and voluntary/community sector bodies, working in the interests of improving the social and economic prosperity of our nation.

### Practical step 7.1

Government to play its part and take a lead role in creating a new movement that draws in employers, educationists and careers professionals to bring about a culture change in careers provision.

**3.4/** This report was produced at the request of Government who sought advice on what needs to be done to improve the National Careers Service and allied careers support services.

We hope these recommendations will be given serious consideration. It is essential that we achieve a culture change and a new movement to drive this change which would attract widespread support and, in doing so, would secure cross-party backing. The changes we envisage should help improve individuals' lives and our economic competitiveness – an aspiration we all share.

The National Careers Council  
5th June 2013

# Annex 1

## Acknowledgements

The National Careers Council is chaired by Dr Deirdre Hughes, OBE, with Ministerial appointed members drawn from business, education and the careers sector which include:

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National Institute for Adults Continuing Education (NIACE)  
NHS Careers  
Nottingham and Nottinghamshire Futures  
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# Annex 2

## Selected case studies of practice in England

This paper reflects exemplars of good practices in schools, in community agencies and with employers.

### Case study 1: Swanwick Hall School in Derbyshire – benefiting from their new flexibility

Following the new duty, the school appointed a Careers and Alternative Curriculum Manager to ensure that all students by Year 11 have an appropriate post 16 pathway and back-up plan, working closely with Derbyshire County Councils Careers Advisor to ensure impartiality, to established a programme of 1:1 interviews for identified students, liaise with parents of vulnerable students to ensure support mechanism in place for Post 16, and established strong links to local colleges and providers. The programme includes visits, induction activities, presentations, apprenticeship evenings, career fayre visits from Year 9 onwards. Students are provided with access to quality impartial guidance through, visits to local colleges, promotion of local careers events, links from websites, impartial careers interviews with Derbyshire Connexions commissioned for two days per week including attendance at Parents' Evenings, input to PSHE programme, home visits. Ofsted found a strong commitment to careers guidance driven from the Leadership Team level as an integral part of the school, including to vulnerable and potential NEET students, with detailed tracking throughout the year, follow-up and then support for progression. For an 11-18 school, a good range of information was available on Post 16 options, and work experience and employer links were extremely effective.

Source: Swanwick School

### Case study 2: Bohunt School in Hampshire – raising resilience and character

Bohunt Case study 3: has substantially increase achievement rates by integrating careers with innovation, resilience and high challenge to develop students with ambition who are 'career ready'. The confidence, resilience and character of students has been developed through various programmes and innovative pedagogical approaches to learning:

- a focus on Challenge Based Learning, where students work in teams to solve real world problems
- the embedding of Guided Learning, where teachers work with students to develop not only their subject knowledge, but their ability to lead, work in teams and give feedback

- Immersion language teaching (French, Spanish and, from September 2013, Mandarin), where a third of a student’s timetable is delivered in the target language to develop resilience and listening skills
- programmes of student leadership including an ambitious outdoor programme (Bushcraft Camp, Duke of Edinburgh and major expeditions) and regular involvement in external competitions and events (e.g. Model UN Conference, Maths Challenges and IBM’s Blue Fusion Event)
- STEM programmes including a weekly STEM club for over one hundred students, a science club for Year 5s from local primary schools, national STEM Challenges, STEM related trips and visits and STEM Ambassadors, plus a major annual STEM Festival.

Ofsted highlighted the focus on personal qualities needed for the world of work, including basic skills, enquiring minds, reading widely, formulating views and communicating with ease and confidence. They saw a strong work ethic and an obvious enjoyment of learning.

Source: Bohunt School

### Case study 3: The Charter School, Southwark – delivering career guidance with volunteers from industry

The Charter School, Southwark used free employee volunteering programme *Inspiring the Future* to organise a ‘school careers fair’. Lin Proctor from The Charter School in Southwark ran a careers fair for Years 9, 11, 12 and 13 in November 2012 using *Inspiring the Future* so that young people could meet a diverse range of employers face-to-face. Lin is convinced that meeting employers helps young people work harder for their exams results and make them see ‘the point’ of working hard to gain good GCSEs. Lin gives an example of this in action. “I was particularly struck by the example of pupils crowding round a young lady who works as a set designer for film and TV. She said over and over again to them; ‘How can you expect to work as a set designer if you can’t calculate how many litres of paint you may need or how many metres of wood?’ This really hit home.” Many students know they like Design and Technology and want to work with their hands but it made them realise that they do also need to reach a certain standard English and Maths. Meeting a working set designer made students feel that it was a realistic career option but opened their eyes to all dimensions of the job. This is why *Inspiring the Future* is so invaluable to teachers and young people. A teacher could tell students they need to meet certain standard in English and Maths a 1,000 times but it won’t make the same impact as coming from someone doing the job that they aspire to. The Charter School is a coeducational secondary school with academy status in Dulwich, within the London Borough of Southwark.

Source: The Charter School, Southwark

## Case study 4: Reachfor – a joint venture providing mental toughness programmes

Reachfor, a joint venture careers Company working across Cumbria, Kent, Merseyside, West and East Midlands, Thames Valley, and the South West developed and ran the Right Track project in schools from Primary age to Secondary age pupils designed to develop resilience and increase aspiration and achievement with the aim of promoting engagement, participation and achievement throughout life. The programme, funded through the Department for Education Improving Outcomes Fund, based their work around mental toughness training through the application of a Mental Toughness Psychometric measure. The results included: 68% of participants have shown an improvement in attendance; 48% of participants have shown an improvement in behaviour; 51% of participants who demonstrated low levels of Mental Toughness showed an improvement and often a marked improvement and resilience and character to support career planning.

Source: Reachfor

## Case study 5: Centrepont – careers work in a voluntary agency for vulnerable young people

Centrepont works with homeless young people aged 16-25 and, as well as providing accommodation, prioritises specialist learning support and guidance to help young people into education and work. Every young person is given a learning assessment on entering Centrepont and a specialist learning worker for a tailored learning plan and support to access relevant mainstream education courses and specialist in-house learning, continuing for up to 6 months after they leave Centrepont services. Support including study/funding support, financial advice and life skills workshops, and for young people who are NEET, including education and employment fairs, drop in sessions that offer advice on education and training, and intensive support on progression routes plus counselling and healthy living advice and Centrepont's mentoring scheme. Centrepont's Workwise scheme combines workshops on CV writing and interview skills with advice about the types of behaviour that employers expect and how to cope with problems in the workplace.

Source: Centrepont



## Case study 6: An adult seeking enterprise support

“My need for this service came about because of difficulties obtaining help to move forward from ESA/unemployment due to ongoing mental health issues. In late 2012 I had two face-to-face appointments to look at my options, having been in receipt of employment support allowance, with a view to becoming self-employed. My experience of this service was positive and professional from the moment I stepped into the (NCS) office. I completed an action plan with the Adviser, and set up an Lifelong Learning Account but have not yet accessed the website or on-line tools. Since my appointments, I have been attending regular business enterprise groups in the area, accessed the help of an experienced Jobcentreplus advisor, and have embarked upon my first steps towards becoming self-employed. Without doubt, these things may not have become possible without the help of the NCS. It has made a big difference – the NCS has signposted me towards relevant help and services which I previously wasn’t aware of. Best of all was the fact that the National Careers Service adviser listened to me, and gave my situation her 100% attention and respect. Talking with her improved my confidence to believe in myself and my potential future. Ultimately, I want to be running a successful business as a freelance teacher of English as a foreign language. I want to achieve a working life that maximises my skills, but also fits around my personal needs.”

Source: Careers South West

# Annex 3

The paper is informed by a range of policy reviews carried out within the last decade by the OECD<sup>1</sup>, World Bank<sup>2</sup>, European Commission<sup>3</sup> and its agencies, international bodies<sup>4</sup> and other organisations, which together have covered a total of at least 55 countries. We are mindful that careers policy developments are unfolding in a variety of ways across the globe. This annexe highlights some selected examples of good and interesting approaches. The Council is particularly grateful to Dr Raimo Vuorinen, Project Co-ordinator, European Lifelong Guidance Policy Network, Finnish Institute for Educational Research, Finland for his international online expert input to the Council's ongoing work.

Further information is available from the National Careers Council's website. <https://www.gov.uk/the-national-careers-council>

## Case study 1: Denmark – All-Age National Guidance Portal

In Denmark, the Ministry of Children & Education has recently overseen the management and delivery<sup>5</sup> of an all-age National Guidance Portal 'UddannelsesGuiden'<sup>6</sup>. This has been described as an electronic career index with a number of extra self assessment and skills health check tools and simple interest inventory. Alongside this initiative, an 'e-guidance centre' was launched within the Ministry in January 2011 to service the needs of young people, adults, parents, schools, colleges, training providers and employers. The centre is managed directly by the Ministry for Children & Education. There are 11 full-time equivalent careers practitioners in the Ministry and 40 part-time practitioners employed in e-guidance. Their work is also linked directly to the Youth Guidance and/or Regional Guidance Centres focusing mainly on targeted provision. A professional development section is available on the website for guidance practitioners working with young people and adults (eVejledning). eVejledning is a platform for webchat, telephone & email guidance.

Source: Lifelong Guidance Policy Development: A European Resource Kit, (ELGPN, 2013)

## Case Study 2: Finland – Guidance in Finnish Schools: Selected Elements

Guidance as a student entitlement. In 2011 the Ministry of Education and Culture endorsed new legislation on the allocation of hours to different subjects in comprehensive education. The committee preparing this act consulted a great number of stakeholders and social partners. The outcome was that career education remains as a compulsory element in the curriculum, comprising 76 hours of scheduled activities in students' timetables during classes 7-9. In addition, there is an entitlement for individual guidance and group

counselling, and work-experience periods. In grades 1-6, guidance is embedded in the work of the classroom teachers.

Professionalism. The parliamentary committee on education has agreed a recommendation for a ratio of 250 students per counsellor (the national association of practitioners and the teachers' trade union recommended a ratio of 1:200). This is to guarantee the entitlement for individual counselling. The qualifications and competences of school counsellors are regulated: either a Master's degree in school counselling or a 60 ECTS postgraduate diploma is required.

Source: Dr Raimo Vuorinen, University of Jyväskylä, Finland (March 2013)

### Case Study 3: France – Citizens' right to lifelong guidance in France

Since 2009, a French law has established for every citizen a right to benefit from lifelong guidance, including career information. This law set up an inter-ministerial delegate, reporting to the Prime Minister, on educational and career guidance. The delegate's role is to co-ordinate the actions of the educational services, student services, employment services, and youth and vocational training services. It includes: setting priorities regarding national policies on career information and on educational and career guidance; setting quality standards; co-ordinating policies at regional level.

Three main policies are promoted:

- The awarding of a quality label 'guidance for all'(orientation pour tous) to organisations or agencies which are capable of providing individual counselling and have agreed to work as a co-ordinated network.
- A free online service ([www.orientation-pourtous.fr](http://www.orientation-pourtous.fr)) which includes 200,000 files on training, more than 1,000 on qualifications, and more than 2,000 on employment. It also lists all guidance services which have been awarded the quality label.
- A national telephone line which provides free information and support on educational and career guidance. When the telephone practitioner is not able to answer a question, the call is transferred to a relevant counsellor.

Source: Lifelong Guidance Policy Development: A European Resource Kit, (ELGPN, 2013)

## Case Study 4: Hungary – Development of the Hungarian lifelong guidance system

With EU funding, the systematic development of the Hungarian lifelong guidance system started in 2008 under the Social Renewal Operative Programme, led by the Public Employment Service. The first phase ended in June 2011, and included:

- Building a core network of lifelong guidance professionals, with a unified protocol and a newly developed national competency matrix.
- Building a wider lifelong guidance delivery network (including teachers, social workers and other professionals).
- Creating a new web portal, including films and folders about occupations, a wide range of self assessment questionnaires (on skills, interests, values, work preferences, etc.), an extended range of databases covering all sectors of education, training and employment opportunities, and a virtual community of career guidance professionals.
- Providing support for 83 people to commence master’s level studies in career guidance, in two universities.
- Short courses for teachers, social workers and others to train them in basic career guidance skills, drawing from a ten-module programme developed for this purpose (with 2,000 participants).
- Developments through the National Lifelong Guidance Council in relation to: legal regulation of career orientation; impact and cost effectiveness of lifelong guidance; developing performance indicators for lifelong guidance; and user perceptions of career guidance services.

Source: Lifelong Guidance Policy Development: A European Resource Kit, (ELGPN, 2013)

## Case study 5: South Korea – Government working with major industries and careers counsellors

In South Korea, *career education is divided into services for youth and adults*. Within schools, careers education is subdivided into guidance and work-based learning through subjects or curriculum programs and extracurricular activities. The relevance of this for adult guidance is linked to individual and parental awareness of labour market opportunities. The Korean Government, in partnership with major industries, developed an incredible work experience theme park called *‘Job World’*. The aim of this facility is to help young people (and their parents) experience various jobs and encourage them to pursue various pathways to their future career. JobWorld is a 200 million-dollar building that receives 1.2 million visitors per year. It has a job exhibition

hall describing the history of work; a career planning hall; and a range of fully developed rooms that replicate various occupations across all levels. There are 37 rooms for primary school aged children (and parents) that enable them to explore 44 different job roles in a range of work places such as a hair salon, operating room, construction site and a space centre. A career guidance counsellor system has been introduced. About 3000 career counsellors have been placed at middle and high schools since the start of training in 2010. About 5000 career counsellors will be appointed by the Government in 2013. In addition, Korean career education will be further organised and systematised by setting national career education goals and achievement standards. It is an extraordinary investment. Every career counsellor will have completed 600 hours of training prior to commencement.

Source: Peter Tatham, Expert Informant, Tasmania (2013)

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Note: Case Study 1 – The previous Conservative government committed an investment of 50m Danish krone (that is, 10m krone as an annual investment over a 5 year period) on the national portal, but with no dedicated marketing budget. Instead, careers practitioners have promoted the use of the portal in classrooms and within their day-to-day practice. ([www.ug.dk](http://www.ug.dk))

Note Case Study 5 – Korea JobWorld, a public institution under the Ministry of Employment and Labor of the Republic of Korea, was opened 15 May 2012. Its purpose is to provide children and youth the chance to experience a variety of occupations and careers to explore what they want to do in the future.

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83. A leading trend in technology enhanced learning is the rapid expansion of Massive Open Online Courses – MOOCs have the potential to bring about long-lasting change to the careers sector and open up access to learning for a wider range of individuals than ever before. Currently, this is helping to keep Britain’s universities in the vanguard of international higher education, allowing them to embrace the educational and commercial possibilities presented by the online revolution. Crucially tailored MOOCs, launched by the Minister, offers the opportunity to enhance and enrich the careers offer from the National Careers Service and wider careers support market – ensuring this is delivered where potential learners are and in a way and time which suits their lives. Therefore, as the careers market changes – not only in the UK but globally – it is imperative that effective, personalised and relevant careers guidance innovates and seizes the potential that technology offers.





