

**Career Services**

**A Review in an International  
Perspective**

**A.G. Watts**



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## Executive Summary

Career Services represents the most fully integrated example in the world of the integrated all-age organisational structure that was favoured by the OECD Career Guidance Policy Review. It has emerged from a difficult period in the 1990s when its future was under question. It is now firmly established as a well-respected, well-managed organisation, offering high-quality services, with close links with public policy. It is poised for further development.

Such development needs to address five key challenges.

The first is to increase significantly its current levels of **public awareness and service penetration**. The level of awareness of Career Services among the general population has been around 30%, as compared with figures of around 70-80% for comparable services in the UK. In view of this, it is not surprising that the level of take-up on a per capita basis for the advice-line contact centre (where the most readily comparable figures are available) is over four times higher in the UK than in New Zealand. These contrasts are clearly related to the size of marketing budgets: the budget for the relevant UK service (Learndirect) as a percentage of total turnover is nearly five times larger than that for Career Services.

The issue this poses is whether the work of Career Services is viewed as a targeted service with limited objectives; or whether serious attention is paid to its goal of helping all New Zealanders to make well-informed work-in-life decisions throughout their lives. If the latter is the case, and if Career Services is viewed as a means of helping all New Zealanders to manage their careers in a proactive way, so contributing to a dynamic economy and a dynamic society, then this requires a substantial scaling up both of its marketing budget and of some operational capacity (notably the number of advice-line staff).

The second challenge, closely linked to the first, is to pay more attention to addressing the needs of **adults**. The two major current development projects within the organisation are both addressed to young people. There is a strong case for similar projects addressed to the needs of two further groups in particular: adults in the workplace; and older workers. This is likely to require further strengthening of the existing links with the Department of Labour, which may in the long run need to be reflected in Career Services' purchasing arrangements with the government.

The third challenge is to have a clearer and more consistent policy regarding **relationships with other career guidance providers**. If Career Services is to achieve its goal of helping all New Zealanders to make well-informed work-in-life decisions throughout their lives, it cannot do this solely through its own services, but has to operate in significant part through the services of others. Many, for example, prefer career services to be delivered face-to-face, and what Career Services can provide in this respect is limited: much of it must be offered by other career guidance providers. Accordingly, its relationships with such providers are of critical importance.

The current relationships vary considerably. Some are based on building the capability of the other providers; some on encouraging them to signpost individuals to Career Services; in some sectors, no clear model is evident. A plan is needed for developing clear relationships with the main other providers, where appropriate through formal partnership agreements with relevant representative bodies, within a consistent range of models.

The fourth challenge is for Career Services to develop a stronger **evidence base** for its work. It has already committed itself to conducting work of international significance on the longer-term impact of its interventions, linked to their social and economic benefits. This is likely to require strong support from a university or research body. There would be merit in viewing this as part of a broader strategy for developing a stronger intellectual base for the work of Career Services, including other innovative aspects of this work.

Elements of such a strategy might include a strategic alliance with the chosen research body or unit, the appointment of an R&D manager within the organisation, and support for staff members registering for research degrees. Far from deflecting from Career Services' practical role as a service organisation, such steps could enhance the quality and depth of its work as well as its international visibility.

The fifth challenge is to foster **strategic leadership** within the career guidance industry as a whole. While Career Services potentially has a leadership role in its own right, it is likely to be more effective in this respect if it carries out this role in partnership with other key organisations in the sector. There is accordingly a strong case for Career Services to initiate discussions on the establishment of a national council or forum to bring these organisations together and to represent the industry.

The membership of such a body and its relationship to the government would need careful consideration. Its goal might be to develop a career culture in New Zealand. Its tasks might include a common definition of the career development competences that all careers services should be seeking to develop in their clients and customers, plus the development of cross-sectoral quality standards. More generally, it could provide a means through which the government would be able to engage with the industry as a whole, alongside its relationship with Career Services as its lead provider.

In international terms, Career Services can already claim to 'punch above its weight'. If these challenges are addressed, it has the potential to become a significant world leader in the career guidance field.

These conclusions, along with a number of more specific suggestions, are based on examination of a large number of documents and on a six-day study visit carried out by the author in June 2007. The visit included meetings with the Minister of Education, with public officials in a number of ministries, with representatives of key stakeholder bodies, with the Chair of the Career Services Board, with members of Career Services staff both in the national office and at regional level, and with other career guidance professionals.



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# 1: Setting the Direction

## Structure

1.1 Career Services in New Zealand is the most fully-integrated version of a national multi-channel all-age service in the world that is dedicated to career planning support. The OECD Career Guidance Policy Review suggested that ‘the priority for policy makers in most OECD countries should be to create separate, and appropriate, occupational and organisational structures to deliver career guidance’.<sup>1</sup> In organisational terms, Career Services represents a prime exemplar of the recommended approach.

1.2 Structurally, Career Services is a Crown entity established in 1990 (under the provisions of the Education Act 1989 and the subsequent Education Amendment Act 1993) to ‘assist in the achievement of government education, training and employment goals through the provision of high quality information, advice and guidance services’. Its relationship with government and the wider state sector has more recently been strengthened and formalised through the Crown Entities Act 2005.

1.3 Career Services is one of six government education agencies, which the Government expects to work closely together. Alongside its core relationship with the Ministry of Education, it has particularly close relationships with the New Zealand Qualifications Authority (NZQA) and the Tertiary Education Commission (TEC). The Chief Executives of these organisations meet regularly, and there are also a variety of contacts at more operational levels.

1.4 Career Services is governed by a Board which is appointed by, and reports to, the Minister of Education. Its main funding is in the form of an ‘annual purchase agreement’ with the Minister of Education. This currently includes a programme for migrants and refugees which is funded by the Department of Labour but funnelled through the Ministry of Education and integrated into the agreement. The overall level of funding provided by the Ministry has grown in recent years, from NZ\$11.597m in 2004/05 to NZ\$12.404m in 2005/06 and \$15.216m in 2006/07 (all figures are GST exclusive). It now regularly includes significant elements devoted to time-limited projects (see paras.4.15-4.17 and 4.25-4.29).

1.5 The core funding from the Minister of Education comprised in 2005/06 just over four-fifths of Career Services’ total revenue. The remainder came from contractual and fee-earning work for other sources, including the Ministry of Social Development (Work and Income) (13%), insurers (including the Accident Compensation Corporation) (4%), and schools, business organisations and individuals (2%). The goal in recent years has

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<sup>1</sup> Organisation for Economic Co-operation and Development (2004). *Career Guidance and Public Policy: Bridging the Gap*, p.102. Paris: OECD.

been to constrain such ‘commercial’ income.<sup>2</sup> This contrasts with the 1990s, when there was considerable government pressure on the organisation to increase it. The under 20% of total revenue now represented by commercial revenue compares with 42% in 1997/98, and seems likely to reduce further over the next year or so.<sup>3</sup> The reduced pressure to deliver commercial income has made it easier for Career Services to build effective working relationships with community groups, based on trust rather than being undermined by suspicions that it is trying to build its business.

## Origins

1.6 The origins of state involvement in career guidance in New Zealand go back to the 1930s, when a number of centres were set up, jointly administered by the Education and Labour Departments. In 1943 the government decided that vocational guidance was primarily an educational function, and the Education Department established what in due course became the Vocational Guidance Service, with a number of centres across the country. From the late 1960s, these centres began to see adults as well as young people.

1.7 In the 1970s, with the rise in unemployment, the service was transferred to the Labour Department, where it was merged into an Employment and Vocational Guidance Service. In 1988, this was split into three parts, one of which was the Career Education Service (CES). In 1990, the CES along with the Transition Officers of the Department of Education was restructured into the Career Development and Transition Education Service (CDTES), also known as Quest Rapuara. This represented, effectively, the birth of the current service.<sup>4</sup> It has subsequently undergone further name changes, to The Careers Service Rapuara, then to Career Services Rapuara, and finally to its current title of Career Services, with ‘rapuara’ and its translation represented alongside in its own right.<sup>5</sup>

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<sup>2</sup> An internal review in 2005 recommended an exit strategy to withdraw altogether from commercial contracting and the sale of resources, subject to an acceptable risk strategy. See Career Services (2005). *Future Proofing Career Services*, p.5. Wellington: Career Services. In the event, the Board decided not to do this, partly because the income involved was not insubstantial, partly because it gave the organisation an opportunity to build expertise in areas (e.g. career development in the workplace) that its core contract did not cover, and partly because it helped to keep the organisation sharp and responsive and to build its wider reputation.

<sup>3</sup> For 2006/07, the proportion is down to 11.5%; for 2007/08, it is likely to be smaller still. In particular, the contract work with the Ministry of Social Development is diminishing, because of changes of policy within the Ministry. Career Services is also withdrawing from the Accident Compensation Corporation work. Both categories have never fitted entirely comfortably with the mainstream Career Services work. The MSD work, for example, has been measured by short-term employment outcomes rather than longer-term career outcomes, and has been based on a different client relationship because of the benefit sanctions for client non-attendance, and has sometimes involved bursts of activity that have risked impeding the mainstream work.

<sup>4</sup> For a valuable if undocumented review of these origins, and of the general history of Career Services, written by a former long-standing member of Career Services staff, see Patchett, M. (2004). *Forty Years of Career Guidance in New Zealand*. Unpublished typescript.

<sup>5</sup> ‘Rapuara’ is a Māori word meaning ‘seek the path’. In the recent rebranding (see para.2.21), it is retained, but moved alongside its English translation to the lower part of the logo. This enables both names to stand in their own right, with Career Services being used most commonly and ‘rapuara’ being used where appropriate with particular audiences.

1.8 When it was established in 1990, CDTES was a fully funded public service, with an income of \$13m. Within six months, however, as a result of a change of government at the end of that year, its government income had been reduced to \$5m and it was being restructured as a revenue-earning business. A further review in 1995 recommended that the organisation should be split into two separate businesses, one for career information and the other for career guidance, with a view to the full privatisation of the latter. The underlying rationale was that career information had ‘a high public good component’ and was likely to be subject to market failure, with the implication that career guidance was more of a private good and could be provided to a substantial extent through the market.<sup>6</sup>

1.9 As part of the preparation for commercialisation, the number of regional service outlets was reduced from 22 career centres to 11 branch offices and 5 sub-offices, and a number of career consultants were made redundant. One of the by-products of this process was a significant reduction in the number of Māori staff, leading to a diminution in the organisation’s capacity to deliver effective services to Māori clients.

1.10 Difficulties were experienced in developing a market for career guidance.<sup>7</sup> With the election of a new government in 1999, the notion of privatising the career guidance part of the work was effectively abandoned. An internal review in 2004 reported a 70% increase in direct government funding over the preceding five years, and an increase from 103 staff in 1998 to 165 in 2004.<sup>8</sup> As noted in para.1.4 above, this growth has subsequently continued.

1.11 One way of summarising this history is that, after extended experiments with an employment base and with privatisation, career guidance in New Zealand has now reverted to its roots as part of, but also a separate entity within, the public education system. It currently has a strong sense of confidence in its services and products, and of being valued by the government.

1.12 There clearly are significant advantages in being effectively ‘owned’ by one ministry. In countries where ownership is divided between different ministries, the level of ownership often tends to be weak. On the other hand, it is arguable that the operational responsibilities of the Ministry of Education tend to drive Career Services to give greater prominence to the needs of young people than to those of adults. If the needs of adults are to be given more attention, as arguably they should (see Section 2), then stronger policy and possibly funding links might be needed with, in particular, the Department of Labour

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<sup>6</sup> Career Services Rapuara (1995). *Report of the Career Information and Guidance Review Panel*. Wellington: Career Services Rapuara. See also Hesketh, B. & Kennedy, L. (1991). Changes and responsibilities: policy challenges confronting careers guidance in New Zealand. *British Journal of Guidance and Counselling*, 19(3), 246-257.

<sup>7</sup> On the nature of these difficulties, see Organisation for Economic Co-operation and Development (2004). *Career Guidance and Public Policy: Bridging the Gap*, pp.119-120. Paris: OECD. Also Watts, A.G., Hughes, D. & Wood, M. (2005). *A Market in Career? Evidence and Issues*. CeGS Occasional Paper. Derby: Centre for Guidance Studies, University of Derby.

<sup>8</sup> Career Services (2005). *Future Proofing Career Services*, p.11. Wellington: Career Services.

– with which Careers Services’ current links are less formal. In the long run, this might need to be reflected in the organisation’s purchasing arrangements with the government.

### **Aims and values**

1.13 The aim of Career Services is defined as ‘assisting in the achievement of government education, training and employment goals through the provision of high quality career information, advice and guidance services’.<sup>9</sup> In its *Strategic Plan 2007-2012*, its mission is stated as being to ‘maximise New Zealand’s potential through quality work in life decisions’, and its outcomes as including that: ‘All people living in New Zealand make well informed work in life decisions throughout their lives.’

1.14 The underlying approach focuses on the development of career management skills: ‘Our services and resources are designed to meet the needs of all New Zealanders and aim to help people and groups develop career management skills that can be applied throughout their working lives’.

1.15 Underpinning these aims is a set of important values. These include the Māori concept of *whakamana tangata* – ‘embracing all with mutual respect and teamwork that enables people and communities to maximise their potential and be the best that they can be’.

1.16 The values also include the concept of ‘work in life’. This is writ large in all recent Career Services policy documents. It is viewed as an important part of national identity:

‘In taking a holistic work-in-life approach to our services we also take into account the distinct attitudes towards work and life that New Zealanders have developed as a result of living in relative isolation from the rest of the world... While wishing to work in fulfilling and satisfying jobs, and taking pride in those jobs, New Zealanders also want to have time to enjoy their physical environment and the recreational opportunities that this country affords and that are a mark of the New Zealand character.’

The concept also links closely to the Māori world-view, which tends to view work within a holistic context.

1.17 Career Services claims a distinctive position in relation to these issues:

‘... rather than simply promoting the idea of a work-life balance by enhancing workplace cultures and practices, “work in life” is about providing practical advice and information on how people can make choices about work with an understanding about how the work will fit in their life now and in the future. The services we provide are about taking a wider view of people’s lives in their

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<sup>9</sup> Career Services (2006). *Statement of Intent 2006-2009*, p.3. Wellington: Career Services.

entirety and helping them to find employment that will enable them, for example, to keep studying without pressure, maintain friendships, spend quality time with partners and family, play sport, pursue hobbies and be an active member of the community'.<sup>10</sup>

1.18 Career Services aspires to play a national leadership role in relation to these issues. Thus the *Strategic Plan 2007-2012* states:

‘We will raise awareness of work in life issues, both internally and externally. We will do this by leading the debate and shaping the context in which work in life decisions are acknowledged as providing an essential contribution to New Zealand’s economic, environmental and social wellbeing’.

1.19 To support this, it is seeking to ensure that its own internal practices model these values, not least by encouraging and supporting its own staff in living balanced lives. This is helping to enhance what was already a positive workplace culture within the organisation. As a symbol of its commitment in this respect, the Chief Executive, Lester Oakes, won the Equal Employment Opportunities Trust ‘Walk the Talk’ Award in 2006.

1.20 The implications of the ‘work in life’ orientation are not yet fully evident across Career Services’ work. There remains scope, for example, to extend the attention paid in its information resources to the impact of work roles on life-styles, and to the values issues which underpin the concept.

1.21 The ‘work in life’ focus is viewed as being highly congruent with the three themes defined by the Government as constituting its priorities for the next decade: economic transformation; families young and old; and national identity.<sup>11</sup> It relates specifically to the policy recognition that the number of hours worked in New Zealand is high by OECD standards but that its productivity is relatively low. It provides a strong conceptual base for the further development of the organisation.

## **Policy context**

1.22 The policy context for the work of Careers Services is set out in a Letter of Expectations from the Minister of Education, which sets out the policy themes to which the organisation is expected to attend in its planning. This is then reflected in a Statement of Intent, and in an annual Output Agreement, the latter specifying the outputs that the Minister is purchasing from Career Services, plus the purchase conditions and the amounts to be paid.

1.23 As well as *implementing* public policy, Career Services explicitly seeks to *influence* policy. The *Statement of Intent 2006-2009* includes ‘influencing policy and practice’ among its measures of success, and mentions among its ‘education and

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<sup>10</sup> *Ibid.*, pp.14-15.

<sup>11</sup> *Ibid.*, pp.12-15.

awareness’ activities raising ‘the profile of career information, advice and guidance (CIAG) amongst key stakeholders (including government)’. Quantitative performance measures are set for ‘number of instances of policy advice to the Minister and Ministry’ and for ‘contributions to the development of wider government policy and practice nationally’.<sup>12</sup>

1.24 The fact that Career Services is nested in an influential group of crown entities (see paras.1.2-1.3 above) gives it a potential for involvement in policy-making which is unusual for career guidance services internationally. It also means that there are opportunities for its perspective to influence structural reforms. For example, the Kingsbury Report for the Tertiary Education Commission on ‘pathways and staircasing’ includes an extensive section on the work of Career Services and on assisting learner decision-making.<sup>13</sup> There is however potential for this influencing role to be extended: the recognition given to the role of individual learners as a stakeholder group in relation to the work of the Tertiary Education Commission is not as strong as it could be, and the current tertiary education reforms are likely to sharpen the Commission’s focus in this area (see paras.4.21-4.22).

1.25 The involvement in policy-making is particularly evident in relation to the Ministry of Education. Relationships with the Ministry of Māori Development (Te Puni Kōkiri) and the Ministry of Pacific Island Affairs – which operate largely on a transversal basis across other ministries – are also strong. Policy links to the Department of Labour are growing but are less extensive and less formal (as noted in para.1.12 above). In relation to the Ministry of Social Development, Career Services is still viewed largely as one among a number of market competitors for contracts.

1.26 There is some ambiguity about what precisely Career Services is representing in policy discussions. Certainly it is usually seen as representing its own work as a service deliverer, including its capacity to address the policy issues under discussion. In addition, though, in the absence of any other organisation representing the career guidance sector as a whole, it could on occasion be taken as representing the voice of this sector: we will return to this issue in Section 4 (especially paras.4.55-4.56). Finally, it could at times be viewed as representing the needs of the clients with whom it engages in its work – including, for example, its awareness of the structural barriers that are impeding the career development of particular client-groups.

1.27 This latter in effect represents a ‘feedback’ role. The potential for career guidance services to play such a role has been mainly recognised in some other OECD countries in the field of adult education.<sup>14</sup> Because of Career Services’ distinctive position as a crown entity, there is potential for the role to be extended further in New Zealand. It could be given stronger legitimacy as a source of market intelligence, based on the organisation’s

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<sup>12</sup> *Ibid.*, pp.6, 11, 34.

<sup>13</sup> Tertiary Education Commission (2006). *Report of the Tertiary Education Commission Strategic Review of Pathways and Staircasing*. Wellington: TEC.

<sup>14</sup> Organisation for Economic Co-operation and Development (2004). *Career Guidance and Public Policy: Bridging the Gap*, p.136. Paris: OECD.

knowledge from its day-to-day work – both its operational work and its evaluation work – of what is happening to people in their careers. This already operates to some extent in relation to labour market information (LMI), where Career Services is a provider of some local LMI (as well as a communicator to individuals of LMI collected by others). The role could however be extended to policy development in broader terms.

1.28 There are some potential tensions in service delivery between, on the one hand, the role of the government as the main customer, and on the other, Career Services' aspiration to be client-driven. In general, the heavy financial dependence on a single Government contract means that the Government largely determines *who* can be served, and the *extent* of the service that can be provided to them; but the *content* of the service provided is left to Career Services to determine. The underpinning rationale for the latter principle is the notion that 'when personal goals are realised, career development services can have an impact on broader social and economic goals'. In other words, it is only by viewing the individual as the primary client at the point of contact that the Government can achieve its goals. This is helpfully modelled by Career Services in an 'outcomes hierarchy', which indicates the relationship between the outputs, intermediate outcomes and long-term outcomes from its work (this will be discussed further in paras.3.12-3.17 below).<sup>15</sup>

1.29 In general, it seems that the voice of Career Services is respected in policy circles. The organisation, where it is known and recognised, is widely regarded as being agile, competent, well-managed, collaborative, pragmatic and responsive. The fact that, unlike other education agencies such as NZQA and TEC, it is a service rather than a regulatory organisation, is helpful in these respects. Potentially, its presence at policy tables means that the perspective of individual learners and workers can be more strongly represented than might otherwise be the case.

### **International context**

1.30 Maintaining an international perspective on its work is clearly important for Career Services. The Letter of Expectations for 2007/08 from the Minister of Education states:

'Thinking and acting internationally is a legitimate part of the work of Career Services. I expect that Career Services will continue to support dialogue and encourage an exchange of ideas among policy makers and service providers to identify instances of effective practice internationally.'

In particular, Career Services has played an important role in co-ordinating New Zealand's strong representation in the series of International Symposia on Career Development held in recent years in Canada and Australia, and in establishing the International Centre for Career Development and Public Policy.

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<sup>15</sup> *Ibid.*, pp.8, 17.

1.31 This global concern is linked to New Zealand's awareness of its relative isolation from the rest of the world. In addition, however, Career Services is explicitly seeking to position itself as a national and global leader in the career development field, in at least three respects:

- Improved 'work in life decision-making' (see paras.1.16-1.21 above).
- Impact measurement, and in particular 'the contribution of careers services to improve social and economic outcomes'.
- The provision of career guidance services and resources to indigenous peoples.<sup>16</sup>

The latter two claims will be examined in more detail in paras.3.12-3.17 and 2.43-2.53 respectively.

1.32 New Zealand did not take part in the OECD Career Guidance Policy Review. This review covered 14 countries.<sup>17</sup> It has subsequently been extended, through a series of reviews using the same methodology conducted by the World Bank, the European Commission and the European Training Foundation, to cover a further 40 countries, making 54 in all.<sup>18</sup>

1.33 Although New Zealand has not taken part in these reviews, an unpublished internal 'stocktake' using the criteria from the OECD review was conducted jointly in 2004 by Career Services, the Ministry of Education and the Department of Labour.<sup>19</sup> It concluded that New Zealand was in a strong position globally in terms of the delivery of career information, advice and guidance. The report also, however, noted some weaknesses in schools and tertiary education provision, limited information on the quality and impact of career information, advice and guidance provision, and low access and awareness of services.

1.34 The present review also uses the benchmarks provided by the OECD review. It focuses more specifically on the work of Careers Services (though it includes attention to the relationship of Careers Services to other career guidance providers). In this respect it parallels an internal 'future proofing' report conducted by Career Services in 2004/05, based on extensive staff surveys and submissions from staff. It accordingly aims to build both on this 'future proofing' report' and on the 'stocktake' report: close use has been made of both documents.

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<sup>16</sup> *Ibid.*, pp.4, 5-6. Also Career Services (2005). *Future Proofing Career Services*, p.2. Wellington: Career Services.

<sup>17</sup> Organisation for Economic Co-operation and Development (2004). *Career Guidance and Public Policy: Bridging the Gap*. Paris: OECD.

<sup>18</sup> Watts, A.G. & Fretwell, D. (2004). *Public Policies for Career Development*. Washington, DC: World Bank. Sultana, R.G. (2004). *Guidance Policies in the Knowledge Society*. Thessaloniki: CEDEFOP. Sultana, R.G. & Watts, A.G. (in press). *Career Guidance in the MEDA Region*. Turin: European Training Foundation. Sweet, R. (in press). *Career Guidance in the West Balkans Region*. Turin: European Training Foundation.

<sup>19</sup> Career Services (2004). *Career Guidance Review*. Wellington: Career Services.

1.35 The review is based on examination of a large number of documents and on a six-day study visit carried out in June 2007. The visit included meetings with the Minister of Education, with public officials in a number of ministries, with representatives of key stakeholder bodies, with the Chair of the Career Services Board, with members of Career Services staff both in the national office and at regional level, and with other career guidance professionals.

1.36 The present report in many respects parallels a review of Careers Scotland conducted by the same author in late 2004.<sup>20</sup> This review noted that the OECD review had commented on the organisational and resource-use advantages of all-age career guidance services, and pointed out that Scotland, Wales and New Zealand could be regarded as the prime examples of such structures world-wide.<sup>21</sup> It indicated that Career Services in New Zealand was the smallest of the three, with a full-time-equivalent staff at that time of 160, compared with 1,270 in Careers Scotland (Careers Wales was somewhere between the two).<sup>22</sup>

1.37 On the other hand, Career Services is the most fully-integrated version of a national multi-channel all-age service. By contrast, Careers Scotland comprises two separate organisations operating under a single brand, and excludes the major guidance helpline which is run by a different organisation (Learndirect); while Careers Wales comprises six separate organisations operating under a single brand.

## **Conclusion**

1.38 The structure of Career Services has enabled it to establish strong links with public policy, particularly within education and training. Following a difficult period in the 1990s when it was under pressure to privatise some of its work and its future was in some question, it has now established itself as a strong and well-respected organisation, with a clear value base linked to 'work in life'. In international terms, it is the most fully-integrated version of a national multi-channel all-age service.

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<sup>20</sup> Watts, A.G. (2005). *Progress and Potential*. Glasgow: Careers Scotland.

<sup>21</sup> Other examples of all-age services mentioned in the OECD report were the Federal Employment Service in Germany and ADEM-OP in Luxembourg. Both, however, are public employment services, in which career guidance plays a relatively minor role.

<sup>22</sup> The population of New Zealand in 2007 is estimated at 4.1m, as opposed to 5.1m for Scotland and 3.0m for Wales.

## 2: Shaping the Service

### Access

2.1 Several of the features of ‘lifelong guidance systems’ identified in the OECD review<sup>23</sup> are concerned with access to services:

- Transparency and ease of access over the lifespan, including a capacity to meet the needs of a diverse range of clients.
- Particular attention to key transition points over the lifespan.
- Flexibility and innovation in service delivery to reflect the differing needs and circumstances of diverse client groups.
- Access to individual guidance by appropriately qualified practitioners for those who need such help, at times when they need it.
- Assured access to service delivery that is independent of the interests of particular institutions or enterprises.
- Access to comprehensive and integrated educational, occupational and labour market information.

Access issues are also addressed by two of the challenges to policy-makers identified in the OECD review<sup>24</sup>:

- Ensuring that resource allocation decisions give the first priority to systems that develop career self-management skills and career information, and that delivery systems match levels of personal help, from brief to extensive, to personal needs and circumstances, rather than assuming that everybody needs intensive personal career guidance.
- Ensuring greater diversity in the types of services that are available and in the ways that they are delivered, including ... wider use of self-help techniques, and a more integrated approach to the use of ICT.

2.2 Regarding the fifth of the features listed above, the all-age stand-alone structure of Career Services assures that all New Zealanders in principle have access to independent and impartial career guidance services. This is one of the distinctive strengths of such a structure, in contrast to many other countries where most career guidance provision is embedded within educational and other organisations, and subject to pressures from the institutional interests of those organisations.

2.3 On most of the other criteria, the models of service delivery being developed by Career Services are comparable to the best practice identified in the OECD review. There are however issues relating to some of them, particularly its level of penetration, which is

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<sup>23</sup> Organisation for Economic Co-operation and Development (2004). *Career Guidance and Public Policy: Bridging the Gap*, p.138. Paris: OECD.

<sup>24</sup> *Ibid.*, p.148.

more restricted than in the case of comparable organisations elsewhere (see paras.2.27-2.31). Six features of access will be discussed in this section: coherence; differentiation; channelling; penetration; targeting; and marketing.

## Coherence

2.4 The need for a coherent conceptual basis for its work has been recognised by Career Services. The internal review conducted in 2005 identified the need for ‘a client-needs analysis process for both new and existing (targeted and self-managing) clients ... (to be) incorporated as part of our service and resource provision’. It noted that when considered alongside a Client Interaction Model indicating who should be served, and whether they should be served on a ‘self-help’, ‘assistance’ or ‘in-depth’ basis, this would make it possible to determine ‘what career planning requirements are needed and as a result, what services and resources may be required for clients’.<sup>25</sup>

2.5 A Career Decision Needs Pathway was developed as part of a market-research project linked to the refreshment of Career Services’ brand. This outlined a continuum along which clients could potentially enter at different points, based on their needs from the service.<sup>26</sup> No wider use seems however to have been made of this tool.

2.6 Currently, work is under way on a Career Decision-Making Model/Framework based on the ‘work in life’ concept (see paras.1.16-1.21). This focuses around the core concepts of learning, community, leisure and recreation, family (whanau) and paid work, moving through self awareness and opportunities into work in life decision-making, which in turn leads to ‘the life I lead and the work I do’. The elaboration of this model could provide a coherent conceptual basis for the future work of Careers Services, particularly if it is elaborated into a means of assessing clients’ needs and the services required to meet those needs.

## Differentiation

2.7 As in many other OECD countries<sup>27</sup>, use has been made by Career Services of a model for differentiating different levels of service delivery. The nature of this model has however altered over time.

2.8 The ‘stocktake’ conducted in 2004 distinguished between three levels of delivery:

- First-level access to *information* via the internet on (what was then) KiwiCareers.
- Second-level access to *advice* via the phone (CareerPoint).

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<sup>25</sup> Career Services (2005). *Future Proofing Career Services*, pp.19-20. Wellington: Career Services.

<sup>26</sup> ACNielsen (2006). *One Identity Project – Brand Refreshment Subproject*, pp.15-16. Wellington: ACNielsen.

<sup>27</sup> Organisation for Economic Co-operation and Development (2004). *Career Guidance and Public Policy: Bridging the Gap*, pp.79-81. Paris: OECD.

- Third-level access to *guidance* via professional Career Consultants.<sup>28</sup>

By contrast, the subsequent internal ‘future proofing’ report distinguished more generally between:

- Self-help, defined as being resource-based, through web-based services and other media.
- Assistance.
- In-depth.

The latter two were defined as being based on interaction with people, whether face-to-face, voice-to-voice, or through email and chat.<sup>29</sup>

2.9 The current formulation, adopted in the *Statement of Intent 2006-2009*, is:

- Self-help – especially through web-based tools on the Career Services website.
- Personal assistance – via phone, on-line through chat or email, or through customised career planning assistance either in a group setting or one-on-one.
- Education and awareness activities – among key stakeholders and influencers, as well as developing the knowledge and skills for career education and planning in schools.<sup>30</sup>

This adds a new category of ‘education and awareness activities’, which represents a different *type* of service rather than a different *level* of service. The new model also conflates the previous distinctions between ‘advice’ and ‘guidance’, and between ‘assistance’ and ‘in-depth’ services, into a single level of ‘personal assistance’.

2.10 The earlier distinctions are however still evident in the distinction drawn in the same document between ‘personal assistance (information and advice)’ and ‘customised one-on-one career planning assistance’ provided ‘to those who are identified as being most at risk of not making a successful transition’ (see also para.2.40 below): the target for the former is 60,000-70,000; for the latter, 5,900-6,300.<sup>31</sup> The distinctions are also evident in the advice-line contact centre, which is staffed by ‘careers advisers’ whose role is limited to ‘information and advice’; for ‘guidance’, the calls have to be handed over to career consultants (see para.2.23). While these distinctions remain, there is a case for revisiting the current differentiation model to see whether they should be reinstated within it.

2.11 In principle, long one-to-one face-to-face interviews are only available free of charge to those in particular target-groups. Those outside these groups who want such interviews have to pay for them. The level of payment is left to the discretion of regional offices, but tends to be set at subsidised rather than full-cost rates, based on what it is

<sup>28</sup> Career Services (2004). *Career Guidance Review*, p.9. Wellington: Career Services.

<sup>29</sup> Career Services (2005). *Future Proofing Career Services*, p.25. Wellington: Career Services.

<sup>30</sup> Career Services (2006). *Statement of Intent 2006-2009*, p.11. Wellington: Career Services.

<sup>31</sup> *Ibid.*, pp.29, 31.

thought the market will bear. In practice, the flexibility of the eligibility categories (see paras.2.36-2.37) permits staff to reduce the number of charged clients to small handfuls. The total figure in 2004/05 was only 117; in 2005/06, 134. The charging seems to be devised mainly as a way of rationing access to this particular staff-intensive service, the existence of which is not in any case widely publicised.

## **Channelling**

2.12 The differentiation models outlined above incorporate a distinction between three channels:

- Face-to-face: in regional centres or other locations.
- Voice-to-voice: by telephone.
- Web-based services, some of which may include direct interaction with a person (e-mail, chat), and some of which may not.

Each will be reviewed in turn.

2.13 In addition to the national office located in Wellington, there are currently 17 **centres of operation** across the country: 11 regional offices and 6 sub-offices. As noted in para.1.9, the number was reduced to its present level in the mid-1990s from a previous figure of 22 branch offices. The regional offices have public reception areas where individuals and groups can access print- and computer-based information on a self-service basis. Staff are available to assist where necessary. There are also rooms for one-to-one interviews. The regional offices vary considerably in their level of accessibility. Much of the work of staff, however, takes place outside the centres, in schools and community locations. Regional offices have a minimum of 5 staff members; the largest have around 20.

2.14 The 2005 ‘future proofing’ report noted that the boundaries of CareerCentres (as they were then known) had remained consistent since 1996 and in many cases well before that. It argued that Career Services had no systematic organisational rationale, policy or set of indicators to determine:

- Whether a CareerCentre boundary should alter.
- What the overall number of CareerCentres should be.
- What the mix of centres and satellites should be.
- When to open or close a CareerCentre or satellite.

It proposed that a formula was needed for determining CareerCentre size and boundaries, and suggested some possibilities in this respect.<sup>32</sup>

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<sup>32</sup> Career Services (2005). *Future Proofing Career Services*, pp.28, 63. Wellington: Career Services.

2.15 There would seem to be a good case for revisiting this issue. In particular, there could be scope for increasing the number of satellite locations where Career Services has a branded presence (see paras.2.25 and 4.37).

2.16 The **advice-line** service, hitherto known as CareerPoint, was introduced in 2000. It operates on a freephone basis, and its availability is extended into evenings and weekends (8am-8pm on weekdays; 10am-2pm on Saturdays). An important part of the rationale for its establishment was that it would be of particular value to people living in small towns or rural areas, or people with disabilities that impede their mobility. It is also, however, used by a wide range of other people.

2.17 The **web-based** services are long-standing. Work started in the early 1990s on developing a computer-based information system (Quest Database) and a computer-aided guidance system (CareerQuest). The development of a web-based version of the Quest Database was given a significant boost by the 1995 review, and this led to the development of the KiwiCareers website. In 2004 a new on-line career guidance programme, Pathfinder, was launched on the website as an alternative to CareerQuest; the latter remains as a stand-alone option. In 2005/06 the website was significantly redesigned, to include a number of new features (e.g. a subject search engine to link school subjects to careers, and a skill classification system to relate skills to careers). It is comparable to the Australian MyFuture system, which was cited in the OECD review as a leading example of a web-based career exploration and information system.<sup>33</sup>

2.18 The aim now is for the website to connect more strongly to personal support services, through email, chat, freephone or call-back – a range of options from which individuals can draw. This is particularly being developed through the Better Tertiary and Trade Training Decision Making (BTATDM) project (see para.4.26), which is exploring the use of phone-texting and outbound callbacks for communicating with key audiences, and web chat as the only service-delivery channel that attracts more young males than females.

2.19 The multi-channel distance service is provided by a seven-seat advice-line team. It won third place (out of 95 companies and organisations in both the public and private sectors) for Web/Email Customer Service in New Zealand at the 2006 CRM Contact Centre Awards, based on a variety of quality ratings by ‘mystery shoppers’.

2.20 A review in 2001 of Career Services delivery to Māori communities commented on the lack of **co-ordination** between the different delivery channels, noting that ‘the delivery arms have not always co-ordinated their activities and at times have felt themselves to be in competition with each other’.<sup>34</sup> The ‘future proofing’ report, too, noted that ‘there are signs of different cultures within each arm and some competitiveness or parochialism’. Each access channel had its own distinct brand profile and image, and

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<sup>33</sup> Organisation for Economic Co-operation and Development (2004). *Career Guidance and Public Policy: Bridging the Gap*, p.90. Paris: OECD.

<sup>34</sup> Ministry of Māori Development (2001). *Review of Career Services Rapuara Service Delivery to Māori*, p.17. Wellington: Ministry of Māori Development.

were often promoted separately rather than under a common Career Services brand.<sup>35</sup> Indeed, at that time there were two websites and two freephone numbers (in both cases, these have now been merged).

2.21 A strong recommendation of the ‘future proofing’ report was that Career Services should be built internally – and promoted and profiled externally – ‘as one organisation with common goals and strong team power that ensures seamless services and resources for clients’.<sup>36</sup> This is now being given priority. Since July 2006, the access points formerly known as KiwiCareers, CareerPoint and CareerCentres have no longer been known by their sub-brand names, but instead reflect the single identity of Career Services.<sup>37</sup>

2.22 In addition, a new client relationship management system is being developed to support integrated service delivery, so that any client who interacts with Career Services, through whichever channel(s), can be recorded within a single system. The aim is to obtain as complete as possible a record of each client’s profile and interaction with the service, both to inform future interactions with the client and for analytical purposes. A record will be established for every user interacting actively with the service staff (face-to-face, via the advice line, or by email or chat); it will probably not be feasible to include clients who only use the website, except possibly in the case of the Pathfinder element (where registration is required).

2.23 A further ‘future proofing’ recommendation was that there should be ‘effective transfer practices and procedures’.<sup>38</sup> Callers who wish to receive career guidance are currently asked to remain on hold while their call is transferred to a regional centre, to arrange a face-to-face interview. In addition, as part of the BTATTDM project, the possibility of transferring the call direct to a trained careers consultant for guidance over the telephone is being trialled.<sup>39</sup> The number of references on the website to alternative channels has been increased. There remains some further scope for enhancing inter-channelling: for example, interview rooms in the regional centres could be equipped with PCs so that clients could be actively introduced to relevant parts of the website during sessions. In general, however, the fact that the service covers such a range of channels, and the steps being taken to view them all as part of a single service, mean that Career Services has the opportunity to develop a service structure in which the channels are viewed not as alternatives but as alternate portals into an integrated range of services.<sup>40</sup>

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<sup>35</sup> Career Services (2005). *Future Proofing Career Services*, pp.49, 55. Wellington: Career Services.

<sup>36</sup> *Ibid.*, p.2.

<sup>37</sup> Similarly, the removal of commercial targets for regional offices has facilitated the development of a more collegial relationship between these offices, making it possible to deploy the strengths of particular offices across regional boundaries.

<sup>38</sup> *Ibid.*, p.27.

<sup>39</sup> The feasibility of providing high-quality career guidance over the telephone has been definitively proved through the careful evaluation of a large extended trial in the UK. See Page, R., Newton, B., Hawthorn, R., Hunt, W. & Hillage, J. (2007). *An Evaluation of the Ufi/LearnDirect Telephone Guidance Trial*. Research Report 833. London: Department for Education and Skills.

<sup>40</sup> As recommended in a paper prepared for the OECD review. Watts, A.G. (2002). The role of information and communication technologies in integrated career information and guidance systems: a policy perspective. *International Journal for Educational and Vocational Guidance*, 2(3), 139-155.

2.24 Some data on current cross-use of services is provided in service evaluations. Such data for 2006 indicated that 24% of advice-line users and 43% of regional-centre users had also used the website, and 13% of regional-centre users had also used the advice line; on the other hand, of the website users, only 8% had also used the advice line, and only 12% had used regional centres.<sup>41</sup>

2.25 Two further issues need to be raised in relation to channelling. The first is the role of **printed resources**. These are now limited to a small number of resources, notably to the 624-page *Jobs Galore*. Until 1998, the service also published a comprehensive careers information library based on printed leaflets. These were widely available not only in schools but also in public libraries and citizens' advice bureaux. With the development of the website, they were discontinued. There remain, however, issues about access to the web, and the 'digital divide' between those who have such access and those who do not. In addition, it is clear that many people like to take away leaflets when they visit the regional centres, and it is notable that at present the main such leaflets on display in the centres are promotional leaflets produced by tertiary education institutions. A stronger range of printed publications would also strengthen the possibilities for a branded presence in a wider variety of locations.

2.26 The second is the extent and ease of access to **face-to-face** rather than distance services. Certainly service delivery in most service sectors is increasingly being delivered through telephone or web-based media. Many people now prefer to use such media, which also offer potential productivity advantages in the delivery of services, including more effective use of staff time.<sup>42</sup> On the other hand, it is notable that 'talking face-to-face' is the most commonly preferred means of receiving career information and assistance among Career Service clients, regardless of which service they have accessed.<sup>43</sup> It seems likely that there are generational differences in this respect. An important issue, however, is the attention to be paid to such client preferences in determining the balance of service delivery. This has implications both for Career Services' own operations, and also for its relationship with other career guidance providers, which will in many cases be better placed to provide face-to-face support (see Section 4).

## **Penetration**

2.27 The most important issue regarding the present range of service provision is, though, the level of penetration. In principle, the career information and advice services offered by Career Services, through its various service channels, are available to 'all New

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<sup>41</sup> ACNielsen (2006). *2006: Overview of Service Evaluations*, p.75. Wellington: ACNielsen.

<sup>42</sup> Watts, A.G. & Dent, G. (2006). The 'P' word: productivity in the delivery of career guidance services. *British Journal of Guidance and Counselling*, 34(2), 177-189. Though the evidence on this point is not unequivocal. See Page, R., Newton, B., Hawthorn, R., Hunt, W. & Hillage, J. (2007). *An Evaluation of the Ufi/Learndirect Telephone Guidance Trial*, Section 6. Research Report 833. London: Department for Education and Skills.

<sup>43</sup> ACNielsen (2006). *2006: Overview of Service Evaluations*, pp.25-26. Wellington: ACNielsen.

Zealand individuals, organisations and employers'<sup>44</sup> (see also paras.1.13-1.14). In practice, however, the levels of take-up of services are low in relation to the likely potential level of demand for such services.

2.28 The total number of people accessing and using the services and resources of Career Services has increased from 480,000 in 2000/01 to nearly 640,000 in 2005/06. It seems likely that a number of these will have been repeat users: the new client relationship management system (see para.2.22 above) will make it possible in future to indicate the number of unique users. The breakdown across channels in 2005/06 was:



2.29 The advice-line figure is very low in relation to comparable UK figures. The figure for the UK Learndirect helpline for the same year was 858,247: this figure covered England, Wales and Northern Ireland but excluded Scotland; it therefore reflected approximately one call per 65 citizens.<sup>45</sup> The New Zealand figure, by comparison, was one call per 154 citizens. Moreover, the New Zealand advice-line figure includes not just telephone calls but also emails and information and advice requests from 'expos'<sup>46</sup>: it is estimated that perhaps 85% were calls. In addition, nearly a third of the calls were from young people aged under 20, whereas Learndirect is directed specifically at adults (in England, there is a separate Connexions helpline for young people). If allowance is made for these factors, the level of penetration in the UK would seem to be over four times higher than in New Zealand.

2.30 The comparable figures for the website are, at first sight, less stark. The Learndirect figure for 2005/06 was 8,865,332: one web session per 6 citizens. The New Zealand figure represented one session per 7 citizens. The New Zealand figure, however, covers anyone entering the website. The Learndirect figure, on the other hand, reflects a much more demanding definition of a web session: a user doing at least one course search or engaging in at least two items within the different parts of the site. Moreover, the Learndirect website is again directed at adults, and covers a more limited range of functions than the Career Services website.

2.31 It is clear, then, that the Career Services penetration figures are substantially lower than those for comparable services in the UK. This reflects the much more

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<sup>44</sup> Career Services (2006). *Annual Report for the Year Ended 30 June 2006*, p.7. Wellington: Career Services.

<sup>45</sup> The Learndirect data here and elsewhere in this report are taken from work currently being carried out by Tony Watts and Gareth Dent on changing patterns of demand within the Learndirect service.

<sup>46</sup> Most regional offices are closely involved in organising local annual 'expos' (at which employers and learning providers display the opportunities they offer), either as the primary organisers or through membership of organising committees.

restricted efforts made to market the service. We will return to this issue in paras.2.54-2.58 below.

2.32 The ‘future proofing’ report emphasised the need for ‘greater understanding of all Career Services’ clients including those who do not currently use our services and resources’.<sup>47</sup> This suggests that there may be a case for developing a customer segmentation model, along the broad lines of that developed by Careers Scotland.<sup>48</sup> Such a model could determine the number of potential customers in each of a number of segments, defined by age, status (student, worker, unemployed, etc.), level of priority, level of service, and sought penetration level.

2.33 The Client Interaction Model developed by Career Services in the ‘future proofing’ report<sup>49</sup> (see para.1.34 above) represents a move in this direction. Certainly, too, there are quantitative performance targets, some of which relate to the population as a whole and some to particular target-groups. These are however expressed as raw figures, rather than as proportions of the relevant populations.

2.34 A customer segmentation model based on the principles outlined above could provide the basis for a strategy to meet the needs of all New Zealanders, while reflecting the differing needs and circumstances of diverse client groups. This is closely linked to the issue of targeting, which will be addressed next.

## **Targeting**

2.35 Targeting is operationalised in three ways: first, through the criteria used to ration access to free one-to-one services; second, through the specific performance targets set for particular client groups; and third, through the more general priorities set within the strategic plan.

2.36 As already noted (para.2.11), one-to-one face-to-face career planning interviews are only available free of charge to those in particular target-groups. The 2004 ‘stocktake’ defined the eligible groups as comprising: long-term unemployed; those with low qualifications; at-risk youth; displaced workers; those employed in ‘at-risk’ industries or occupations; those returning to work after an extended period out of the workforce; low income earners; older workers who were under-employed; migrants and refugees; people with disabilities who needed to adapt to new work opportunities; and those who had experienced major life crises and needed to re-establish their careers; with particular attention to Māori and Pasifika people in each of these groups.<sup>50</sup>

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<sup>47</sup> Career Services (2005). *Future Proofing Career Services*, p.3. Wellington: Career Services.

<sup>48</sup> Watts, A.G. (2005). *Progress and Potential*, pp.13-14. Glasgow: Careers Scotland.

<sup>49</sup> Career Services (2005). *Future Proofing Career Services*, pp.16-22. Wellington: Career Services.

<sup>50</sup> Career Services (2004). *Career Guidance Review*, p.9. Wellington: Career Services.

2.37 Currently, regional centres have a number of guiding principles that they use to determine whether a person is eligible for government-funded one-to-one career planning. These include whether the person is in paid employment, what their annual income is (some centres use NZ\$32,000 per year as a benchmark) and whether they have a community services card. An element of discretion is however permitted to accommodate relevant special circumstances. Work is being planned on developing a set of more consistent and transparent guidelines for all centres to use.

2.38 More important as a targeting tool are the quantitative targets set within the Output Agreement with the Ministry of Education. These stimulate Career Services to adopt proactive strategies to access the relevant target-groups. In the agreement for 2006/07, for example, specific targets were set for ‘customised career planning in a group setting’ for three groups:

- At-risk secondary students (including Māori and Pasifika students) (4,300-4,900 students).
- Migrants and refugees (50 group events).
- Prospective tertiary students (update to be provided quarterly).

2.39 More generally, the *Statement of Intent 2006-2009* defines a number of target-groups which Career Services intends to focus upon:

- Youth and schools.
- Māori and Pasifika.
- Mature workers.
- Migrants and refugees.
- Key stakeholders in the workplace and influencers in the community.
- Tertiary sector.<sup>51</sup>

The focus on schools, the workplace and the tertiary sector will be discussed in more detail in Section 4. Here, however, it is relevant to make some comments on four target-groups incorporated within this list: at-risk young people; older workers; migrants and refugees; and Māori and Pasifika.

2.40 The focus on **at-risk young people** is seen as contributing to the goal of the Government and of the Mayors’ Taskforce for Jobs that, by 2007, all 15-19-year-olds<sup>52</sup> should be in work, education or training, or other activities that contribute to their long-term economic independence and well-being. A report of the Mayors’ Taskforce Working Group identified intensive guidance and follow-up as being integral to such a

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<sup>51</sup> Career Services (2006). *Statement of Intent 2006-2009*, pp.21-22. Wellington: Career Services.

<sup>52</sup> The minimum school-leaving age was raised to 16 some years ago, but it is possible for 15-year-olds to gain exemption from this so long as they have a stated work or training destination. As a result of this, the level of early leaving has actually increased since the regulation was changed. Many young people, however, do not enter or remain in their stated destination. The government is exploring ways of reducing such exemptions and/or monitoring them more closely.

guarantee. It also defined its goals in terms not just of participation but of development: ‘it incorporates an expectation that young people will develop the skills that enable them to participate effectively in the labour market in ways that enhance their wellbeing’.<sup>53</sup> The work includes focusing direct-delivery work in schools particularly on those viewed as being at risk (see para.4.14). It also involved working with post-school local support services for at-risk youth, including the Ministry of Social Development’s Youth Transition Service: this makes some referrals to Career Services for career planning (see para.4.32).

2.41 The focus on **mature workers** is relatively new. Research recently carried out by the Department of Labour has focused on the reasons for non-participation in employment of those aged 45 and over, and the potential role of career information, advice and guidance (CIAG) in assisting that group. The report includes detailed information on such individuals’ views on the desirable features of a CIAG service designed to meet their needs.<sup>54</sup> This is potentially a large agenda for Career Services, and there is a strong case for a development project to address it (see para.4.29). The *Statement of Intent* notes that the need to work with mature workers is consistent with OECD findings that ‘no country has yet developed a systematic approach to career guidance for the third age’ and that ‘a much closer integration between financial planning and career guidance, as part of overall retirement planning, could assist people to put together more flexible mixes of temporary employment, part-time work, and self-employment during the transition to retirement’.<sup>55</sup>

2.42 The focus on **migrants and refugees** is linked to the New Zealand Settlement Strategy, helping such groups to make effective use of their skills and expertise within the New Zealand labour force. In addition to around 50 career awareness workshops per year targeted particularly at these groups, around 1,200 migrants and refugees receive one-on-one tailored career planning assistance. Access to such help is formally limited to those who have New Zealand residency and meet income eligibility requirements.<sup>56</sup> In view of the frequent complexity of their needs, they are given more one-to-one time than other clients: up to five hours (in contrast to the normal maximum of three hours). The work is often carried out at migrants’ centres and other community locations. Over 60% of these clients come from Asia.

2.43 An issue of particular importance is how Career Services can effectively target its services to the needs of the **Māori and Pasifika** communities. In the case of Māori, this has a particular constitutional significance: it is linked to the obligations and responsibilities of Career Services, as a Crown entity, under the Treaty of Waitangi, which acknowledges Māori as the indigenous people of Aotearoa/New Zealand and gives

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<sup>53</sup> Mayors’ Taskforce Working Group (2006). *Transition Assistance for Young People*, pp.7-8. Wellington: Mayors’ Taskforce for Jobs.

<sup>54</sup> Department of Labour (2006). *45 Plus: Choices in the Labour Market, Final Report – Stage 3 Qualitative Study*. Wellington: Department of Labour.

<sup>55</sup> Organisation for Economic Co-operation and Development (2004). *Career Guidance and Public Policy: Bridging the Gap*, pp.68-69. Paris: OECD.

<sup>56</sup> Efforts are often made to serve others who do not meet these criteria, but they cannot be counted within the programme.

special recognition to Māori rights and interests. In practice, many interventions addressed to Māori are also addressed to the Pasifika communities, which share many cultural features with them, and also have some additional constitutional rights in relation to other immigrant groups – such as New Zealand citizenship rights, and aid and development agreements. The special attention to these communities is also linked to the fact that their levels of educational participation and attainment have tended to be lower, and their levels of unemployment higher, than those of other groups.

2.44 In 2001 Te Puni Kōkiri (Ministry of Māori Development) conducted a review of Career Services' provision of services to Māori. Its report<sup>57</sup> identified five key factors that were critical to the provision of effective career information, advice and guidance to Māori:

- *Awareness* within Māori communities of career information, advice and guidance services available.
- *Access* to services by Māori.
- *Appropriateness* of career information, advice and guidance for Māori.
- *Organisational capability* to deliver career information, advice and guidance to Māori.
- *Relationships and consultation* with Māori.

2.45 The report concluded that the agency had skilled and committed staff whose expertise and attitude was recognised and valued by Māori clients, and that these clients expressed a high level of satisfaction with the services provided. It also commented, however, that there was a lack of awareness of the agency and its services, that a clearer strategy was needed for addressing the needs of Māori and for evaluating services to Māori, and that relationships with Māori needed to be developed and maintained in a more systematic way.

2.46 A number of recommendations were made in the light of these conclusions. A follow-up review conducted by Te Puni Kōkiri in 2003 concluded that Career Services had made effective steps to implement these recommendations, and in some cases had gone beyond them. It recommended that Career Services should state explicitly its intended outcomes for Māori, and report these in its annual reports.<sup>58</sup> Examples in the annual report for 2005/06 included:

- The number of senior and junior Māori secondary students provided with career awareness assistance (3,707).
- The number of web pages or descriptions produced in Māori (934).<sup>59</sup>

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<sup>57</sup> Ministry of Māori Development (2001). *Review of Career Services Rapuara Service Delivery to Māori*. Wellington: Ministry of Māori Development.

<sup>58</sup> Te Puni Kōkiri (2003). *Follow-Up Agency Review of Career Services Rapuara*. Wellington: Te Puni Kōkiri.

<sup>59</sup> Career Services (2006). *Annual Report for the Year Ended 30 June 2006*, pp.43, 45. Wellington: Career Services.

2.47 Further relevant services reported in the *Statement of Intent 2006-2009* included:

- Career decision-making presentations and interactive workshops are delivered to around 4,500 secondary-age Māori and Pasifika students annually.<sup>60</sup>
- A number of workshops are also delivered to Māori and Pasifika groups and organisations, aimed at improving their capability to deliver career information, advice and guidance services.
- People identifying as Māori and Pasifika during 2002/03 and 2003/04 made up 23% of information and advice enquiries to the freephone service and to face-to-face consultants (by comparison, these groups comprise 21% of the total population).
- The website provides some information in Māori, and some paper resources are also in Māori.<sup>61</sup>

2.48 In terms of staffing:

- Māori are represented operationally across the organisation, including one Board member, one senior manager, three middle managers, and at least one Māori career consultant within each of the regional offices.
- Pasifika have one representative at middle-management level, and 15 other Pasifika staff.

In total, the two groups comprise 23% of the total staff, which is a little higher than the proportion in the population as a whole (see para.2.47 above). The two groups seem to work together more closely and collaboratively than is the case in some other organisations.

2.49 While Career Services can claim to give substantial attention to Māori and Pasifika issues, the same is not true of the careers programmes in many schools. An Education Review Office report on career education and guidance in schools demonstrated considerable weaknesses in the provision made for Māori and Pasifika students: ‘whereas many implemented programmes to meet the needs of students with special educational needs and high achieving students, in contrast to this, less than half the secondary schools met the needs of their Māori and Pacific students’. In particular, ‘these schools did not engage with their Māori and Pacific communities, acknowledge the

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<sup>60</sup> These workshops often last for a full day, are for groups which typically range from 8 to 25 in size, and are frequently held in church or other community locations rather than in schools; some are also held in tertiary education institutions in order to familiarise the young people with these institutions. Teachers and youth workers are commonly invited to act as co-facilitators.

<sup>61</sup> Some resources are translated fully into Māori, and some partially; but there are no Pasifika translated resource material, in part because there are several Pasifika languages. In general, the policy is to translate into Māori introductory text, general information, and material relating to self-awareness, but not to do so with detailed information on learning and work opportunities – partly because of the costs involved, partly because comparable Māori terms do not always exist, and partly on the grounds that access to the opportunities requires knowledge of English.

families/whānau's aspirations for their children, or widen awareness of the opportunities available to students'.<sup>62</sup>

2.50 This represents a challenge for Career Services. One response, set alongside the disenchantment of many Māori and Pasifika students from school, is to conclude that school-based activities are likely to be less effective for such students than community-based activities. This is strengthened by the fact that extended families tend to play a much stronger role in the career decision-making of these students than is the case with most other communities. On the other hand, given that the main responsibility for the delivery of career education and guidance lies with the schools (see paras.4.8-4.19), it is important that efforts continue to be made, not least by Career Services in its own work with schools, to improve the extent to which schools adapt their own provision to meet the distinctive needs of Māori and Pasifika students. There is a risk that the existence of the Career Services workshops leads to the view in schools that encouraging such students to attend these workshops is sufficient.

2.51 The importance of the extended family in career decision-making within Māori and Pasifika communities (and in some immigrant/refugee communities too) has given rise to the formation of a working group which has been exploring the possibility of doing some exploratory work with a small group of families not as influencers but as a three-generation family-unit 'client', recognising the interactivity of the career decisions being made by different members of the family. Such innovative work on 'family guidance' could be of great interest internationally, and it is important that any such work be evaluated and disseminated (see para.3.19).

2.52 While the importance of a community-based approach to working with Māori and Pasifika groups is indisputable, it is important that it is not viewed as an exclusive strategy. There is a risk that it will miss those young people who have become disengaged from family and community structures, for whom more intensive individualised approaches linked to mentoring and coaching may be appropriate.

2.53 The 'future proofing' report stated that 'our commitment to providing culturally relevant services and resources to Māori puts us at the forefront of international development in provision of career guidance services and resources to indigenous peoples'.<sup>63</sup> This is aided by the distinctive constitutional position of Māori in New Zealand, and the substantial size of the Māori population (currently 15%). But certainly there is much that countries like Australia and Canada could learn from New Zealand in relation to their own indigenous populations, which have received much less attention.<sup>64</sup>

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<sup>62</sup> Education Review Office (2006). *The Quality of Career Education and Guidance in Schools*, p.36. Wellington: ERO.

<sup>63</sup> Career Services (2005). *Future Proofing Career Services*, p.2. Wellington: Career Services.

<sup>64</sup> Organisation for Economic Co-operation and Development (2002). *Career Guidance Policy Review: Country Note on Australia*, p.9. Paris: OECD. Organisation for Economic Co-operation and Development (2002). *Career Guidance Policy Review: Country Note on Canada*, pp.8, 19. Paris: OECD.

## Marketing

2.54 The ‘future proofing’ report cited an external survey conducted in 2004 as indicating that 31% of people surveyed knew who Career Services was. It reported that stakeholders, including ministers responsible for Career Services, had noted that Career Services needed to increase its profile about what it did.<sup>65</sup> A more recent qualitative study confirmed that there was little brand awareness among non-users of Career Services.<sup>66</sup> The 2004 ‘stocktake’ report also reported some evidence suggesting that a lack of awareness was a significant reason why many did not access the services.<sup>67</sup> The series of organisational name-changes (para.1.7) have not been helpful in this respect. In the interviews conducted for the present review, a common comment was that Career Services was an excellent service, but was not well-known by the general public.

2.55 The level of awareness noted above contrasts strikingly with data for comparable services in the UK. A survey in 2003 showed that the percentage of the Scottish adult population who had heard of Careers Scotland was 72%.<sup>68</sup> The Learndirect brand has 82% brand recognition.<sup>69</sup> These figures help to explain the much higher levels of take-up of such services in the UK (paras.2.29-2.31).

2.56 The low level of awareness is directly linked to the limited resources allocated to marketing Career Services. This has recently been increased, but in 2006/07 the total expenditure on marketing and communications was still only NZ\$1,258,327 (the figure for 2005/06 had been NZ\$637,404), which represents around 7% of total turnover. This has made possible some local marketing, and also some advertising in national magazines and in off-peak television. A limited campaign has been carried out on prime-time television, as part of a social marketing campaign promoting tertiary study, with the Career Services 0800 number being given as a contact point. The Kingsbury Report noted however that this was a one-off initiative, and that Career Services did not have funding within its normal baselines for advertising on this scale.<sup>70</sup>

2.57 The experience of Learndirect in the UK is that such television campaigns can be extremely effective in increasing levels of take-up. The Learndirect Advice advertising spend over the period from January 2003 to April 2006 was UK£15.9m, of which UK£11.5m was on television advertising and UK£2.6m on television sponsorship.<sup>71</sup> At current conversion rates, this amounts to an annual spend of around NZ\$12.7m: over 12

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<sup>65</sup> Career Services (2005). *Future Proofing Career Services*, p.56. Wellington: Career Services.

<sup>66</sup> ACNielsen (2006). *One Identity Project – Brand Refreshment Subproject*, p.5. Wellington: ACNielsen.

<sup>67</sup> Career Services (2004). *Career Guidance Review*, p.11. Wellington: Career Services.

<sup>68</sup> Segal Quince Wicksteed (2003). *Evaluation of the All Age Guidance Pilots*, p.50. Edinburgh: SQW.

<sup>69</sup> Leitch Review of Skills (2006). *Prosperity for All in the Global Economy – World Class Skills*, p.107. London: The Stationery Office.

<sup>70</sup> Tertiary Education Commission (2006). *Report of the Tertiary Education Commission Strategic Review of Pathways and Staircasing*, p.75. Wellington: TEC.

<sup>71</sup> Recent Learndirect campaigns in the UK have been linked not just to learning but more generally to career development (whether through learning, through a job change, or through reviewing career direction). They too have represented social marketing: some of their impact might translate into use of the Learndirect service, but some might operate through other means, including use of informal networks.

times larger than the current Career Services marketing expenditure. While some account needs to be taken of relative population sizes, this is still a striking comparison. The Learndirect Advice marketing spend has been consistently set at one-third of total advice turnover: in other words, nearly five times higher than the parallel proportion for Career Services cited in para.2.56.

2.58 One of the goals in the *Strategic Plan 2007-2012* is to raise the profile and awareness of Career Services, and in particular to increase use of free-to-use resources and services by target client groups. Market research has recently been conducted to help to shape key messages. The new integrated brand (see para.2.21) should be helpful in this respect.

## **Conclusion**

2.59 In international terms, Career Services is particularly strong in relation to the integration of its multi-channel services, and is likely to become even stronger in this respect once its new integrated client relationship management system is introduced. Its targeted work, particularly in relation to the indigenous peoples of New Zealand, is also impressive. On the other hand, its levels of penetration are much lower than those in the UK, for example. There is considerable scope for marketing its services more extensively. Further work might also be done on developing a coherent model to underpin its work, and to differentiate its levels of service more consistently.

## 3: Improving Performance

### Quality

3.1 The OECD review noted a number of challenges to policy-makers which, in most OECD countries, had received minimal attention.<sup>72</sup> Several of these were concerned with quality issues:

- Ensuring greater diversity in the types of services that are available and in the ways that they are delivered, including greater diversity in staffing structures ...
- Working more closely with career guidance practitioners to shape the nature of initial and further education and training qualifications in support of the development of career self-management skills, better career information, and more diverse service delivery.
- Developing better quality assurance mechanisms and linking these to the funding of services.
- Improving the information base for public policy making, including gathering improved data on the financial and human resources devoted to career guidance, on client need and demand, on the characteristics of clients, on client satisfaction, and on the outcomes and cost-effectiveness of career guidance.

Career Services has taken substantial steps to address each of these challenges, though work remains to be done on several of them.

### Staffing structures

3.2 The ‘critical mass’ provided by Career Services has enabled it to develop a wider range of specialisms than would be possible in a smaller organisation – for example, on ICT, human resource development, marketing, and the like. Following the ‘future proofing’ review, the collective role of the senior management team has been reoriented to focus more on organisational strategic leadership, a new role of General Manager Information Systems has been created, and the human resource capability has been expanded.

3.3 The annual report for 2005/06 indicated that at that time Careers Services had 146.2 full-time-equivalent staff, including 107.5 in the 11 branch offices, 16.6 in Career Resources, 17.1 at the National Office, and 5 in Information Systems. Three-quarters of the staff were female, reflecting European trends; but the staff were younger than in some European services, with an average age of just under 42.<sup>73</sup>

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<sup>72</sup> Organisation for Economic Co-operation and Development (2004). *Career Guidance and Public Policy: Bridging the Gap*, p.148. Paris: OECD.

<sup>73</sup> Career Services (2006). *Annual Report for the Year Ended 30 June 2006*, p.6. Wellington: Career Services. The European data used in drawing these contrasts were taken from Sultana, R.G. & Watts, A.G.

3.4 As of March 2007, the number of full-time-equivalent staff had risen to 157.9, covering 188 individuals, of which 163 were on permanent fixed contracts and the others on fixed-term and/or casual contracts. Of those on permanent fixed contracts, 76 were Career Consultants, 8 were Career Advisers, and 16 were Website Content Developers. More staff are now part-time than in the past.

3.5 Career Consultants usually carry out a wide range of work with different groups, including one-to-one work and workshops, and covering both young people and adults. In the larger regional offices there tends to be more differentiation of roles, with some Careers Consultants specialising more in working with particular target-groups, but on a common base.

### **Initial training and continuing professional development**

3.6 Career Consultants are required to have a relevant tertiary qualification. There have until recently been two main career-specific qualifications in New Zealand: a full-/part-time Graduate Diploma in Career Development at Auckland University of Technology (AUT); and a part-time Certificate in Career Counselling at the Central Institute of Technology (WelTec) in Wellington. AUT has now added a master's course, and new courses are being developed by Nelson Marlborough Institute of Technology and by Leading Edge (a private-sector training provider).<sup>74</sup>

3.7 In common with most other OECD countries<sup>75</sup>, there is no registration of career practitioners or of counsellors in New Zealand, and therefore the designations are not protected (in contrast, for example, to that of psychologist).<sup>76</sup> Most Career Consultants are members of the Career Practitioners Association of New Zealand (CPANZ). Professional membership of CPANZ has now been defined as requiring a career-related qualification at level 6 on the New Zealand Qualifications Framework (NZQF). A recent unpublished survey of CPANZ members found that 46% of respondents held such a qualification and a further 16% were studying towards it.

3.8 Career Practice Qualifications were registered on the eight-level NZQF in 1998 and have been reviewed since then. National Certificates in Career Practice are set at levels 3 and 4, and can be used as a pathway to the National Diploma in Career Practice at level 6 (though other entry criteria relate to the Diploma too). All the qualifications have a specified number of credits to be gained against set criteria. They do not replace existing qualifications, but providers may choose to develop new programmes or adapt their existing programmes to meet these standards. Qualifications are still viewed as

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(2006). *Career Guidance in Europe's Public Employment Services*, p.69. Brussels: Directorate-General for Employment, Social Affairs and Equal Opportunities.

<sup>74</sup> For details of these various courses, see *CPANZ Newsletter*, No.35, March 2007, pp.7-8.

<sup>75</sup> A rare exception is Quebec in Canada. See Organisation for Economic Co-operation and Development (2004). *Career Guidance and Public Policy: Bridging the Gap*, p.100. Paris: OECD.

<sup>76</sup> Furnish, D.S. (2007). Career counseling in New Zealand. *Journal of Counseling and Development*, 85, 115-119.

being needed beyond the level 6 National Diploma. Practitioners without qualifications, or wanting to update their qualifications, can choose to be assessed in the workplace against the unit standards (termed Recognition of Current Competency). The structure creates a clear progression pathway, from career information, through career advice, to career consultation. The structure also covers other competences needed in the industry, including management competences.<sup>77</sup> Career Services is utilising this framework to define the competences required for its own staff.

3.9 The Career Services Code of Conduct states that ‘Career Services will apply its resources to assist the employee to maintain and upgrade the required levels of knowledge and expertise’.<sup>78</sup> This includes, for example, formalised training on Māori competencies, to ensure that all staff have a basic knowledge and understanding of issues that enable them to be responsive to Māori.

3.10 The organisation is progressively developing and implementing staff capability frameworks in its major occupational groups. The new frameworks identify capability elements required for success in specific roles and provide stepping stones for internal career pathways.<sup>79</sup> The need for more attention to career progression within the organisation was mentioned in the ‘future proofing’ report, which recommended that Career Services should ‘practise what we preach’ and provide career management planning for all staff. This was linked to a more general focus on being an ‘employer of choice’ and on ‘leading the way in its people management’.<sup>80</sup> Career Services seems to have made good progress in this respect, and to be viewed both internally and externally as a good employer which ‘walks the talk’.

### **Quality assurance, performance management and evidence base**

3.11 There are no organisational quality standards relating to career guidance in New Zealand (as there are, for example, in the UK<sup>81</sup>). Career Services is however accredited and regularly audited by the New Zealand Qualifications Authority as a training establishment. Linked to this, it has developed a Training Standards Quality Manual that relates to its training programmes, courses and workshops both for external clients/stakeholders and for its own internal staff.

3.12 Performance measurement is an area in which Career Services aspires to both national and international leadership. It is ‘committed to promoting and engaging in outcomes-based research as part of our leadership role within the careers industry’, and one of its goals is to ‘lead thinking, nationally and internationally, on the contribution of career services to improve social and economic outcomes’. As a basis for this work, an

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<sup>77</sup> Reid, H. (2007). *Study on the Accreditation Schemes of OECD Countries*, pp.46-48. Turin: EAS.

<sup>78</sup> Career Services (2006). *Statement of Intent 2006-2009*, p.41. Wellington: Career Services.

<sup>79</sup> *Ibid.*, p.23.

<sup>80</sup> Career Services (2005). *Future Proofing Career Services*, pp.35, 41. Wellington: Career Services.

<sup>81</sup> Organisation for Economic Co-operation and Development (2004). *Career Guidance and Public Policy: Bridging the Gap*, pp.133-134. Paris: OECD.

‘outcomes hierarchy’ has been developed which distinguishes between outputs, intermediate outcome measures, intermediate outcomes, long-term outcomes (in four categories: economic; labour market; education; social and cultural), and key Government priorities.<sup>82</sup>

3.13 The need for a stronger focus on results was emphasised in the 2001 review of Career Services by the Ministry of Māori Development (Te Puni Kōkiri), which pointed out that most of the measures used by the organisation at that time were volume-based, with few measures based on outcomes.<sup>83</sup> This was also a strong theme within the ‘future proofing’ report, which suggested that ‘there should be an integrated and well understood set of organisational critical success factors and benchmarks and aligned key performance indicators (KPI) in the Output Agreement’. It added: ‘The review team concludes that Career Services is exposing itself to some risks; for example, a government base line review, if it does not have in place appropriate efficiency and effectiveness systems and measures.’<sup>84</sup>

3.14 Much work has been done to address these issues. The Output Agreement for 2006/07 is framed in terms of: deliverables; measures relating to quality, timeliness and quantity, each with performance measures; and outcome measures. These are grouped in three categories: self-help; personal assistance; and education and awareness.<sup>85</sup> Evaluation data related to these performance and outcome measures are collected both internally and by an external market research company, ACNielsen, with which a close and fruitful continuing relationship has been forged.<sup>86</sup>

3.15 The still limited information available on the long-term impacts of career information, advice and guidance was however noted in the 2004 ‘stocktake’ report. It commented on the difficulty of measuring such impacts, including the cost of obtaining a representative sample and the likelihood of declining effect sizes as other factors intervene.<sup>87</sup>

3.16 Recently, a ‘taster’ survey of past clients has been conducted by ACNielsen to measure longer-term outcomes. This concluded that it was feasible to re-contact clients by telephone up to a year after their initial contact with Career Services, and that most such clients had sufficient recall to provide useful comments. It also noted that over half of clients indicated that they would find it useful to receive a follow-up telephone call from Career Services a couple of months after their initial contact.<sup>88</sup> This suggests that there might be some potential synergy between follow-up customer care and collecting follow-up data. The time-periods for the two purposes are ultimately, however, very

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<sup>82</sup> Career Services (2006). *Statement of Intent 2006-2009*, pp.4-5, 17, 20. Wellington: Career Services.

<sup>83</sup> Ministry of Māori Development (2001). *Review of Career Services Rapuara Service Delivery to Māori*, p.32. Wellington: Ministry of Māori Development.

<sup>84</sup> Career Services (2005). *Future Proofing Career Services*, pp.2, 7, 46. Wellington: Career Services.

<sup>85</sup> Career Services (2006). *Statement of Intent 2006-2009*, pp.28-34. Wellington: Career Services.

<sup>86</sup> ACNielsen (2006). *2006: Overview of Service Evaluations*. Wellington: ACNielsen.

<sup>87</sup> Career Services (2004). *Career Guidance Review*, p.5. Wellington: Career Services.

<sup>88</sup> ACNielsen (2006). *Career Services Follow-Up Pilot Study*. Wellington: ACNielsen.

different. Useful data on longer-term impact will require follow-ups for much longer periods than a year. The report represents a small dip into this particular pool.

3.17 The *Statement of Intent 2006-2009* affirms that ‘we will continue to develop an approach to gather longitudinal information on the impact of our services’. This ‘will help establish a future evidence base to reinforce the outcome measures that we seek to achieve’. It will also, ‘given the dearth of longitudinal surveys internationally ... help to cement our position as a world leader and hopefully precipitate similar studies around the globe’.<sup>89</sup> This represents a strong affirmation of intent. A feasibility study (exploring, for example, the possibility of linking to more broadly-based longitudinal studies) and implementation strategy are needed to support it. In this respect, in view of the complex methodological issues involved, it seems likely that Career Services will need to access strong technical support from a university or research body, alongside its existing relationship with ACNielsen.

3.18 There would be benefits in viewing such support as part of a broader strategy for developing a stronger intellectual base for the work of Career Services. While New Zealand has produced some significant research on career and career guidance<sup>90</sup>, there has to date been no research centre to provide a focal point for such research. The New Zealand Council for Educational Research (NZCER) is however moving towards the establishment of a ‘careers and transitions’ research programme which could provide a basis for developing such a focal point. Career Services has already been involved in supporting an NZCER ‘pathways and prospects’ project and disseminating some of its results. There is a case for exploring the possibility of developing a stronger strategic alliance with the emerging NZCER programme and/or with a relevant research unit within a university.

3.19 One of the additional benefits of such an alliance would be to explore other aspects of the work of Career Services that might benefit from theoretical illumination as well as empirical evaluation. Possible examples already mentioned in this report are the ‘work in life’ orientation (paras.1.16-1.21) and the concept of ‘family guidance’ (para.2.51). Partnerships could be formed between Career Services staff involved in such work and the chosen research centre to prepare papers and carry our research projects related to such concepts.

3.20 While it is important that Career Services remains focused on its practical role as a service organisation, the development of a ‘research culture’ within the organisation<sup>91</sup> could have a significant impact on the quality and depth of its work as well as on its international visibility. It would also support innovation by creating a healthy tension

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<sup>89</sup> Career Services (2006). *Statement of Intent 2006-2009*, p.20. Wellington: Career Services.

<sup>90</sup> A notable example is: Arthur, M.B., Inkson, K. & Pringle, J.K. (1999). *The New Careers: Individual Action and Economic Change*. London: Sage. For a more general review, see Inkson, K., Furbish, D. & Parker, P. (2002). Fast forward: careers research in New Zealand. *Australian Journal of Career Development*, 11(3), 36-45.

<sup>91</sup> See Jackson, C. (1998). *Developing a Research Culture in Career Education and Guidance*. CRAC/NICEC Conference Briefing. Cambridge: Careers Research and Advisory Centre.

with the existing target-driven culture<sup>92</sup> within the organisation, harmonising with the significant innovation that is currently taking place within its development projects (paras.4.16 and 4.26) and through the internal working parties that are periodically set up to address particular issues.<sup>93</sup> Other elements of a strategy to develop such a research culture might include the appointment of an R&D manager, and active support for members of staff who have registered for a research degree or are interested in doing so.

## **Conclusion**

3.21 On quality-related issues including staffing structures, initial training, continuing professional development, quality assurance, performance management and developing an evidence base, Career Services has established systems and processes which compare well with those in other OECD countries. If however it is to make significant headway on its declared intention to do work of international as well as national significance on the long-term impact of career guidance services, linked to their economic and social benefits, a feasibility study and implementation plan are needed. This is likely to require support from a university or research body. There would be benefits in viewing such support as part of a broader strategy for developing a stronger intellectual base for the work of Career Services, including a research culture within the organisation itself. Far from deflecting from Career Services' practical role as a service organisation, such steps could enhance the quality and depth of its work as well as its international visibility.

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<sup>92</sup> This was noted by the Ministry of Māori Development (Te Puni Kōkiri): 'staff have a strong sense that if something is not measured, then it is not valued by the organisation'. Ministry of Māori Development (2001). *Review of Career Services Rapuara Service Delivery to Māori*, p.32. Wellington: Ministry of Māori Development.

<sup>93</sup> Recent examples include resources, Pasifika, supervision, and 'family guidance' (see para.2.51). Some working parties stem from policy imperatives; some from staff requests. They are usually expected to complete their work within a year at most.

## 4: Working with Other Career Guidance Providers

### Principles

4.1 In Sections 1-3, the benchmarks drawn from the OECD review have been applied only to Career Services. On the remaining benchmarks, however, Career Services is significantly dependent on other career guidance providers for their delivery. These include four of the features of ‘lifelong guidance systems’ identified by OECD<sup>94</sup>:

- Processes to stimulate regular review and planning.
- Programmes to develop career-management skills.
- Opportunities to investigate and experience learning and work options before choosing them.
- Involvement of relevant stakeholders.

These can only be delivered through effective partnerships with career guidance provision within education and training institutions and within workplaces. This also applies to one of the challenges to policy-makers identified by OECD<sup>95</sup>:

- Developing stronger structures for strategic leadership.

4.2 The need for a focus on building the capacity of other providers, alongside its own service delivery, has been recognised by Career Services. The *Statement of Intent 2006-2009* states its mission as being to ‘encourage and support people living in New Zealand to make quality decisions about work in the context of the life they wish to lead’ and to ‘ensure that people will be able to navigate confidently their own pathways to success’. It goes on to affirm that ‘we will use our experience and expertise to work alongside other people to build this environment in our schools, communities, workplaces and families’.<sup>96</sup>

4.3 This is elaborated by Career Services in its focus on ‘education and awareness’ activities, which ‘will raise the profile of career information, advice and guidance (CIAG) amongst key stakeholders (including government) and influencers and the wider community, as well as developing the knowledge and skills for career education and planning in schools’. Relevant intermediate outcome measures are:

- ‘Targeted key influencers and key stakeholders have a better understanding of the value of career planning, or have improved their own ability to help others, or are able to sign-post others to appropriate CIAG services.’
- ‘Our work is embedded in wider government initiatives, strategies and practice.’

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<sup>94</sup> Organisation for Economic Co-operation and Development (2004). *Career Guidance and Public Policy: Bridging the Gap*, p.138. Paris: OECD.

<sup>95</sup> *Ibid.*, p.148.

<sup>96</sup> Career Services (2006). *Statement of Intent 2006-2009*, p.5. Wellington: Career Services.

- ‘Schools receiving assistance are able to plan and implement effective career education programmes that equip students to make a successful transition.’<sup>97</sup>

The first and third of these in particular are concerned substantially with capacity-building.

4.4 This strategy responds to the comments made in the 2001 report of the Ministry of Māori Development (Te Puni Kōkiri) about ‘the lack of co-ordination among the different career providers such as schools, private training establishments, tertiary providers, private providers and Career Services rapuara’. The report suggested that this ‘has the potential to cause some confusion for clients and to reduce the effectiveness of the provision’. It accordingly encouraged Career Services ‘to work more closely with these organisations to ensure that they minimise any fragmentation and confusion to the individuals’.<sup>98</sup>

4.5 To date, however, Career Services does not seem to have pursued a consistent policy with regard to capacity building or more generally to building relationships with other career guidance providers. In the earlier review of Careers Scotland, which in most respects closely parallels the review reported here (see para.1.36), it was noted that Careers Scotland had given significant priority to establishing partnership agreements with the main other career guidance providers in Scotland.<sup>99</sup> Each took one or more of four forms:

- Boundary drawing: indicating to which provider particular clients with particular needs should be referred.
- Joint working: collaborating on tasks.
- Servicing: providing services to enhance delivery.
- Capacity building: improving the provider’s own capability to provide services.

Arguably, the need for such partnership arrangements is even greater in New Zealand, in view of the much smaller size of Career Services and, accordingly, its much heavier dependence on needing to work through others.<sup>100</sup>

4.6 Despite this, Career Services has not so far had a systematic policy to establish partnership agreements of these kinds. Its relationships with other career guidance providers are strong and clear in some sectors, but weak and/or unclear in others. It is suggested that it should give priority to establishing a more consistent policy at least in terms of clarity within a range of models (recognising that different models may be

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<sup>97</sup> *Ibid.*, pp.11, 17, 32-34.

<sup>98</sup> Ministry of Māori Development (2001). *Review of Career Services Rapuara Service Delivery to Māori*, p.17. Wellington: Ministry of Māori Development.

<sup>99</sup> Watts, A.G. (2005). *Progress and Potential*, Section 4. Glasgow: Careers Scotland.

<sup>100</sup> The contrast here is stark. As noted earlier (para.1.36), Careers Scotland in 2004 had 1,270 staff, as opposed to a figure at that time of 160 for Career Services. This enabled Careers Scotland to deliver much higher volumes of face-to-face services. Its staff, for example, spend a lot of time interviewing students within schools, and working intensively with young people at risk.

appropriate in different settings, depending on the nature of the provision in those settings). As the OECD review indicated, having a separate organisational structure to provide career guidance on a lifelong basis has many advantages. Its main possible disadvantage, though, is that it cannot provide all of the career guidance that is needed, and that its dominance may weaken provision elsewhere.<sup>101</sup> The challenge to Career Services is to ensure that, far from weakening such provision, its existence strengthens it. Establishing partnership agreements with the main other providers, where possible through appropriate representative structures, could represent a strategic approach to addressing this issue.

4.7 As a basis for developing such a strategy, the existing provision in other sectors will now be briefly reviewed, alongside the provision of Career Services in these sectors, and the relationships between the two forms of provision. Attention will be paid in turn to schools, to tertiary education, to employment services, to the voluntary and community sector, to employers and trade unions, and to private-sector career development services. Some of these sectors have career guidance services provided by careers professionals; in others, there are careers programmes run mainly or wholly by teachers, managers, community workers and the like. Finally, issues relating to strategic leadership across the career guidance industry as a whole, and the role of Career Services in relation to such leadership, will be discussed.

## Schools

4.8 Career education and guidance services in schools are provided significantly by teachers. Many schools have appointed a teacher as a Careers Adviser (sometimes more than one) on a part-time basis.<sup>102</sup> Many also have one or more full-time guidance counsellors, though their involvement in career education and guidance is usually

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<sup>101</sup> This was, for example, a criticism of the former vocational guidance system in Germany, where for many years the Federal Employment Service held a formal monopoly. See Organisation for Economic Cooperation and Development (2002). *OECD Review of Career Guidance Policies: Germany Country Note*. Paris: OECD.

<sup>102</sup> This role developed in the 1930s. In 1948 the Government approved regulations covering the appointment of Career Advisers in all secondary schools with a roll of 200 students. New Careers Advisers were required to undertake a week of induction training in their holidays. But Careers Advisers were not included in the Position of Responsibility (PR) system introduced in the 1950s, and as a result the role tended to languish, with a high rate of turnover (commonly 30%+ per year). The historical review by Murray Patchett in 2004 indicated that while 'induction training for new careers advisors has now resurfaced in the Government's purchase agreement with Career Services as a matter of policy', at the time of writing there was 'no official policy about this training', nor 'any coherent concept as to how competence as a careers advisor should be built over a period of time'; as a result, 'there are still some careers advisors who completely lack training in careers work'. Patchett, M. (2004). *Forty Years of Career Guidance in New Zealand*, p.54. Unpublished typescript. Baseline data collected from the schools involved in the CPaBL project (see para.4.16) indicated that on average schools allocated 0.3 of a full-time-equivalent post (7/8 hours per week) to Careers Advisers, with a range from 0.1 to 2.5 full-time-equivalent posts. Education Review Office (2007). *Evaluation of Creating Pathways and Building Lives Initiative: Initial Baseline Information*, p.13. Wellington: ERO.

limited.<sup>103</sup> In addition, guidance roles may be played by deans (heads of year) and by homeroom teachers.<sup>104</sup> A report by the Ministry of Education referred to the need for ‘career education leaders’<sup>105</sup> to co-ordinate programmes in schools: some Career Advisers have adopted such a role (if not the name); some have retained a more operational role.

4.9 The National Administration Guidelines require that all schools should ‘provide appropriate career education and guidance for all schools in year 7 and above, with a particular emphasis on specific career guidance for those students who have been identified by the school as being at risk of leaving school unprepared for the transition to the workplace or further education/training’. This requirement is supported by voluntary guidelines, designed to assist schools to integrate career education effectively into their curriculum programmes. There is no requirement for schools to apply these guidelines, but they provide a benchmark. The main focus is on programmes from year 7. The guidelines document notes, however, that ‘at primary school, students need to develop their self-awareness, awareness of opportunities, and abilities to make decisions, plan, and take action as a normal part of regular classroom programmes’: it accordingly provides relevant learning outcomes for years 1-6 as well as for subsequent years through to year 13+.<sup>106</sup>

4.10 A recent report by the Education Review Office concluded that only 12% of secondary schools provided high-quality career education and guidance to their students. A further 85% were effective in some areas and needed to improve in others.<sup>107</sup> Baseline data collected for the CPaBL project (para.4.16) indicated that most schools allocated only a limited amount of time specifically to career education, increasing with year level: an average of 6 hours at year 9, 10 hours at years 10 and 11, 15 hours at year 12, and 18 hours at year 13. Often, however, programmes available at particular levels were not taken by all students at that level.<sup>108</sup> The competency-based nature of the new school curriculum would seem to provide a strong case for enhancing these levels of provision,

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<sup>103</sup> These were introduced from the early 1970s; by the late 1980s most secondary schools had full-time guidance counsellors, with larger schools employing more than one. They were trained as teachers but had also completed a postgraduate qualification in guidance and counselling. Initially, several larger schools appointed guidance counsellors with a special responsibility for vocational guidance. Indeed, it was originally intended that the post of Careers Adviser would be abandoned following the appointment of guidance counsellors. But because of the much wider range of role demands on guidance counsellors, the role of Careers Adviser was retained. See Hesketh, B. & Grainger, J. (1989). Current trends in vocational guidance in New Zealand. *Prospects*, 19(1), 75-81. A few schools currently combine the two roles; most, however, do not.

<sup>104</sup> In the CPaBL baseline survey, two-thirds of schools indicated that they expected deans to provide career education and advice, and just over half that they expected the guidance counsellor to do so. Education Review Office (2007). *Evaluation of Creating Pathways and Building Lives Initiative: Initial Baseline Information*, p.13. Wellington: ERO.

<sup>105</sup> Ministry of Education (2003). *Career Education and Guidance in New Zealand Schools*, p.23. Wellington: Ministry of Education.

<sup>106</sup> *Ibid.*

<sup>107</sup> Education Review Office (2006). *The Quality of Career Education and Guidance in Schools*. Wellington: ERO.

<sup>108</sup> Education Review Office (2007). *Evaluation of Creating Pathways and Building Lives Initiative: Initial Baseline Information*, p.14. Wellington: ERO.

in order to make manifest the imputed relationships between these competences and the students' future careers ('further study, work, and lifelong learning').<sup>109</sup>

4.11 Prior to the mid-1990s, the precursors of Career Services (see para.1.7) commonly visited schools to interview most if not all school-leavers. In 1996, this was replaced by a structure in which secondary schools received extra funding to enable them to purchase career services from an external provider if they wished to do so. These funds were part of their bulk funds and were not tagged. Schools could use them to purchase external services, to cover internal guidance costs, or for other purposes altogether. The initial aim was to develop a market in guidance provision. This funding provision remains in place, based on a decile formula related to levels of need linked to social disadvantage.

4.12 In addition to this Careers Information Grant (CIG), secondary schools also receive funding for two further programmes:

- Secondary-Tertiary Alignment Resources (STAR), to support transitions to tertiary education (including taster courses).
- Gateway, to support vocational education courses in schools, which often include a day per week of work experience.

Some schools have separate co-ordinators for these programmes; some extend the roles of Careers Adviser to cover them.

4.13 The Ministry of Education guidelines refer to a range of careers-related services that can be offered by external consultants, including: help with the development of guidelines, programmes and resources; needs analyses for students; guidance and pathway planning for individual students; staff training; seminars for students and parents; and evaluating programmes.<sup>110</sup> In practice, where external services are purchased, Career Services remains the main supplier, though in some schools other local suppliers (including former members of Career Services staff) have established a niche. Most schools, however, use the CIG monies to cover internal career-related costs or for other unrelated purposes.<sup>111</sup> Schools which choose to buy in interviews with all leavers or all students in a particular year are now very much the exception rather than the rule (some, however, carry out such interview programmes by using their own staff).

4.14 In addition, Career Services offers a range of core services free of charge to all schools. This usually includes:

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<sup>109</sup> Ministry of Education (2006). *The New Zealand Curriculum: Draft for Consultation*, p.8. Wellington: Ministry of Education.

<sup>110</sup> Ministry of Education (2003). *Career Education and Guidance in New Zealand Schools*, p.37. Wellington: Ministry of Education.

<sup>111</sup> In the 'expenditure' section of the CPaBL baseline survey, the only items mentioned are internal staff costs, resources, and trips and travel. Education Review Office (2007). *Evaluation of Creating Pathways and Building Lives Initiative: Initial Baseline Information*, p.13. Wellington: ERO. Unpublished ERO data indicate that around two-thirds of secondary schools allocate all their CIG and STAR funding to career education and guidance; of the remainder, half allocate 50-85% to it; the other half allocate 25-50% to it.

- Curriculum and information resources. Curriculum resources comprise, in particular, Career Plan-it (a resource kit for years 7 and 8 – i.e. primary and intermediate schools), Career Kete (a resource kit for secondary schools) and The Real Game (a career and life-planning simulation kit adapted from materials developed in Canada, and aimed particularly at year 10 students).
- Professional development for school staff, including two-day courses for new Careers Advisers, annual ‘cluster days’ for all Careers Advisers in an area, and occasional Teachers as Career Educators (TACE) programmes which may be provided for all teachers within a school.
- Attending parents’ evenings and running Parents as Career Educators (PACE) workshops (usually two hours in length).
- Running one-day career awareness workshops for Māori and Pasifika students (often within the community, covering a number of schools).
- Providing support for targeted students, on a one-to-one or group basis (though whether this is offered, and its extent, vary across regions).

4.15 The support provided by Career Services to schools has recently been significantly enhanced by Government-funded development programmes. The first of these was the two-year Designing Careers pilot, which covered 75 schools that opted to take part, and ended in June 2006. This included, in particular, assistance to support the development of Learning and Career Plans for year 10 students, and to meet the needs of identified at-risk year 10-13 students. The funding was also used to provide extra hours for Careers Advisers, additional delivery staff, and teacher relief. An internal review of the pilot indicated that while some schools made a commitment to fund the year 10 programme beyond the end of the pilot, slightly more schools expressed concern about whether the programme could be sustained without the additional funding.<sup>112</sup>

4.16 The new Creating Pathways and Building Lives (CPaBL) project, launched in 2006 and to be completed at the end of the 2008 school year, is based on different principles. Instead of involving significant elements of additional service delivery, with the issues this raises about the sustainability of the programmes once the funding ceases, the focus is now essentially on funding change interventions designed to build sustainable capacity within the schools themselves. The project involves 100 schools, selected on a sampling basis (the criteria excluded those which had been involved in the Designing Careers pilot). Career Services staff (with their content expertise) work in partnership with the staff of School Support Services (from university education departments, with expertise in process consultancy within schools). Together, they help schools to develop and implement a sustainable Career Education Plan, based on self-review, and involving the whole school and the local community.

4.17 The logic of the principles underlying the CPaBL project is that, if deemed successful, it should in due course be ‘rolled out’ to cover all schools (including those involved in the earlier Designing Careers pilot). Meanwhile, the *Statement of Intent 2006-*

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<sup>112</sup> Thomas, J. (2006). *Career Services Internal School Review of Designing Careers*. Wellington: Career Services.

2009 states that ‘customised advice and assistance will be made available to all remaining state and state-integrated secondary schools’.<sup>113</sup>

4.18 It seems clear, then, that the Career Services strategy in relation to schools is now firmly based on capacity building, alongside some limited service delivery. There have been suggestions that the focus of Career Services staff on the CPaBL project may be reducing the level of service delivery available to schools not currently involved in the project. An important issue this raises, when set alongside the limited professional training in career guidance received by many teachers appointed as Careers Advisers, is that many students now do not have access to skilled face-to-face individual career guidance. The changing role of Career Services in relation to schools would seem to imply a need for more serious investment in the role of Career Advisers employed within schools.

4.19 A further important outstanding issue is whether Career Services could do more to support career education in primary and intermediate schools, particularly in view of the fact that such schools are required to provide career education in years 7 and 8, and encouraged to do so earlier (see para.4.9). If such programmes are concerned with encouraging aspiration, then the earlier they start, the more effective they are likely to be. The primary-school version of The Real Game could be helpful in this respect.

### **Tertiary education**

4.20 Tertiary education in New Zealand covers all post-school education. This includes universities, polytechnics, Wānanga (Māori centres of tertiary learning), industry training organisations, private training establishments, and adult and community education providers.

4.21 Each state-funded tertiary institution can fund career guidance services for its students from its bulk funding, but there is no formal requirement that it does so. The Tertiary Education Strategy for 2002-07 required institutions to develop charters which reflected their strategic direction and a number of common objectives: one of these was that ‘learners are equipped to make informed choices about career and learning options’.<sup>114</sup> No similar statement appears in the new strategy for 2007-12 (see para.4.27 below).<sup>115</sup>

4.22 In practice, there is a wide range of provision, from institutions with extensive services to those where they are non-existent.<sup>116</sup> In general, central services tend to be strongest in universities, most of which have their own career services (though some are

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<sup>113</sup> Career Services (2006). *Statement of Intent 2006-2009*, p.33. Wellington: Career Services.

<sup>114</sup> Ministry of Education (2002). *Tertiary Education Strategy 2002/07*, p.46. Wellington: Ministry of Education.

<sup>115</sup> Ministry of Education (2007). *Tertiary Education Strategy 2007/12*. Wellington: Ministry of Education.

<sup>116</sup> Career Services Rapuara (1995). *Report of the Career Information and Guidance Review Panel*, p.41. Wellington: Career Services Rapuara.

small, and part of student services). In polytechnics, it is more common for responsibility to help students with career transitions to be devolved to teaching departments: this is likely to mean that more help is available on work directly related to the field of study than on possible alternatives. Unlike Australia<sup>117</sup> and the UK<sup>118</sup>, no policy review has been undertaken on the nature and quality of these services.

4.23 In principle, access to career guidance is important before and during courses as well as on exit from them. The 2004 ‘stocktake’ commented that such provision as existed was ‘often closely tied to the self-interest of the particular educational institutions and mostly centres on services to help student (sic) choose which courses to study’. It suggested that the services needed to be more comprehensive and independent, with an increased focus on labour-market issues.

4.24 While many tertiary education institutions make use of some Career Services resources, other links with Career Services are limited. In one polytechnic, a Career Services ‘satellite’ (see paras.2.13-2.15) is based within the institution. A few institutions also contract with Career Services to run workshops on job search.

4.25 In 2001 the Government responded to the lack of systematic tertiary-level career guidance by providing funding to Career Services for an Informed Tertiary Decision Making programme to focus its information and advice services on potential and actual tertiary students. The 2004 ‘stocktake’ noted that the programme had contributed to a steady increase in the use of career information, advice and guidance by such students.<sup>119</sup>

4.26 From 2006, funding for such work has been increased through the new four-year Better Tertiary and Trade Training Decision Making (BTATTDM) project. This funds Career Services to provide a ‘one-stop shop for young New Zealanders and their influencers when they are looking for information and support to make good tertiary and trade training decisions that will help them make successful transitions to the workplace’. A dedicated team has been formed from across the organisation to carry out this work, supported by an external advisory group including key stakeholder bodies. The outcomes include enhanced information (notably, expanding the website to include comprehensive tertiary course and trade training information, and information on the connections between tertiary decisions and labour-market opportunities) and enhanced services (e.g. use of texting to secure free information packs, offering users the option of outbound callbacks to check on their progress and see if they require further help, and offering career guidance over the telephone from a trained careers consultant – see paras.2.18 and

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<sup>117</sup> Kingston, B. (1990). *Strategic Options for the 1990s*. Melbourne: Graduate Careers Council of Australia. The Australian Department for Education, Science and Training is currently commissioning a review of career development services in universities and in technical and further education (TAFE).

<sup>118</sup> University Grants Committee (1964). *University Appointments Boards* (Heyworth Report). London: HMSO. Watts, A.G. (1997). *Strategic Directions for Careers Services in Higher Education*. Report prepared for the Association of Graduate Careers Advisory Services. Cambridge: Careers Research and Advisory Centre. Harris Committee (2001). *Developing Modern Higher Education Careers Services*. London: Department for Education and Employment.

<sup>119</sup> Career Services (2004). *Career Guidance Review*, p.7. Wellington: Career Services.

2.23).<sup>120</sup> The project is linked to the Government's tertiary education reforms.<sup>121</sup> Part of the rationale is 'reducing the churn and wastage in the tertiary education system, thereby increasing provider completion and retention rates by making sure that as many learners as possible have made well-informed career plans that motivate them to expedite their studies and enter the workforce'.<sup>122</sup>

4.27 The current focus of government policy regarding the role of Career Services in relation to the tertiary education sector is thus focused almost exclusively on enhancing its service delivery. Little if any attention has been given to its possible role in supporting capacity building within the sector itself. This is linked to the statement in the new Tertiary Education Strategy that, while 'tertiary education organisations and schools are expected to develop connections to support students to move from one setting to the next as well as supporting students who re-enter education later in life', the main focus of government action is to support this 'through Career Services' provision of independent career advice and information to help people plan their learning and career pathways'.<sup>123</sup>

4.28 The concern for independent advice and information makes sense for students entering courses and possibly for some students seeking to change courses, where it is important that learners should have access to help that is impartial in relation to the interests of learning providers – particularly so in view of the fact that government funding largely follows learners. But in relation to other on-course career education and guidance and to career guidance on exit from courses, such considerations do not apply. In these areas, help is best provided close to, or indeed as part of, the learning provision. This is the principle that has been adopted in relation to career provision within schools. There would accordingly seem to be a strong case for the present BTATTDM project to be followed in due course by a further project focused – as the CPaBL project is in relation to schools – on capacity building within tertiary education institutions themselves. This might be linked to giving greater recognition to individual learners as a stakeholder group in relation to the work of the Tertiary Education Commission (see para.1.24).

4.29 Meanwhile, the BTATTDM project is providing a major source of innovation within the work of Career Services, focused on the needs of a particular target-group. The nature of this target-group has been defined to pay particular attention to young learners,

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<sup>120</sup> Other innovative possibilities being explored include the use of forums involving user-generated material.

<sup>121</sup> In an interview in the Career Services magazine *Career Edge* (No.17, February 2007), Dr Michael Cullen (Finance Minister and Minister for Tertiary Education) mentioned in particular the wish to emphasise collaboration rather than competition within the sector, avoiding skills mismatches, and viewing well-informed student decisions as part of the quality assurance of the system. The *Tertiary Education Strategy 2007-12* states that the success of the new tertiary education system 'will be in the quality of investment decisions made by students, tertiary education organisations, and the Tertiary Education Commission', and goes on to refer explicitly to the role of Career Services in supporting student decision-making. Ministry of Education (2007). *Tertiary Education Strategy 2007-12*, pp.4, 12. Wellington: Ministry of Education.

<sup>122</sup> Career Services (2006). *Statement of Intent 2006-2009*, p.22. Wellington: Career Services.

<sup>123</sup> Ministry of Education (2007). *Tertiary Education Strategy 2007-12*, p.12. Wellington: Ministry of Education.

up to the age of 25, and their influencers. Yet many learners in tertiary education are older than this. There are also further target-groups that could benefit from a similar approach. Just as the principles underpinning the CPaBL project might be applied in future to tertiary education, so the principles underlying the BTATTDM project might in future be extended to other, particularly older, target-groups. The differing principles on which the two projects are based reflect, in part, the differing relationships of the Ministry of Education with the two sectors: it has direct responsibilities for schools, whereas in the tertiary sector its immediate powers are more limited and institutions have higher levels of autonomy. Nonetheless, recognition should be given to their significance as representing complementary developmental strategies that could be applied more widely in future.

### **Employment services**

4.30 The relationship of Career Services to the public employment services has been largely a contractual one, based on local contracts. The Ministry of Social Development (formerly the Department of Work and Income, and before that the New Zealand Employment Service) has recognised the need for its unemployed clients to have access to an employment counselling service, by purchasing such a service from outside providers. Career Services has been one of the main providers of this service, alongside some private practitioners (which are often cheaper, and sometimes perceived by MSD to be closer to local labour markets). It has generally focused not on client-centred career guidance but on short-term employment outcomes that help the employment services to achieve their objectives. In 2004/05 Career Services provided services to 5,005 clients from the MSD (as opposed to 949 from the other main source of contract revenue, the Accident Compensation Commission).<sup>124</sup>

4.31 As noted in para.1.5, this contract work seems likely now to diminish, partly because of changing priorities within the MSD, and partly because the work is perceived to be inconsistent with the principles that underlie the mainstream work of Career Services (including its ‘work in life’ orientation – see paras.1.16-1.21). It does however mean that Career Services may lose contact with a high-need target-group that it is unlikely to be able to access in other ways.

4.32 As noted in para.2.40, the MSD’s Youth Transition Service (YTS) also makes some referrals to Career Services. The YTS is based on contracts with non-governmental organisations, and is still growing: it currently only covers around half of the country. It focuses on 15-19-year-olds who are not in education, employment or training. Since such young people do not become entitled to benefits until they are 18, attendance at the service is largely voluntary. Contracts with Career Services are usually for help with career planning and with preparation of curricula vitae. Links are much stronger in some regions than in others. There would seem to be scope for strengthening the links between Career Services and the YTS, not least to strengthen the latter’s focus on learning as well as work.

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<sup>124</sup> Career Services (2005). *Future Proofing Career Services*, p.18. Wellington: Career Services.

4.33 In general, there would seem to be scope to review Career Services' current memorandum of understanding with the MSD in the light of the changes that are taking place in the relationships between the two organisations.

### **Voluntary and community sector**

4.34 Career Services' work with community groups – including, for example, citizens advice bureaux – seems currently to focus mainly on awareness-raising and signposting. Thus the 2005/06 annual report states that in the sessions and seminars held for 'career influencers in social and health services and community groups, including those working in the disability sector, and youth with abuse and health issues ... the goal has been to ensure that the participants have a clear picture of the career decision-making process, and know about and can access the support and resources their child, family member or client needs at each stage of career thinking'. In the evaluation, all participants 'said they had improved their ability to direct others to career services that are relevant to them'.<sup>125</sup>

4.35 In work with the Māori community, however, there seems to have been somewhat more emphasis on capacity-building. The Strategic Plan for 2001-2006 stated explicitly that 'Career Services will work to enhance the capacity of Māori organisations to deliver information, advice and guidance services to Māori'. The report of the Ministry of Māori Development noted that the market orientation of Career Services at that time was problematic in this respect, 'with product delivery and/or revenue generation being the driving force behind any relationships that have developed'.<sup>126</sup> While this is much less true now, the capacity-building strategy was not always successful, and the emphasis seems to have shifted to providing workshops and access to telephone and web-based guidance.

4.36 Nonetheless, a recent example of capacity building is the strategic alliance established with He Oranga Pounamu, a non-governmental charitable trust established to organise and integrate health and social services for members of Ngai Tahu. As part of its goal to 'increase whānau income and wellbeing', a focus on career development has been established, and the alliance with Career Services is viewed as a crucial means of achieving this goal.<sup>127</sup>

4.37 There would seem to be scope for reaffirming this capacity-building strategy and extending it to cover other community groups – including, for example, those working with refugees and immigrants. In the UK, a systematic approach has been adopted by Careers Scotland and by some other organisations to capacity building within community

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<sup>125</sup> Career Services (2006). *Annual Report for the Year Ended 30 June 2006*, pp.18-19. Wellington: Career Services.

<sup>126</sup> Ministry of Māori Development (2001). *Review of Career Services Rapuara Service Delivery to Māori*, pp.29, 45, 47. Wellington: Ministry of Māori Development.

<sup>127</sup> Career Services (2006). *Annual Report for the Year Ended 30 June 2006*, p.17. Wellington: Career Services.

agencies, based in part on training for front-line staff and in part on branded resource areas.<sup>128</sup> Similar strategies have also been adopted extensively in Canada.<sup>129</sup> They would be worth exploring in New Zealand.

## **Employers and trade unions**

4.38 Extending its services into the workplace is now an important priority for Career Services. The 2004 ‘stocktake’ report identified ‘mature workers and those in the workforce’ as two groups among whom awareness of Career Services was particularly weak.<sup>130</sup> The Letter of Expectations for 2007/08 from the Minister of Education includes, as one of its six ‘areas of strategic interest’, supporting ‘employers and unions to provide access (to) quality work and learning information and advice for workers, and create work environments conducive to lifelong learning and upskilling’. Career Services is encouraged to work closely with the Department of Labour, Business New Zealand, the Council of Trade Unions, the Industry Training Federation and individual Industry Training Organisations in this respect. ‘New alliances with businesses, employers and unions’ are also a prominent element within the Strategic Plan 2007-2012. The *Statement of Intent 2006-2009* states that Career Services ‘will work with them to understand their needs and how our services can assist them’.<sup>131</sup>

4.39 The work of Career Services in this area is currently limited. It seems likely that use is made within a number of workplaces of some of its information resources. In addition, Career Services has done some limited outplacement and other career development work, often as a subcontractor to a private-sector organisation which lacks its expertise and/or its national spread. In general, Career Service is viewed as having more distinctive expertise in relation to occupations ranging from blue-collar to middle-management posts (including Māori/Pasifika issues) than in relation to senior-management levels. Its contribution is usually based on a mixture of workshops and one-to-one work. It is however a relatively small player within the career development and outplacement sector.

4.40 In developing its plans for this area, Career Services will need to be strategic in its approach. It is an area in which private-sector organisations are already well-established. Exploring whether Career Services’ existing information resources could be extended to make them more useful in the workplace is one possible route. Another is to extend its services within the state services sector.

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<sup>128</sup> Careers Scotland (2004). *Community Guidance: a Partnership Approach – Linking Lifelong Learning and Lifelong Guidance*. Glasgow: Careers Scotland. Also Barker, V., Watts, A.G., Sharpe, T. & Edwards, A. (2005). Building career guidance capacity in the voluntary and community sector. *British Journal of Guidance and Counselling*, 33(4), 457-473.

<sup>129</sup> Organisation for Economic Co-operation and Development (2004). *Career Guidance and Public Policy: Bridging the Gap*, p.65. Paris: OECD.

<sup>130</sup> Career Services (2004). *Career Guidance Review*, p.2. Wellington: Career Services.

<sup>131</sup> Career Services (2006). *Statement of Intent 2006-2009*, p.19. Wellington: Career Services.

4.41 More broadly, it might be useful for Career Services to explore the possibility of developing pilot programmes in a range of industries, helping employers to design improved career pathways alongside support for individuals in managing their career planning, in order to encourage workers to remain within the organisation. In view of the large number of small and medium-sized organisations within the New Zealand economy, it is important that such organisations be included in the pilots, alongside some larger organisations. The pilots might be brokered by Industry Training Organisations through the Industry Training Federation of New Zealand, with appropriate links with the regional structures of Business New Zealand. Policy links could be established with the Department of Labour's productivity agenda.

4.42 A further potential strategy might be to establish links with the learning representatives recently introduced by some trade unions. Their role is to be a workers' advocate for learning, and to provide front-line advice and support to learners, including signposting them to more specialist services where appropriate. The growth of learning representatives has been a major area of development in the UK.<sup>132</sup> In New Zealand, it is currently more limited: under 100 are 'in post' at present, mainly in sectors with distinctive features that are congruent with the concept. Elsewhere there has been some employer resistance, though UK experience suggests that this should weaken over time. The concept is being actively promoted by the New Zealand Council of Trade Unions.<sup>133</sup> While only around one in five of the labour force is a member of a trade union, involvement in training programmes for union learning representatives and in providing ongoing support for them could be a significant part of Career Services' strategy for engaging in workplaces.

### **Private sector**

4.43 The private sector in career development services appears to be relatively more extensive in New Zealand than in many other OECD countries.<sup>134</sup> A survey of New Zealand career practitioners in 2002 found that 29% were self-employed.<sup>135</sup> The growth of the private sector was fostered by the privatisation policies of the 1990s (see para.1.8). A number of people working in this sector are former members of Career Services staff.

4.44 Career Services is sometimes in competition with private-sector providers: for example, in competitive tendering for Ministry of Social Development or other commercial contracts. At times, however, it acts in a 'market making' rather than 'market taking' capacity. For example, it includes some signposting to the private sector within its

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<sup>132</sup> In the UK, over 15,000 union learning representatives and 450 Union Learning Fund projects are helping over 67,000 learners to access courses each year. Leitch Review of Skills (2006). *Prosperity for All in the Global Economy – World Class Skills*, p.108. London: The Stationery Office.

<sup>133</sup> New Zealand Council of Trade Unions (2007). *The CTU Guide to the Learning Representatives Project*. Wellington: CTU.

<sup>134</sup> Organisation for Economic Co-operation and Development (2004). *Career Guidance and Public Policy: Bridging the Gap*, pp.118-119. Paris: OECD.

<sup>135</sup> Inkson, K., Furbish, D. & Parker, P. (2002). Fast forward: careers research in New Zealand. *Australian Journal of Career Development*, 11(3), 36-45.

information resources. Thus those making information and advice enquiries by email are told that if they wish to talk to a careers consultant, they can go to Career Services regional centres, or alternatively to a private sector careers adviser, in which case they should consult the Yellow Pages under 'careers advice'. Private-sector services are also free to make use of Career Services resources.

## Strategic leadership

4.45 Career Services clearly views itself as being not only a deliverer of career guidance services but also as having a national strategic leadership role in relation to the delivery of such services. This is reflected not only in the resources it provides for use by others, and in its capacity-building work (see above), but also in expectations – articulated, for example, in the 'future proofing' report – that it will offer leadership in terms of 'best practice models and quality standards in career practice'. The 'future proofing' report also noted, however, that 'there is a lack of clarity about how we should best demonstrate our leadership role, particularly with career practitioners in private practice'.<sup>136</sup>

4.46 The role of Career Services in this respect has been complicated by the competitive relationships established with other providers as a result of the market-oriented policies adopted in the 1990s. It is worth noting nonetheless that the 1995 report of the Career Information and Guidance Review Panel considered that the more specific focus on career information, which it recommended for Career Services, would enable it to also 'concentrate on providing dynamic and visionary leadership in the career industry'.<sup>137</sup>

4.47 The 'future proofing' report indicated that the professional leadership role might occur significantly 'through collaborative stakeholder relationships with professional bodies like CPANZ, of which Career Services is an important member'.<sup>138</sup> CPANZ (see para.3.7) was chartered in 1997, and currently has a total membership of about 575. Other relevant professional associations include the Careers and Transition Education Association (CATE), which is composed mainly of school teachers, and has a membership of around 460-480; and the much larger New Zealand Association of Counsellors (NZAC), which has a membership of over 2,400.<sup>139</sup> In addition, an association for the higher education sector, University Careers Advisors of New Zealand (UCANZ), has recently been established, and currently has 48 members.

4.49 The Career Services annual report for 2003/04 noted that 'we have worked hard to pull the industry closer together, particularly with our work alongside CPANZ, CATE

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<sup>136</sup> Career Services (2005). *Future Proofing Career Services*, p.18. Wellington: Career Services.

<sup>137</sup> Career Services Rapuara (1995). *Report of the Career Information and Guidance Review Panel*, p.33. Wellington: Career Services Rapuara.

<sup>138</sup> Career Services (2005). *Future Proofing Career Services*, p.21. Wellington: Career Services.

<sup>139</sup> Furbish, D.S. (2007). Career counseling in New Zealand. *Journal of Counseling and Development*, 85, 115-119.

and other similar agencies'.<sup>140</sup> At present, however, this is done through a set of informal linkages, rather than through any formal structure.

4.50 There could be a case for exploring the possibility of establishing a national council or forum to represent the career guidance industry as a whole. This would be in line with the OECD review, which articulated the need in most countries for stronger co-ordination and leadership mechanisms in order to articulate a vision and develop a strategy for delivering lifelong access to career guidance services. In the European Union, the European Commission has recently provided funding for member-states that wished to develop national fora for lifelong guidance.<sup>141</sup>

4.51 The structure and aims of any such council or forum in New Zealand would need careful consideration. It could comprise the relevant professional associations, as with the Career Industry Consortium of Australia (CICA). It could also include Career Services, as the leading service provider. In addition, however, its membership could be extended to embrace relevant stakeholder bodies, including representative organisations covering employers, trade unions, education and training organisations, and such consumer groups as students and parents.

4.52 The overarching goal of such a body could be to develop a career culture in New Zealand. Within this, it could identify a number of specific tasks. One of these might be to develop the New Zealand equivalent of the Australian Blueprint for Career Development (ABCD), which defines the career development competences that all careers services should be seeking to develop in their clients and customers, and so provides a common conceptual language for such services.<sup>142</sup>

4.53 A further task might be to address the need for cross-sectoral quality standards. This need was articulated in the 2004 'stocktake' report, which suggested that 'priority should be given to considering whether more explicit quality standards are necessary to improve the effectiveness of current provision across all sectors and examining what information is available that could provide a basis for these'. It added: 'These could lead to the development of national standards and an accreditation process for career practitioners'.<sup>143</sup> The set of Career Practice Qualifications (para.3.8) in principle provide a basis for such work at practitioner level. In Australia, the government has funded CICA to develop a common set of career practitioner competencies, within which each professional association can frame its accreditation processes. There could also be a case for exploring the possibility of developing organisational quality standards, as has been done in the UK (see para.3.11).

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<sup>140</sup> Career Services (2004). *Annual Report for the Year Ended 30 June 2004*, p.17. Wellington: Career Services.

<sup>141</sup> A handbook based on the experience of the 12 member-states that opted to take up this funding is being commissioned by CEDEFOP, and should be published in 2008.

<sup>142</sup> The ABCD was adapted from a model developed initially in the USA and later in Canada. See Organisation for Economic Co-operation and Development (2004). *Career Guidance and Public Policy: Bridging the Gap*, p.135. Paris: OECD.

<sup>143</sup> Career Services (2004). *Career Guidance Review*, p.11. Wellington: Career Services.

4.54 More broadly, such a body might provide a means through which the government could engage with the sector as a whole. Its relationship with government would certainly need to be clear from the outset.

4.55 A key issue for Career Services is whether it should be proactive in exploring the possible need for a body of this kind. There could be temptations for it not to do so. It was noted earlier (para.1.26) that Career Services tends currently to be viewed by government as its means of engaging with the sector. This means that Career Services is at times taken, by default, as representing the sector as a whole. Some professional associations feel that, because of the position of Career Services, they are not consulted by government and have no access to policy arenas.

4.56 Viewed dispassionately, this represents a false position for Career Services to be in. A council or forum, in which Career Services was an active part, would be able to genuinely represent the sector as a whole, where this was appropriate. It would not undermine the separate policy position of Career Services as a Crown entity (para.1.2). But it would remove the ambiguity of this position in its present form. It would also, arguably, provide a structure through which it could more effectively perform its own strategic leadership role, and significantly enhance the capacity-building strategy that it needs to achieve its own goals.

## **Conclusion**

4.57 Since Career Services cannot by itself attain its goal of helping all New Zealanders to make well-informed work in life decisions throughout their lives, its relationships with other career guidance providers is a matter of considerable importance. Currently, the nature and clarity of these relationships vary considerably across sectors. Whereas in relation to schools, for example, its strategy is strongly focused on building the service-delivery capacity of the schools themselves, in the tertiary education sector Career Services is at present concentrating much more on developing its own service delivery. In other sectors, its strategy is less clearly developed. A clearer plan is needed for developing partnership agreements with the main other providers, within a consistent range of models. Consideration should also be given to activating the establishment of a council or forum to represent the career guidance industry as a whole.

## 5: Summing Up and Looking Forward

### The OECD benchmarks

5.1 This review has sought to examine the work of Career Services in relation to the benchmarks provided by the OECD Career Guidance Policy Review. In particular, it has reviewed its work in relation to the ten features of ‘lifelong guidance systems’ identified in the OECD review<sup>144</sup>:

- (a) Transparency and ease of access over the lifespan, including a capacity to meet the needs of a diverse range of clients.
- (b) Particular attention to key transition points over the lifespan.
- (c) Flexibility and innovation in service delivery to reflect the differing needs and circumstances of diverse client groups.
- (d) Processes to stimulate regular review and planning.
- (e) Access to individual guidance by appropriately qualified practitioners for those who need such help, at times when they need it.
- (f) Programmes to develop career-management skills.
- (g) Opportunities to investigate and experience learning and work options before choosing them.
- (h) Assured access to service delivery that is independent of the interests of particular institutions or enterprises.
- (i) Access to comprehensive and integrated educational, occupational and labour market information.
- (j) Involvement of relevant stakeholders.

Of these, (a)-(c), (e) and (h)-(i) have been addressed in Section 2, and the others in Section 4.

5.2 The report has also sought to review the work of Career Services in relation to the six challenges to policy-makers which the OECD review indicated had received minimal attention in most OECD countries:<sup>145</sup>

- (a) Ensuring that resource allocation decisions give the first priority to systems that develop career self-management skills and career information, and that delivery systems match levels of personal help, from brief to extensive, to personal needs and circumstances, rather than assuming that everybody needs intensive personal career guidance.
- (b) Ensuring greater diversity in the types of services that are available and in the ways that they are delivered, including greater diversity in staffing structures, wider use of self-help techniques, and a more integrated approach to the use of ICT.

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<sup>144</sup> Organisation for Economic Co-operation and Development (2004). *Career Guidance and Public Policy: Bridging the Gap*, pp.26, 138. Paris: OECD.

<sup>145</sup> *Ibid.*, p.148.

- (c) Working more closely with career guidance practitioners to shape the nature of initial and further education and training qualifications in support of the development of career self-management skills, better career information, and more diverse service delivery.
- (d) Improving the information base for public policy making, including gathering improved data on the financial and human resources devoted to career guidance, on client need and demand, on the characteristics of clients, on client satisfaction, and on the outcomes and cost-effectiveness of career guidance.
- (e) Developing better quality-assurance mechanisms and linking these to the funding of services.
- (f) Developing stronger structures for strategic leadership.

Of these, (a) and part of (b) are addressed in Section 2, (f) in Section 4, and the rest in Section 3.

5.3 On most of these criteria, Career Services emerges strongly. There are however a number where work remains to be done. These are included in the lists of challenges and other suggestions below.

## **Strengths**

5.4 Strengths claimed by Career Services in its ‘future proofing’ report<sup>146</sup> included:

- One of only three countries in the world to provide all-age career guidance within a coherent organisational structure.
- Integrated range of face-to-face, phone-based and internet-based services.
- At forefront internationally in provision of services and resources to indigenous peoples.
- Credibility with government, involvement in government policy, and recognition of contribution to government goals and outcomes.
- Positive working environment, and team of professional and committed staff.

5.5 The present review fully endorses all of these strengths. Career Services represents the most fully integrated example in the world of the integrated all-age organisational structure that was favoured by the OECD Career Guidance Policy Review. It has emerged from a difficult period in the 1990s when its future was under question. It is now firmly established as a well-respected, well-managed organisation, offering high-quality services, with close links with public policy. It is poised for further development.

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<sup>146</sup> Career Services (2005). *Future Proofing Career Services*, pp.2-3, 14-15. Wellington: Career Services.

## Challenges

5.6 On the basis of this review, it is suggested that such development needs to address five key challenges.

5.7 The first challenge for Career Services is to increase significantly its current levels of **public awareness and service penetration**. The level of awareness of Career Services among the general population has been around 30%, as compared with figures of around 70-80% for comparable services in the UK. In view of this, it is not surprising that the level of take-up on a per capita basis for the helpline (where the most readily comparable figures are available) is over four times higher in the UK than in New Zealand. These contrasts are clearly related to the size of marketing budgets: the budget for the relevant UK service (Learndirect) as a percentage of total turnover is nearly five times larger than that for Career Services. (See paras.2.27-2.31, 2.54-2.57).

5.8 The issue this poses is whether the work of Career Services is viewed as a targeted service with limited objectives; or whether serious attention is paid to its goal of helping all New Zealanders to make well-informed work-in-life decisions throughout their lives. If the latter is the case, and if Career Services is viewed as a means of helping all New Zealanders to manage their careers in a proactive way, so contributing to a dynamic economy and a dynamic society, then this requires a substantial scaling up both of its marketing budget and of some operational capacity (notably the number of advice-line staff).<sup>147</sup>

5.9 The second challenge, closely linked to the first, is to pay more attention to addressing the needs of **adults**. The two major current development projects within the organisation are both addressed to young people: CPaBL is concerned with schools; and the BTATTDM project, which could have been addressed to all post-secondary learners, is addressed primarily to those up to the age of 25. There is a strong case for similar projects addressed to the needs of two further groups in particular: adults in the workplace; and older workers. This is likely to require strengthening of existing links with the Department of Labour, which may in the long run need to be reflected in Career Services' purchasing arrangements with the government. (See paras.1.12, 2.41, 4.29, 4.38-4.42).

5.10 The third challenge is to have a clearer and more consistent policy regarding **relationships with other career guidance providers**. If Career Services is to achieve its goal of helping all New Zealanders to make well-informed work-in-life decisions throughout their lives, it cannot do this solely through its own services, but has to operate in significant part through the services of others. Many, for example, prefer career

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<sup>147</sup> The need for a proactive approach was strongly articulated in the 2004 Resolution of the European Union's Council of Education Ministers on guidance. This stated that: 'Services need to be available at times and in forms which will encourage all citizens to continue to develop their skills and competences throughout their lives, linked to changing needs in the labour market.' It added: 'Such services need to be viewed as an active tool, and individuals should be positively encouraged to use them.' Council of the European Union, 9286/04 EDUC 109 SOC 234.

services to be delivered face-to-face, and what Career Services can provide in this respect is limited: much of it must be offered by other career guidance providers. Accordingly, its relationships with such providers are of critical importance. The current relationships vary considerably. Some are based on building the capability of the other providers; some on encouraging them to signpost individuals to Career Services; in some sectors, no clear model is evident. A plan is needed for developing clear relationships with the main other providers, where appropriate through formal partnership agreements with relevant representative bodies, within a consistent range of models. (See Section 4, especially paras.4.5-4.6).

5.11 The fourth challenge is for Career Services to develop a stronger **evidence base** for its work. It has already committed itself to conducting work of international significance on the longer-term impact of its interventions, linked to their social and economic benefits. This is likely to require strong support from a university or research body. There would be merit in viewing this as part of a broader strategy for developing a stronger intellectual base for the work of Career Services. This could be extended to cover other innovative aspects of its work, including its ‘work in life’ orientation and the concept of ‘family guidance’. Elements of such a strategy might include a strategic alliance with the chosen research body or unit, the appointment of an R&D manager within the organisation, and support for staff members registering for research degrees. Far from deflecting from Career Services’ practical role as a service organisation, such steps could enhance the quality and depth of its work as well as its international visibility. (See paras.2.51, 3.12-3.20).

5.12 The fifth challenge is to foster **strategic leadership** within the career guidance industry as a whole. While Career Services potentially has a leadership role in its own right, it is likely to be more effective in this respect if it carries out this role in partnership with other key organisations in the sector. There is accordingly a strong case for Career Services to initiate discussions on the establishment of a national council or forum to bring these organisations together and to represent the industry. Its membership and its relationship to the government would need careful consideration. Its goal might be to develop a career culture in New Zealand. Its tasks might include a common definition of the career development competences that all careers services should be seeking to develop in their clients and customers, plus the development of cross-sectoral quality standards. More generally, it could provide a means through which the government would be able to engage with the industry as a whole, alongside its relationship with Career Services as its lead provider. (See paras.4.45-4.56).

### **Other suggestions**

5.13 Other suggestions made in the course of the report include:

- (a) There remains scope to extend the ‘work in life’ orientation across Career Services’ work: for example, to extend the attention paid in its information

- resources to the impact of work roles on life-styles, and to the values issues which underpin the concept (para.1.20).
- (b) Career Services' influencing role in relation to its partner Crown entities could be extended: for example, the recognition given to individual learners as a stakeholder group in relation to the work of the Tertiary Education Commission is not as strong as it could be (para.1.24).
  - (c) More generally, the potential for Career Services to play a 'feedback' role in policy discussions, based on its knowledge from its day-to-day work of what is happening to people in their careers and the barriers that are impeding them, could be given stronger legitimacy (para.1.27).
  - (d) The current work on a Career Decision-Making Model/Framework based on the 'work in life' concept could be elaborated to provide a coherent conceptual basis for the work of Career Services, including a means to assess clients' needs and the services required to meet those needs (para.2.6).
  - (e) The current differentiation model for service delivery could be revisited to see whether the distinction between advice and in-depth guidance should be reinstated within it (para.2.10).
  - (f) There could be merit in revisiting the rationale for the optimum number and location of regional centres and satellites, including the scope for increasing the number of satellite locations where Career Services has a branded presence (para.2.15).
  - (g) There is scope for enhancing the flexibility and extent of mobility between service-delivery channels: for example, interview rooms in the regional centres could be equipped with PCs so that clients can be actively introduced to relevant parts of the website during sessions (para.2.23).
  - (h) Attention might be given to developing a stronger set of printed resources: this would strengthen the possibilities for a branded presence in a wider variety of locations (para.2.25).
  - (i) There is a case for developing a customer segmentation model, which would determine the number of potential customers in each of a number of segments, defined by age, status (student, worker, unemployed, etc.), level of priority, level of service, and sought penetration level (para.2.32-2.34).
  - (j) Alongside Career Services' workshops and other direct service-delivery provision for Māori and Pasifika students, efforts need to be made in Career Services' work with schools to improve the extent to which the schools adapt their own career education and guidance provision to meet the distinctive needs of such students (para.2.50).
  - (k) The logic of the principles underlying the CPaBL project is that, if deemed successful, it should in due course be 'rolled out' to cover all schools (including those involved in the earlier Designing Careers pilot) (para.4.17).
  - (l) The changing role of Career Services in relation to schools would seem to imply a need for more serious investment in the role of Career Advisers employed within schools (para.4.18).
  - (m) Consideration could be given to whether Career Services could do more to support career education in primary and intermediate schools, particularly in view of the fact that such schools are required to provide career education in years 7

- and 8, and encouraged to do so earlier; the primary-school version of The Real Game could be helpful in this respect (para.4.19).
- (n) There is a strong case for the present BTATTDM project to be followed in due course by a further project focused – as the CPaBL project is in relation to schools – on capacity building within tertiary education institutions themselves (para.4.28).
  - (o) There is scope to review Career Services’ current memorandum of understanding with the Ministry of Social Development in the light of the changes that are taking place in the relationships between the two organisations (para.4.33).
  - (p) In developing its services to adults in the workplace, Career Services will need to be strategic in its approach. Possibilities include developing pilot programmes in a range of industries through Industry Training Organisations, and supporting the learning representatives recently introduced by some trade unions (paras.4.41-4.42).

## **Conclusion**

5.14 In international terms, Career Services can already claim to ‘punch above its weight’. If the challenges identified above are addressed, it has the potential to become a significant world leader in the career guidance field.