
EXPLORING SCOTLAND'S CAREER ECOSYSTEM



Evidence to support the Career Review

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Executive summary

This report explores career services for young people (up to the age of 25) in Scotland. It describes the overall organisation of career services in the country (what we describe as an 'ecosystem'), compares it with six other countries and considers options for the development of these services.

This research feeds into the Career Review which is working to ensure that Scotland's careers services are fit for purpose and to move forward the agenda for the future of career services set out in Scotland's Careers Strategy. While this report is working at the system level, seeking to understand the organisation of policy, strategy, funding and organisations, other work is being undertaken to collate what is understood about the motivations, aspirations and perceptions of current users of careers services. The findings will be used to help assist the Career Review board to develop an ecosystem that is fit for the future.

The Career Review takes place amidst a series of major changes to Scotland's labour market, resulting from automation, digitisation, other forms of technological change, globalisation, migration and wider political and economic changes. Recent changes associated with Covid-19 have interacted with longer term trends to produce increased uncertainty about what the future of work and career looks like. Whatever the future of work looks like, individuals will have to deal with some aspects of work that stay the same, with long-term transformational trends and with sudden and unexpected periods of realignment. In such a situation providing people with forms of support to aim them in managing their career is highly valuable.

This report draws on extensive new research that we have conducted in Scotland and beyond.

22 interviews with informants drawn from across the Scottish career system

58 published and unpublished documents gathered and reviewed

135 organisations responded to our survey

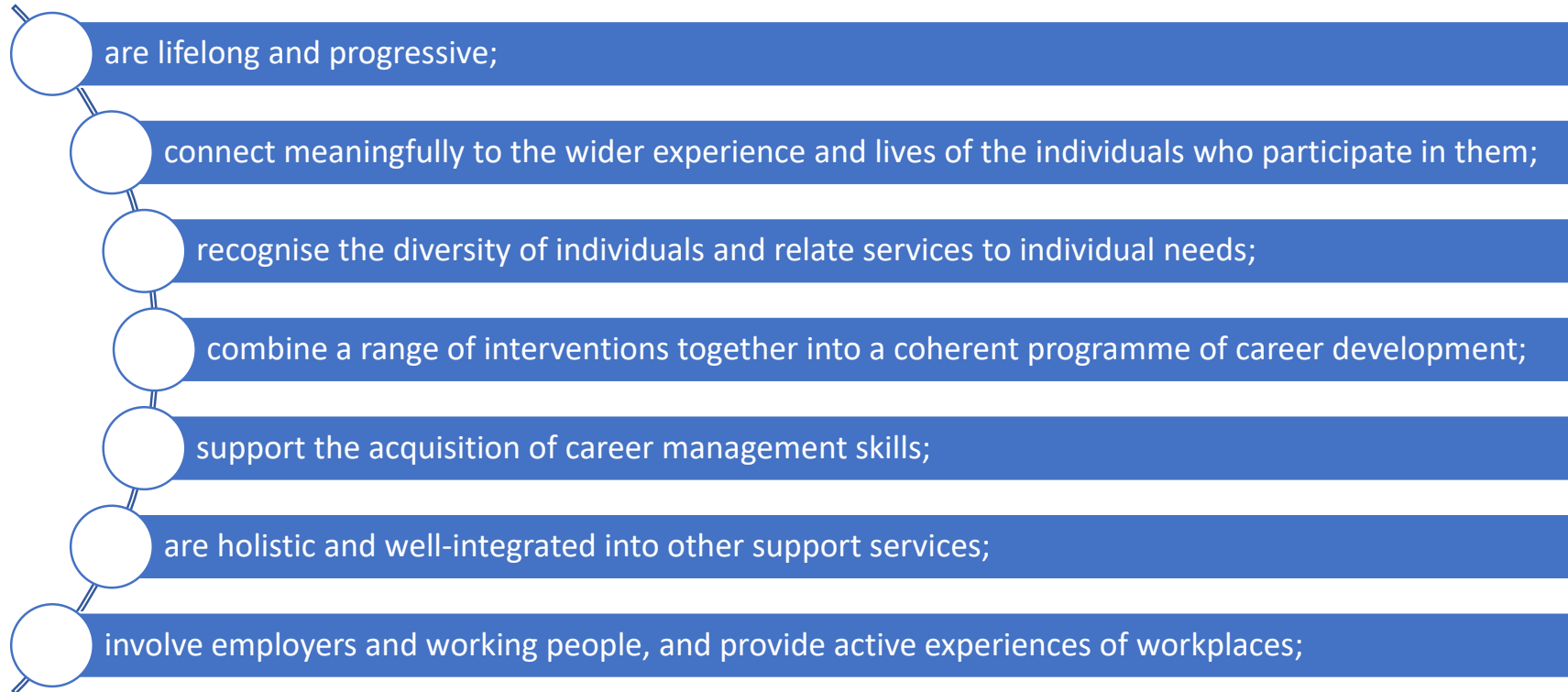
6 international case studies

Access to Skills Development Scotland's data, networks and documents

Feedback and review of drafts by key stakeholders

We have reviewed all this data together to develop our 'map' of the Scottish system. We have also sought to develop an estimate about the overall size and cost of the Scottish system.

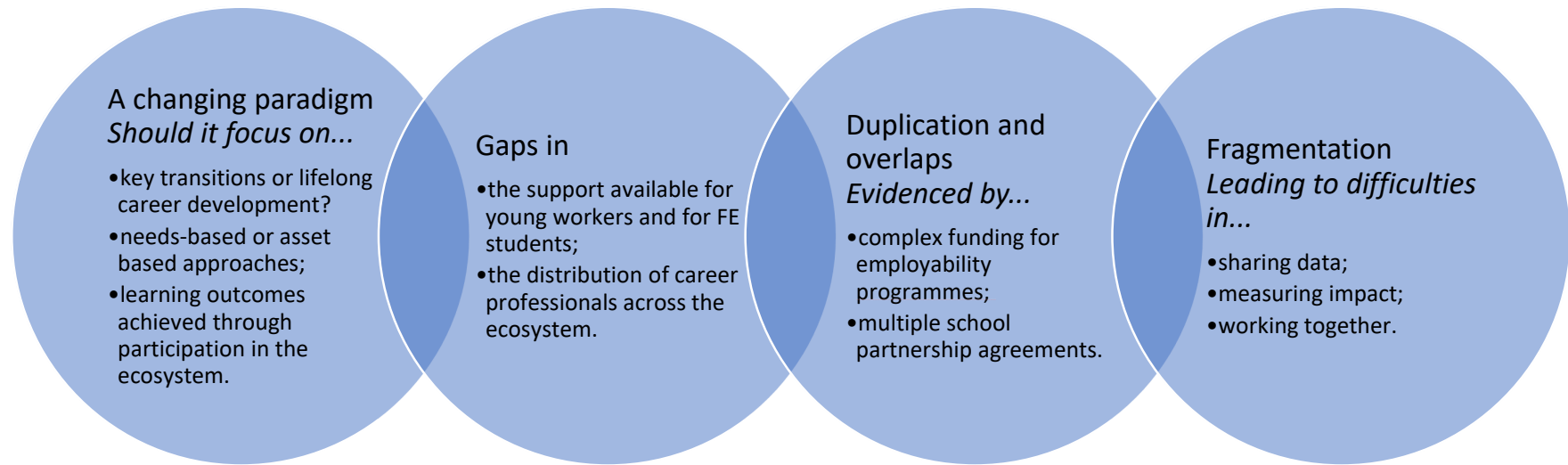
International evidence tells us that countries' career ecosystems are most effective where they...

- 
- are lifelong and progressive;
 - connect meaningfully to the wider experience and lives of the individuals who participate in them;
 - recognise the diversity of individuals and relate services to individual needs;
 - combine a range of interventions together into a coherent programme of career development;
 - support the acquisition of career management skills;
 - are holistic and well-integrated into other support services;
 - involve employers and working people, and provide active experiences of workplaces;

The career ecosystem in Scotland is...

Comprised of	Delivered by	Funded (c. £240m total public funding or £160 / person under 25) by	To help young people to	But what young people can access depends on...
<p>Information (I)</p> <p>Advice (A)</p> <p>Guidance (G)</p> <p>Education (Ed)</p> <p>Employability programmes (Em)</p> <p>Brokerage (B) and experiential career learning</p>	<p>Skills Development Scotland</p> <p>Developing the Young Workforce partnerships</p> <p>Scottish government national programmes</p> <p>Jobcentre Plus / DWP</p> <p>Local authorities</p> <p>Higher education</p> <p>Further education colleges</p> <p>Schools</p> <p>And a range of other actors including private, public and third sector providers</p>	<p>European Union</p> <p>UK government</p> <p>Scottish government</p> <p>Local government</p> <p>Charities and foundations</p> <p>Educational providers e.g. by allocating some teacher/lecturer time to providing career support</p>	<p>Be well educated, skilled and able to contribute to society</p> <p>Access quality jobs and fair work</p> <p>Get out of poverty by accessing opportunities</p> <p>Contribute to a globally competitive, entrepreneurial, inclusive and sustainable economy;</p> <p>Grow up loved, safe and respected so that they realise their full potential</p>	<p>Their employment status</p> <p>What kind of educational institution they are attending</p> <p>Who they are (demographics)</p> <p>Where they live</p> <p>Whether they are already supported by other public systems</p>

There are a range of challenges for Scotland's career ecosystem, including...



Scotland compares to other countries in the following ways...

Scotland aligns with international practice	Scotland could learn from international practice
Like Scotland, all high functioning career systems are based around publicly funded career services.	Some systems have established more effective permanent structures for managing public funding across multiple government departments.
While none of the international case studies have a fully realised lifelong guidance system, this remains the objective that most, including Scotland, are aiming towards	Some countries have moved further towards guaranteeing universal access to a broader career service offer than is currently the case in Scotland.
All countries employ a similar set of approaches to delivering career services to Scotland. While there are examples of good practice and innovative ways to combine services, the basic pallet of services as set out in the typology in chapter 2 is common to all systems.	Some countries have built a more effective set of structures to foster co-operation and collaboration at an operational level. These include both local and national structures.
A key element of the delivery of career services is the engagement of employers in working closely with the education system to inform young people’s aspiration and understanding of the labour market.	Some countries have built deeper levels of engagement with employers, engaging them at a strategic level as well as at the level of delivery, and taking steps to engage employers in more systematic ways to ensure young people receive a larger volume of diverse experiences with employers, reflecting both local and distant workplaces.
Most countries have made similar investments in the underpinning infrastructure needed for effective career services. These include the provision of digital services, high quality labour market information and a publicly available website.	In addition to the underpinning infrastructure of digital and information services some countries have been able to build stronger public facing infrastructure (such as Finland’s one-stop shops) that help to increase the integration and coherence of career services.
Professionalism is important to all countries, with many seeking to achieve the level of professionalisation that exists in SDS and Scotland’s HE career services.	Some countries are engaged in a project to further increase the level of professionalism in their system and to professionalise a greater proportion of their career service workforce. This has often included revising and updating training and increasing the level of understanding of the career professional’s role.

There are a range of issues that need to be discussed as Scotland develops its career ecosystem...

Scotland offers universal access to career services, but not all access is equal.

Career services are embedded in a wide range of different policies, but policy does not manage them as a national ecosystem.

The overwhelming majority of career services are funded by public money. But there is limited management of this investment.

Multiple stakeholders are involved in the career ecosystem, but there is a need to more clearly define who they are and what their roles should be.

Some elements of the ecosystem listen carefully to the voices of users, but users are rarely asked to comment on the ecosystem as a whole.

There are a range of possible ways forward. Scotland is currently in the 'forest' but it could move to a different ecosystem...



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1. Introduction

In this paper we map career services for young people up to the age of 25 in Scotland to inform the current Scottish Career Review.¹ We describe the overall organisation of career services in the country and explore some of the challenges faced by the current system. . We then compare the current situation in Scotland with a series of international case studies and use this to develop a series of scenarios for the future.

This report draws on extensive new research that we have conducted in Scotland and beyond. This research process has included:

- 22 interviews with informants drawn from across the Scottish career system;²
- 58 published and unpublished documents gathered and reviewed;
- 135 organisations responded to our survey;³
- 6 international case studies;⁴
- access to Skills Development Scotland's data, networks and documents; and
- feedback and review of drafts by key stakeholders.⁵

We have reviewed all of this data together to develop our 'map' of the Scottish system and propose a series of options which offer potential ways forwards. We have also sought to develop an estimate about the overall size and cost of the Scottish systems. The financial analysis, and the assumptions that underpin it, is discussed in more detail in Appendix A. We have supplemented our research in Scotland with a series of international case studies (see Chapter 5 and Appendix B). These have been useful in providing context and suggestive of options for ways forward.

This research feeds into the Career Review which is working to ensure that Scotland's careers services are fit for purpose and to move forward the agenda for the future of career services set out in Scotland's Careers Strategy.⁶ While this report is working at the system level, seeking to understand the organisation of policy, strategy, funding and organisations, other work is being undertaken to collate what is understood about the motivations, aspirations and perceptions of current users of careers services. The findings will be used to help inform the Career Review board and assist the development of an eco-system that is fit for the future.

¹ Skills Development Scotland. (2021). *Career Review*. <https://www.skillsdevelopmentscotland.co.uk/career-review/>

² Including interviews with a representatives from AGCAS, Career Development Institute, Community Justice Scotland, Department of Work and Pensions, Developing the Young Workforce, Falkirk Local Authority, Fife College (prison contracts), Recruit with Conviction, Scottish Government, Scottish Training Federation, Skills Development Scotland (including local and national staff and those involved in delivery, data and policy), Scottish Prison Service, CLD Standards Council and SLAED.

³ Responses break down as follows: 9 primary schools, 36 secondary schools, 14 FE colleges, 12 universities, 3 independent training providers, 4 other education providers, 3 community learning and development providers, 1 private careers provider, 25 charity, NGO and third sector providers, 3 government organisations, 7 local authorities, 14 DYW partnerships, 2 professional associations and 2 employers.

⁴ Covering Austria, Canada (Newfoundland), Estonia, Finland, New Zealand and Singapore.

⁵ Including AGCAS, Colleges Scotland, Education Scotland, Scottish Government, Skills Development Scotland, SLAED and the informants from the international case studies.

⁶ Scottish Government. (2020). *Scotland's careers strategy: moving forward*. <https://www.gov.scot/publications/scotlands-careers-strategy-moving-forward/pages/11/>

Career services and public policy

A wide range of labour market commentators argue that we are engaged in a fourth industrial revolution driven by automation, digitisation and other forms of technological change as well as by globalisation and wider political and economic changes.⁷ Others highlight the impact of climate change, increasing migration, periods of economic instability or political factors such as Brexit on the nature and availability of work.⁸ Recent changes associated with Covid-19 have interacted with longer term trends to produce increased uncertainty about what the future of work and career looks like.⁹ Whatever the future of work looks like, it is clear that individuals will have to deal with continuity, with long-term transformational trends and with sudden and unexpected periods of realignment. In such a situation providing people with forms of support to assist them in managing their career is highly valuable.

Career services support individuals and groups to discover more about work, leisure and learning and to consider their place in the world and plan for their futures.¹⁰ Career services help individuals to make learning choices, to find and keep work and then to manage their working lives as part of their broader lives, balancing work with family life, citizenship and hobbies and pastimes. Because career services are about supporting individuals to manage their educational, social and economic engagement they also contribute to a wide range of public policy goals including supporting the effective functioning of the economy and the labour market and education system and contributing to social mobility, social equity, health and wellbeing, positive environmental behaviour and justice and rehabilitation.¹¹ Helping individuals to understand how to integrate into society, play a positive role, use their talents and achieve success should be a win-win proposition with benefits variously derived by individuals, communities, businesses and national governments.

Many of the benefits associated with career services have been brought into sharper relief by the pandemic. In a situation in which individuals are likely to have more challenging transitions, need to make a greater number of unexpected career transitions and in which the labour market is highly unpredictable, the need to effectively manage your career and to be able to access support where needed, is greater than

⁷ Hooley, T. (2019). Career guidance and the changing world of work: Contesting responsabilising notions of the future. In M.A. Peters, P. Jandrić, & A.J. Means (Eds.) *Education and technological unemployment* (pp. 175-191). Singapore: Springer.

⁸ Goldrick-Kelly, P., Sheridan, E., Walsh, I., & Wilson, L. (2021). *The anatomy of employment in Ireland. How has the structure of the labour market changed from crisis to crisis?*. Dublin: NERI; International Labour Organisation (ILO) (2017). *Global employment trends for youth 2017: Paths to a better working future*. Geneva: International Labour Office; Wadsworth, J. (2018). Off EU go? Brexit, the UK labour market and immigration. *Fiscal Studies*, 39(4), 625-649.

⁹ Anderton, R. Botelho, V., Consolo, A., de Silva, A.D., Foroni, C., Mohr, M., & Vivian, L. (2020). The impact of the COVID-19 pandemic on the euro area labour market. *ECB Economic Bulletin*.

https://www.ecb.europa.eu/pub/economic-bulletin/articles/2021/html/ecb.ebart202008_02~bc749d90e7.en.html

Hooley, T. (2020). A global pandemic and its aftermath: The way forward for career guidance. [Keynote address]. *Austrian Euroguidance conference*, 12th November. <http://hdl.handle.net/10545/625540>; International Labour Organization. (2020). *ILO monitor. Covid-19 and the world of work*, 6.

https://www.ilo.org/wcmsp5/groups/public/@dgreports/@dcomm/documents/briefingnote/wcms_755910.pdf

¹⁰ Hooley, T., Sultana, R.G. & Thomsen, R. (2018). *Career guidance for social justice*. London: Routledge.

¹¹ Robertson, P. (2020). Public policy for career guidance: Imagining a more ambitious agenda. *Career guidance for social justice*. <https://careerguidancesocialjustice.wordpress.com/2020/11/24/public-policy-for-career-guidance-imagining-a-more-ambitious-agenda/>

ever.¹² As a result many countries around the world have been investing in their career services and seeking to develop services in the light of the challenges presented by the pandemic.¹³

Despite its clear value, the delivery of career services is often beset with problems. Their lifelong and transversal nature (helping people to move from one stage of life to the next), means that their funding, delivery and governance are often fragmented. Their capacity to contribute to multiple policy aims, means that they are often of interest to multiple government departments, agencies and stakeholders.¹⁴ In practice it is common for career services to be funded and delivered as part of education policy (with additional variations within vocational education and higher education) and employment policy as well further services existing in other policy domains. Given the complexity of this policy and delivery landscape international policy guidance from the European Lifelong Guidance Policy Network has concluded that in order to maximise the effectiveness of career services, governments need to develop a lifelong, cross-governmental strategy and strong mechanisms for co-operation and co-ordination.¹⁵

Evidence for effective system design

The evidence base that underpins the development and delivery of careers services continues to grow and strengthen. The evidence on the impact of different types of career intervention is growing alongside the certainty that the most effective provision combines multiple and varied interventions into a coherent programme.¹⁶ Recent evidence has particularly emphasised the importance of forms of experiential career learning where young people learn by seeing and doing and have the opportunity to directly engage with employers and other key stakeholders.¹⁷ Evidence suggests that key principles that underpin this experiential employer engagement approach include recognising that:

- the volume of activity matters with, broadly speaking, the more activity the better;
- that young people are good at identifying what is useful and so it is important to listen to their insights;
- provision should start early and continue throughout life; and

¹² Hooley, T. (2020). *A global pandemic and its aftermath: The way forward for career guidance*. Keynote lecture to the Austrian Euroguidance conference, 12th November 2020.

<https://epale.ec.europa.eu/en/blog/global-pandemic-and-its-aftermath-way-forward-career-guidance?fbclid=IwAR39NGKjPEdsVg8pbys6HO29Ua-tYpFxOpSbSH85J8TGjUnlL69Nr1iOh8k>.

¹³ Cedefop; European Commission, ETF, ICCDPP, ILO, OECD & UNESCO (2020). *Career guidance policy and practice in the pandemic: results of a joint international survey – June to August 2020*. Luxembourg: Publications Office of the European Union. <https://www.cedefop.europa.eu/en/publications-and-resources/publications/4193>

¹⁴ McCarthy, J. & Hooley, T. (2015). *Integrated policies: Creating systems that work*. Adel, IA: Kuder.

¹⁵ European Lifelong Guidance Policy Network (2012). *Lifelong guidance policy development: A European resource kit*. Jyväskylä, Finland: ELGPN.

¹⁶ The Careers & Enterprise Company's publication in support of the Gatsby Benchmarks which are presented at <https://www.careersandenterprise.co.uk/our-research/21> provide a detailed introduction to this evidence base.

¹⁷ Musset, P., & Kurekova, L. M. (2018). *Working it out: Career guidance and employer engagement*. Paris: OECD.

- that young people need to be prepared for and encouraged to reflect on their experiences by teachers, trainers and careers professionals through a wider programme of career learning.¹⁸

Where interventions are delivered effectively there is good evidence that they can lead to a variety of benefits for individuals including success in the education system, successful transitions to the workplace, sustained employment and access to decent work and increased lifetime earning potential.¹⁹ There is also evidence that proactively designed interventions can compensate for social inequalities and support social justice²⁰ and that in a period of labour market turbulence, such as that anticipated in the aftermath of Covid-19, effective career services can minimise inequalities and prepare young people to navigate a challenging transition to work.²¹

The evidence on the organisation of national policy systems is less established than that focusing on the design of interventions, but also growing. Evidence suggests that effective systems are organised on a lifelong basis with attention given to the development of individuals' capability to manage their own career (career management skills²²), and ensuring broad access for citizens. Effective systems also gather and use evidence and, of particular importance to this project, establish strong mechanisms to ensure co-ordination and collaboration across the system.²³ An international meeting of policy makers and experts in 2019 echoed many of these themes and additionally stressed that effective services need to attend to a changing context for their delivery and develop innovative new delivery approaches in response to this. The need to improve access to services, was also noted alongside the importance of integrating career

¹⁸ Education & Employers. (2019). *The case for employer engagement in state schools*. <https://www.educationandemployers.org/wp-content/uploads/2019/04/Research-summary-website-version.pdf>

¹⁹ Hughes, D., Mann, A., Barnes, S. A., Baldauf, B., & McKeown, R. (2016). *Careers education: International literature review*. Coventry: Warwick Institute for Employer Research and Education and Employers Research; Kashefpakdel, E. T., & Percy, C. (2017). Career education that works: An economic analysis using the British Cohort Study. *Journal of Education and Work*, 30(3), 217-234.

<https://doi.org/10.1080/13639080.2016.1177636>; Kashefpakdel, E., Rehill, J., & Schleicher, M. (2018). What impact can employer engagement have on student attitudes towards school and their academic achievement?: An analysis of OECD PISA data. In A. Mann, P. Huddleston, E. Kashefpakdel (Eds.) *Essays on employer engagement in education* (pp. 171-185). London: Routledge.

²⁰ Mann, A., Kashefpakdel, E., & Percy, C. (2018). Socialised social capital?: The capacity of schools to use careers provision to compensate for social capital deficiencies among teenagers. In A. Mann, P. Huddleston, E. Kashefpakdel (Eds.) *Essays on employer engagement in education* (pp. 68-83). London: Routledge; Percy, C., & Kashefpakdel, E. (2018). Social advantage, access to employers and the role of schools in modern British education. In T. Hooley, R.G. Sultana, & R. Thomsen (Eds.), *Career guidance for emancipation* (pp. 148-165). London: Routledge.

²¹ Mann, A., Denis, V. & Percy, C. (2020). *How schools can better prepare young people for working life in the era of COVID-19*. Paris: OECD.

²² The term 'career management skills' is widely used in policy literature relating to career services. Scotland's career management skills framework is one example of this, but there are other ways to design and organise career management skills. See Sultana, R. G. (2012). Learning career management skills in Europe: a critical review. *Journal of Education and work*, 25(2), 225-248. <https://doi.org/10.1080/13639080.2010.547846>

²³ European Lifelong Guidance Policy Network (2012). *Lifelong guidance policy development: A European resource kit*. Jyväskylä, Finland: ELGPN; Hooley, T., Neary, S., Morris, M and Mackay, S. (2015). *Effective policy frameworks for the organisation of career guidance services A review of the literature*. London and Derby: SQW and International Centre for Guidance Studies, University of Derby.

services into society by connecting them into relevant policy, public service and community systems.²⁴ A key element of this is developing effective mechanisms for co-operation and co-ordination.

A publication from the European Lifelong Guidance Policy Network, sets out ten evidence-based principles that should underpin national career systems.²⁵ This argues that career services are most effective where they:

1. are lifelong and progressive;
2. connect meaningfully to the wider experience and lives of the individuals who participate in them;
3. recognise the diversity of individuals and relate services to individual needs;
4. combine a range of interventions together into a coherent programme of career development;
5. support the acquisition of career management skills;
6. are holistic and well-integrated into other support services;
7. involve employers and working people, and provide active experiences of workplaces;
8. are delivered by trained professionals;
9. draw on good-quality, accurate and up to date career information; and
10. are quality assured and evaluated to ensure their effectiveness and support continuous improvement.

Underpinning these principles is a recognition that career services are seeking to foster learning amongst their students and clients through forms of information provision and experiential and reflective learning, equipping them with the knowledge and skills that they need for life and connecting them to learning opportunities and to the labour market. Doing this effectively requires sufficient resourcing, professional expertise and attention to the effective operation of the system, including its interaction with other policy systems (education, welfare, housing and so on).

The OECD has provisionally identified a set of teenage career readiness indicators, pointing towards certain activities, attitudes, and behaviours which can be promoted by educators and integrated into career guidance provision. The indicators have been related to more successful early labour market transitions in large scale datasets across multiple countries, with a live programme of research in 2021 investigating them further.²⁶ While still under development during 2021/22, the current draft indicators as tailored to age 14-16 are:

A. Thinking about the future?

1. Career certainty – ability to name a job expected to do at 30
2. Career ambition – plans for going to university or work as manager/professional
3. Career alignment - planning for the education needed for job goal
4. Instrumental motivation – being able to connect learning with employment outcomes

²⁴ International Centre for Career Development and Public Policy (ICCDPP). (2019). *Communiqué 2019 – Leading career development services into an uncertain future: Ensuring access, integration and innovation.* <https://www.kompetansenorge.no/iccdpp2019/key-outcomes/Communique-2019/>

²⁵ Hooley, T. (2014). *The evidence base on lifelong guidance.* Jyväskylä, Finland: European Lifelong Guidance Policy Network.

²⁶ Mann, A., Denis, V. & Percy, C. (2020). *How schools can better prepare young people for working life in the era of COVID-19.* Paris: OECD.

5. Career concentration – interest in/consideration of less popular career aspirations or having multiple and alternative career ideas beyond any highly popular choice relative to the projected demand for that job (e.g. beyond the top 10 popular choices for that young person’s peer group)

B. Exploring the future?

1. Career conversations with adults (e.g. about a job or pathway of interest)
2. Occupational exploration (e.g. through VET programmes within general education)
3. Career development activities (e.g. career talks, workplace visits, career counsellors)

C. Experiencing the future?

1. Teenage employment (e.g. part-time working alongside full-time education, holiday jobs)
2. Student internship (e.g. work placements as part of full-time education)
3. Teenage volunteering alongside full-time education

2. Defining career services

A key decision at the start of this project was how career services should be defined. The terminology of ‘career information, advice and guidance’ is in common usage in some parts of Scotland’s career system, but other organisations involved in providing very similar services use different language and do not recognise this typology of provision.

A key distinction that emerged in this project was between organisations using the language of ‘careers’ (broadly focused on the education system) and those using the language of employability (broadly focused around activities addressing youth unemployment), although both of these terminologies are employed across the system, with higher education being a particularly good example of where both terminologies are used regularly.

We were keen to avoid defining careers services in a way that missed activities that were happening in parts of the system with different traditions. Consequently, we wanted to use a definition that provided a consistent approach based on different types of activities and interventions. The ELGPN definition was advanced as a starting point that could provide clarity about what constituted career services.²⁷ Through conversations with Skills Development Scotland (SDS) and stakeholders this was iterated into the following definition.

This project is interested in career information, advice and guidance (CIAG) and associated career development services including career education, employability programmes and employer brokerage for the purpose of career support. This encompasses a range of activities that support young people (under the age of 25) to identify their capacities, competences and interests, to make educational, training and occupational decisions and to manage their individual life paths in learning, work and other settings in which these capacities and competences are learned and/or used.

From this definition we were able to propose a more detailed typology of provision that were interested in exploring across Scotland. This typology is set out in figure 2.1.

²⁷ Jackson, C. (2014). *Lifelong guidance policy development: Glossary*. University of Jyväskylä, Finland.

Figure 2.1: Typology of career service provision

Information (I)	providing career and labour market information
	providing information about further and higher education
	career assessments and tests
Advice (A)	employment, job search and career advice (provided by someone other than a qualified careers professional)
Guidance (G)	career counselling / one-to-one career guidance (with a qualified careers professional)
Education (Ed)	delivering career education as part of the curriculum either as a discrete subject or embedded in wider subject provision. Such learning can be both classroom based and more experiential e.g. through games, simulations and field trips
Employability programmes (Em)	providing employability programmes and training to support individuals to develop their capacity to make transitions and manage their career. These programmes will often involve employer engagement and experiential learning opportunities.
Brokerage (B) and experiential career learning	organising employer encounters such as talks and career fairs
	brokering mentoring relationships between young people and employers
	co-ordinating work experience and career-related volunteering

This typology describes what we are including in the mapping of Scotland’s career services. It also importantly describes what is not included. Much of what is excluded is obvious, for example we would not include the aspects of general education that are focused on academic learning (e.g. learning mathematics), youth work, social work or the administration of the criminal justice system within our definition. However, as we will explore in this report, in many cases these services have some career services embedded within them, which we will try to capture.

There are two grey areas that we have excluded which we think that it is useful to explicitly set out. Firstly, many employability programmes include forms of pre-vocational training which we would consider as a part of careers services. This might include the development of inter-personal skills, confidence and awareness of the labour market. However, it is common for programmes developing these kinds of career management and employability skills to cross-over into the development of vocational skills, which we would not include within our definition of career services. Putting it simply, learning about work and career is in, but training to be a plumber, computer programmer or doctor is out. Inevitably most vocational programmes have some career learning embedded within them, which we have tried to capture as much as possible.

Secondly, some employment support programmes are focused on the development of an intermediate labour market which moves participants back into work. In these cases, most of the funding is typically devoted to salary subsidies and hiring incentives. While these activities are an extremely valuable element of active labour market policy, we argue that they are not careers services.²⁸ However, once again, in some cases such programmes have elements of careers services built into them.

²⁸ Finn, D. (2003). *Intermediate labour markets in Britain and an international review of transitional employment programmes*. <https://researchportal.port.ac.uk/portal/files/121273/14.PDF>; Mestan, K.; Scutella, R. (2007). *Investing in people: intermediate labour markets as pathways to employment*. Fitzroy, Victoria: Brotherhood of St Laurence.

As this discussion shows, definitional questions have preoccupied us during this project. The project has taken a broad definition of career services encompassing programmes and activities where those involved in delivering them, may not conceive of what they are doing as 'career services', but may use alternative terminology. Because of this it has been important to develop an objective definition of what is in scope of the review. The above definition and typology have been used to guide research questions and analytical decision about what activities to include as career services, and critically about what other activities include substantial elements of career services, even though this is not their primary purpose. Where possible we have tried to recognise career services where they exist as both discrete and easily identifiable public services (like Skills Development Scotland), as departments within institutions with a broader focus (as in higher education) and as embedded activities which are entwined with other related services (for example in vocational programmes where career services are often embedded alongside elements of vocational training).

3. Career service provision in Scotland

Scotland has been recognised as having a world class career guidance system that is often held up as an exemplar to other countries.²⁹ Key to its strength has been the role played by Skills Development Scotland (SDS) as simultaneously a national, all-age career service delivery agency and a strategic skills body, providing support for the wider education and employment system and influencing provision beyond its own staffing. SDS is involved in an ongoing process of evolution to address the changing context and system. The current Career Review will make recommendations for the development of SDS as well as the wider career ecosystem. Recent work by Scottish Government suggests that there is a need to improve the coherence of career guidance delivery in Scotland.³⁰ The need to align careers provision in school, colleges and HE is also identified in the *Learner Journey Review*, which argues for greater coherence in career service provision and the enhancement of online information for learners and parents..³¹

The publication of Scotland's new career strategy creates an opportunity to address some of these issues of fragmentation.³² The strategy describes some of the problems in the current system with different users accessing different career services and being entitled to different levels and kinds of support. As learners move through school, further education, apprenticeships, higher education and into work or unemployment they repeatedly encounter different career providers and can access different kinds of services. The argument is made in the strategy that there is a need for a clear universal entitlement and a greater visibility of career provision. The strategy emphasises the need for greater co-ordination including through data-sharing and referral and seeks to create a 'seamless learner journey'.

This chapter sets out the key policies that inform career service provision in Scotland, the key funding streams that underpin these activities and the key sectors and organisations involved in delivery.

Policies

Over recent years Scotland has developed a wide range of policies that either address career service provision, allude to it or have implications for it. In figure 3.1 we set out the key policies and documents that participants identified as framing career services in Scotland.

²⁹ Hooley, T. (2019). *International approaches to quality in career guidance*. Oslo: Skills Norway.
<https://www.kompetansenorge.no/globalassets/karriere/international-approaches-to-quality-in-career-guidance.pdf>

³⁰ Scottish Government. (2020). *Young person guarantee. No-one left behind*.
<https://www.gov.scot/binaries/content/documents/govscot/publications/strategy-plan/2020/09/youth-guarantee-no-one-left-behind-initial-report2/documents/young-person-guarantee-no-one-left-behind-initial-report/young-person-guarantee-no-one-left-behind-initial-report/govscot:document/young-person-guarantee-no-one-left-behind-initial-report.pdf>

³¹ Scottish Government. (2018). *The 15-24 learner journey review*. Edinburgh: Scottish Government.

³² Scottish Government. (2020). *Scotland's careers strategy. Moving forwards*. Edinburgh: Scottish Government.

Figure 3.1. Key policies and documents framing the delivery of career services in Scotland

Policy	Year	Organisation	Focus	Key implications
Plan for Jobs ³³	2020	UK government / DWP	UK government's response to unemployment in the context of the pandemic	Increasing the provision of career and employability services delivered through Jobcentre Plus
Scotland's career strategy	2020	Scottish Government	Improving the operation of the career system	Outlining the need to increase the coherence of the Scottish career system.
Young person guarantee	2020	Scottish Government	Addressing unemployment and inequality amongst young people	Establishing a need to increase the consistency and coherence of delivery of career services in Scotland.
Community Learning and Development Guidance ³⁴	2020	Scottish Government	Supporting Community Learning and Development in Scotland	Establishing a priority on supporting employability and creating local wealth for local CLD plans
Refreshed Curriculum for Excellence narrative ³⁵	2019	Education Scotland	Building on the Curriculum for Excellence and re-energising it for a new decade.	Providing the context against which all career education activities in schools will be delivered.
Parental employability support fund	2019	Scottish Government	Funding for projects supporting low-income parents to access and progress in work	Providing additional resource for bespoke projects around employability support and access to training. This is part of the Tackling Child Poverty Action Plan
Workplace equality fund	2019	Scottish Government	Funding for projects to improve workplace practices, fair work and equality of opportunity	Recognising the need to improve practices, including recruitment and progression, within the workplace, which can intersect with career provision at the edges
No one left behind ³⁶	2018	Scottish Government	Integration and alignment of employability support services to deliver a person-centred, responsive and joined up employability system with equality and fair work at the centre.	Highlighting the need for greater integration of employability support and effective referral to congruent services (health and mental health, housing and criminal justice)

³³ UK Government. (2020). *Plan for jobs*. <https://www.gov.uk/government/topical-events/plan-for-jobs>

³⁵ Education Scotland. (2021). *Resources to support the Refreshed Curriculum for Excellence narrative*. <https://education.gov.scot/improvement/learning-resources/resources-to-support-the-refreshed-curriculum-for-excellence-narrative/>. See also Scotland's Curriculum for Excellence <https://scotlandscurriculum.scot/>.

³⁶ Scottish Government. (2018). *No one left behind*. Edinburgh: Scottish Government.

Policy	Year	Organisation	Focus	Key implications
The 15-24 learner journey review	2018	Scottish Government	Making transition in the education system work better.	Outlining a need to improve the ability of career services to support learners in navigating around the education system.
Every child, every chance³⁷	2018	Scottish Government	Reducing child poverty.	Increasing career support for parents.
A fairer Scotland for disabled people: Employment action plan³⁸	2018	Scottish Government	Improving employment opportunities for disabled people.	Outlining a requirement to review the career strategy and improve career services for disabled people.
Scotland's labour market strategy³⁹	2016	Scottish Government	Setting about the overall approach to building a thriving and inclusive labour market.	Endorsing Skills Development Scotland as Scotland's strategic skills and careers organisation and emphasising the importance of career services to Scotland's labour market.
Community Justice (Scotland) Act 2016	2016	Scottish Government	Act of Parliament covering Community Justice	Establishing Skills Development Scotland as a statutory partner for community justice
Guidance for local partners in the new model for community justice⁴⁰	2016	Scottish Government	Guidance for community justice partners, following the Community Justice (Scotland) Act 2016	Establishing employability as a key focus of Community Justice Partnerships, and providing additional guidance
Career education standard⁴¹	2015	Education Scotland	Part of the DYW initiative, clarifying what career education should be available in schools.	Providing a framework for career education in schools, outlining expectations for key partners including employers, schools and SDS
Work placements standard⁴²	2015	Education Scotland	Part of the DYW initiative, improving quality in the provision of work placements to school pupils	Establishing roles of DYW Regional Groups, employers, and schools /local authorities in management of work placement

³⁷ Scottish Government. (2018). *Every child, every chance: tackling child poverty delivery plan 2018-2022*. <https://www.gov.scot/publications/child-chance-tackling-child-poverty-delivery-plan-2018-22/pages/3/>

³⁸ Scottish Government. (2018). *A fairer Scotland for disabled people: employment action plan*. <https://www.gov.scot/publications/fairer-scotland-disabled-people-employment-action-plan/pages/3/>

³⁹ Scottish Government. (2016). *Scotland's labour market strategy*. Edinburgh: Scottish Government.

⁴⁰ Scottish Government. (2016). *Guidance for local partners in the new model for community justice*. <https://www.gov.scot/publications/guidance-local-partners-new-model-community-justice/>

⁴¹ Education Scotland. (2015). *Developing the young workforce: Career education standard (3-18)*. Livingstone: Education Scotland. <https://education.gov.scot/Documents/dyw2-career-education-standard-0915.pdf>

⁴² Education Scotland. (2015). *Developing the young workforce: Work placement standard*. Livingstone: Education Scotland. https://education.gov.scot/media/zkklqepi/dyw_workplacementstandard0915.pdf

Policy	Year	Organisation	Focus	Key implications
School / employer partnerships⁴³	2015	Education Scotland	Part of the DYW initiative, strengthening processes around development of school employer partnerships	Establishing the role of schools, local authorities, employers and DYW Regional Groups in management of school employer partnerships
Community Empowerment (Scotland) Act 2015	2015	Scottish Government	Act of Parliament covering community empowerment	Creating a legislative requirement for community planning, and for community planning to address socio-economic disadvantage
Community Planning Guidance⁴⁴	n.d.	Scottish Government	Outlining principles of community planning and support for effective planning	Providing support with community planning related to addressing socioeconomic disadvantage
Developing the young workforce⁴⁵	2014	Scottish Government	Improving youth employment and skills alignment with employer needs	Establishing DYW partnerships to deliver employer engagement with schools.
European Social Fund operational programme for Scotland 2014-2020⁴⁶	2014	European Union / Scottish Government	Increasing employment and reducing poverty through employment and employability initiatives	Establishing “employability pipelines” in local authority areas and a youth employment initiative in South West Scotland
National Youth Work Strategy	2014	Education Scotland / Scottish Government	Supporting delivery of Youth Work in Scotland.	Recognising the role of the CLD sector in supporting young people to prepare for employment
Curriculum for Excellence	2009	Scottish Government	Overarching framework for the Scottish curriculum.	Building the Curriculum 4 sets out key implications for career services. ⁴⁷
Workforce plus⁴⁸	2006	Scottish Government	Increasing the coherences of welfare to work system in Scotland	Creating Local Employability Partnerships which provide local coordination of career and employability services.

⁴³ Education Scotland. (2015). *Developing the young workforce: School / employer partnerships*. Livingstone: Education Scotland.

https://education.gov.scot/Documents/DYW_GuidanceforSchoolEmployerPartnerships0915.pdf

⁴⁴ Scottish Government. (n.d.) Community planning. <https://www.gov.scot/policies/improving-public-services/community-planning/>

⁴⁵ Scottish Government. (2014). *Developing the young workforce: Scotland's youth employment strategy*. <https://www.gov.scot/publications/developing-young-workforce-scotlands-youth-employment-strategy/>

⁴⁶ European Social Fund. (2014). *Commission adopts ESF operational programme for Scotland*. <https://ec.europa.eu/esf/main.jsp?catId=67&langId=en&newsId=8501>;

Scottish Government. (2020). *European Structural and Investment Funds: operational programmes 2014-2020*. <https://www.gov.scot/publications/esif-operational-programmes-2014-2020/>

⁴⁷ Scottish Government. (2009). *Curriculum for Excellence. Building the curriculum 4: Skills for learning, skills for life and skills for work*.

<https://education.gov.scot/media/tcnk33qn/btc4.pdf>

⁴⁸ Scottish Executive. (2006). *Workforce plus. An employability framework for Scotland*. Edinburgh: Scottish Executive.

Policy	Year	Organisation	Focus	Key implications
Framework for Local Employability Partnerships⁴⁹	n.d	Scottish Government	Outlining framework for Local Employability Partnerships	Establishing employability partners and objectives of employability partnerships.

⁴⁹ Local employability partnership framework available from http://www.employabilityinscotland.com/media/1242559/local_employability_partnership_framework__including_delivery_of_young_person_s_guarantee_.pdf

We heard from many participants that the complexity of the policy landscape can be overwhelming at times. There are two main issues that emerged.

- **Layering.** Career policy in Scotland is being developed on an ongoing basis with new reviews, initiatives and policies emerging all the time. Often new initiatives emerge before older ones are complete and overlap with them in aims and delivery approach. This leads to a complex delivery landscape and contributes to issues of fragmentation and duplication.
- **Competing agendas.** Career policy in Scotland is simultaneously the concern of UK government, Scottish Government and local government. It is also the concern of education and employment ministers as well as ministers in other areas. The fact that there are both multiple jurisdictional levels and multiple government departments seeking to develop career services, and that there is no clear structure for the management of these competing agendas, adds further complexity.

It is also noticeable that the issue of the fragmentation of services and the requirement for their greater integration comes up repeatedly across many of these policy documents.

To some extent the issues of layering and competing agendas are inevitable given the wide policy relevance of career services that we have discussed already. Scotland has defined a National Performance Framework which sets out its key policy aims.⁵⁰ Arguably careers services can be viewed as making a contribution to many of these outcomes, but with a particularly strong connection to those which address education, skills, work and employment and entrepreneurialism and self-employment. We found evidence of career services contributing to a wide range of the aims identified by Scottish Government as national priorities. Providers reported that they were delivering career services to support young people to meet the policy aims set out in figure 3.2.

Figure 3.2. Policy aims drawn from Scotland’s National Performance Framework

- A. be well educated, skilled and able to contribute to society;
- B. access quality jobs and fair work;
- C. get out of poverty by accessing opportunities;
- D. have thriving and innovative businesses;
- E. contribute to a globally competitive, entrepreneurial, inclusive and sustainable economy;
- F. grow up loved, safe and respected so that they realise their full potential
- G. live free from discrimination;
- H. live in communities that are inclusive, empowered, resilient and safe;
- I. be creative and express and enjoy their vibrant and diverse cultures;
- J. value, enjoy, protect and enhance their environment; and
- K. contribute to the creation of a society where opportunities, wealth and power are shared more equally.

Different career providers in different sectors emphasised different policy aims as being more or less relevant to them. Figure 3.3 shows which of the policy aims were emphasised by the main components of the Scottish career system. But the key finding here is that career services actively address and respond to a wide range of policy aims. Of the nine aims listed in figure 3.2, six were identified as being

⁵⁰ Scottish Government. (2021). *National Performance Framework*. <https://nationalperformance.gov.scot/>

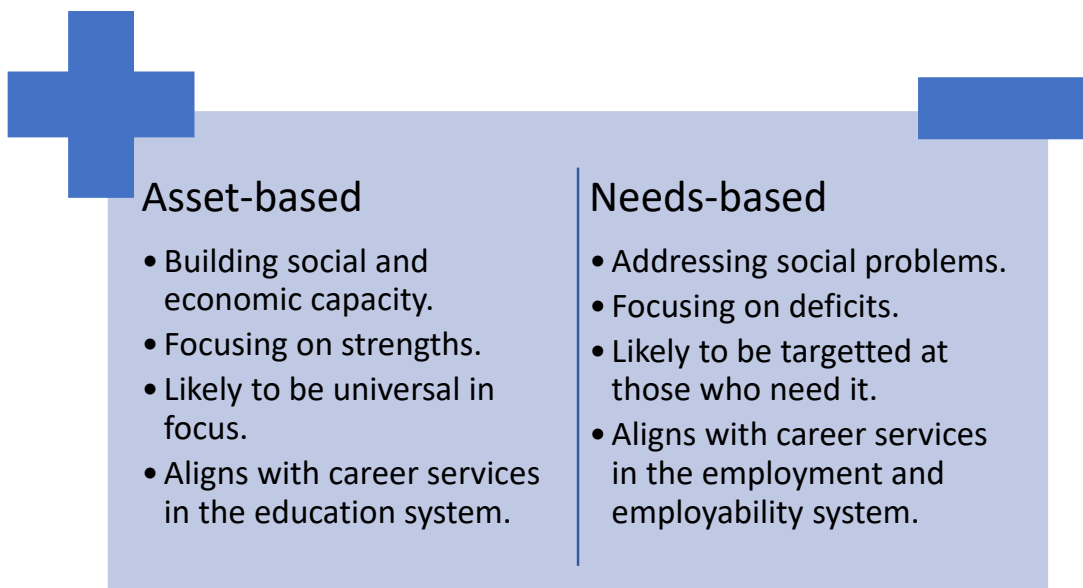
particularly important by the majority of respondents to the survey in each area or were strongly emphasised in interview. The aims related to (A) education, (B) jobs, (C) poverty, (D) business, (E) the economy and (F) young people’s potential were identified as the most important foci.

Figure 3.3. The main policy foci of the key components of the Scottish career system (categories drawn from figure 3.2)

	A. Education	B. Jobs	C. Poverty	D. Business	E. Economy	F. Potential
Skills Development Scotland	■	■	■		■	■
Developing the Young Workforce	■	■			■	
Scottish Government programmes	■	■	■		■	■
Jobcentre Plus / DWP		■	■			
Local authorities	■	■	■		■	
Higher education	■	■		■	■	
Further education	■	■			■	
Schools	■	■				■

These different policy aims suggest two different approaches that underpin career services. Drawing terminology from community development, we can view some policies as focusing on assets whilst others focus on needs.⁵¹

Figure 3.4. Asset- and needs-based approaches



⁵¹ Nel, H. (2018). A comparison between the asset-oriented and needs-based community development approaches in terms of systems changes, practice. *Social Work in Action*, 30(1), 33-52. <https://doi.org/10.1080/09503153.2017.1360474>

In practice much delivery of career services may address both assets and needs, with specific young people targeted (needs-based), but then encouraged to focus on their strengths and to develop their capacity to contribute to society (asset-based). But, the different strands of policy tend to focus on one of these approaches and this in turn frames the kinds of approaches that are used in practice to meet the policy requirements. For example, Fair Start Scotland is a strongly targeted programme which focused on unemployed young people. Access to the programme, and the underlying policy rationale could be seen as strongly needs-based. But participants are advised that when they engage with the programme they will be encouraged to talk about ‘what your strengths are, your interests and your skills and abilities’ reflecting a more asset based approach to delivery, alongside discussion of ‘challenges, health issues or concerns’.⁵²

Funding

Career services in Scotland are largely publicly funded albeit through a wide range of different funding mechanisms associated with different levels and elements of government. In the next chapter we will explore the funding of key elements of the system in greater detail.

Key funding sources currently in evidence in the Scottish career system include the following.

- European Union (e.g. €940 million came from European funds between 2014-2020 with half spent on youth employment / employment⁵³)
- UK government (e.g. through DWP funds)
- Scottish Government (e.g. the £70 million *Young person’s guarantee* funding introduced during the Covid-19 pandemic, £20 million for *No one left behind* and £35 million for skills and retraining⁵⁴).
- Local government
- Charities and foundations
- Embedded funding (e.g. higher education institutions funding their career services)

Overall, we estimate that there is between £200-£280 million total public funding for career services in Scotland. The appendix provides a detailed commentary on how we have arrived at these figures and we would emphasise here that many of them are estimates and some of them are particularly volatile from year to year. But, this provides a workable ballpark for thinking about the size of investment in the career system in Scotland.

If we take the mid-point of our estimates (with an overall mid-point for public funding around £240 million per year) we can see that funding is spread through the system as shown in figure 3.5. This implies that Scotland is currently spending an average annual amount of around £160 on every young person

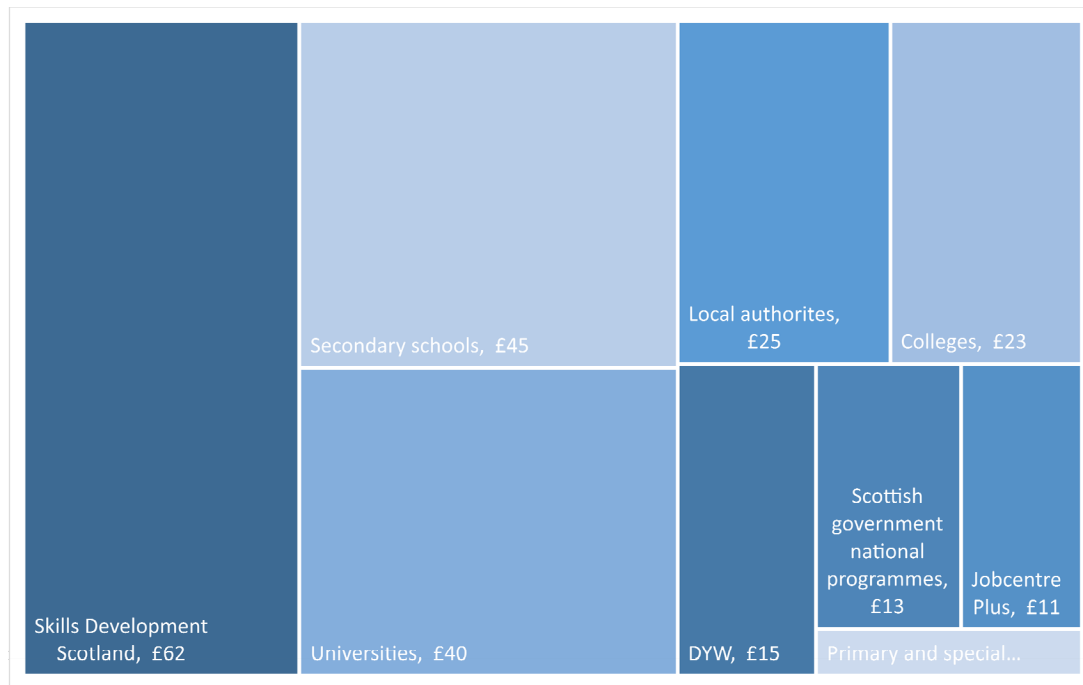
⁵² Start Scotland. (n.d.) What is Fair Start Scotland. <https://www.startscotland.scot/fair-start-scotland>

⁵³ European Union & Scottish Government. (2014). Citizens’ summary: *European Social Fund 2014-2020*. <https://www.gov.scot/binaries/content/documents/govscot/publications/factsheet/2015/07/esf-citizens-summary/documents/european-social-fund-citizens-summary-pdf/european-social-fund-citizens-summary-pdf/govscot%3Adocument/European%2BSocial%2BFund%2B-%2Bcitizens%2527%2Bsummary.pdf>

⁵⁴ Scottish Government. (2021). *Prioritising jobs and skills*. <https://www.gov.scot/news/prioritising-jobs-and-skills/#:~:text=Young%20people%2C%20those%20made%20redundant,million%20from%20the%20Scottish%20Government.&text=%C2%A320%20million%20for%20No,move%20towards%20and%20into%20work>

under 25.⁵⁵ However, the funding is strongly skewed towards older young people. One reasonable estimate would be to assume negligible levels of resource on average between age zero and nine, such that we infer an approximate average of £250 per person is spent on those between age 10 and age 25, including the value of teaching/staff time as well as dedicated career budgets. Within this age range, there are likely to be further significant variations, based on age, type of education institution attended, employment status, geography and other factors.

Figure 3.5. The estimated distribution of public resource for career services in Scotland (£millions)



Beyond the public sector there are three main sources of funding that it is worth discussing.

Firstly, there is some funding available from **charities and foundations**. Much of this funding is used for the public good and often results in the delivery of similar services to those funded from the public purse. Many such funding sources have a strong focus on disadvantage or on particular groups that are of interest to the funder. Such funding is a welcome and useful part of the system although its nature means that it is likely to contribute to the variability of provision in many cases as funding is channelled on the basis of funders' interest rather than on a national assessment of what is needed or where gaps are. Nonetheless, we estimate the overall amount of funding provided by charities and foundations to be relatively low compared to other sources of funding for services, perhaps somewhere around £3 million per year.

It is also important that we do not confuse charitable funding with the delivery of career services by third sector organisations (charities). Many of these organisations will be receiving funding from a variety of sources, with public funding often one of the largest components. The third sector are critical to the

⁵⁵ Using 2021 age band population estimates from the 2018 ONS projections available via <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/datasets/tablea26principalprojectionscotlandpopulationinagegroups>

delivery of career services in Scotland, including those based in Scotland and those providing online services to Scotland from outside the jurisdiction (e.g. the databases and employer-school matching services from Inspiring the Future and Speakers for Schools), but their contribution is distributed across a number of the components described in the Chapter 4. In the next chapter we will highlight which of the components provide funding for delivery rather than deliver services in house. In many cases substantial amounts of this delivery will be undertaken by the third sector with other delivery undertaken by for profit providers (including some independent training providers) as well as local authorities and a range of other providers.

Secondly, there are a range of **career services delivered by employers**. These include outreach activities where employers engage with the wider career system for both recruitment and corporate social responsibility reasons, the provision of internal career support services for employees and outplacement and career transition services often delivered as part of redundancy arrangements (although here there is also some public provision available through the Partnership Action for Continuing Employment programme (PACE)⁵⁶). In addition, there is some similar embedded provision delivered by professional associations, trade union, employer associations and sector bodies. This kind of employer led provision of career services is an important area for further study and was largely beyond the scope of this research.

Thirdly, there is a **private sector in careers provision** through which individuals pay for services and support with their careers. This potentially could take a variety of forms ranging from the purchase of career specific apps through to accessing private career coaching or enrolling in extended personal development programmes. We have been unable to gather much information on the size and the nature of the market for individual pays career services, but everyone we have spoken to estimates that this market is very small and largely confined to relatively high earners and their children.

Provision

Young people (under the age of 25) make up 27% of Scotland's population (a total of 1.5 million children and young people).⁵⁷ Research conducted by Young Scot and SQW highlighted a high, and often unmet, demand for career support amongst young people in Scotland.⁵⁸ It also suggested that there are some inequities in access and take up of careers services in Scotland with disadvantaged young people and those who are not pursuing an academic pathway often finding it more difficult to access services. The Learner Journey Review also highlights the patchiness of access and how dependent it is on the type of institution, if any, that a young person is attending.⁵⁹ This Scottish research is supported by recent UK research from UCAS which suggests that two out of five UK students wished that they had access to more

⁵⁶ Skills Development Scotland. (n.d.). *Redundancy support for people and businesses in Scotland*. <https://www.skillsdevelopmentscotland.co.uk/what-we-do/employability-skills/partnership-action-for-continuing-employment-pace/>

⁵⁷ Using 2021 age band population estimates from the 2018 ONS projections available via <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/datasets/tablea26principalprojectionscotlandpopulationinagegroups>

⁵⁸ Young Scot & SQW. (2017). *Young people's experience of education and training from 15-24 years*. Edinburgh: Scottish Government.

⁵⁹ Scottish Government. (2018). *The 15-24 learner journey review*. Edinburgh: Scottish Government.

support from career services and those that received support were more likely to be satisfied with their HE and FE course choices.⁶⁰

This emphasises the point that career service provision in Scotland is fragmented and complex. An individual young person's ability to access services beyond the universal services provided by Skills Development Scotland (see Chapter 4) will vary radically across Scotland. Key dimensions that will affect what they are able to access include:

- whether they are employed, unemployed or in education;
- what kind of educational institution they are attending (with additional variation within types e.g. different schools or universities are more or less engaged in the provision of career services);
- whether they meet particular demographic or geographical criteria designed to target services towards individuals with particular needs;
- whether they are already supported by other public systems e.g. if they are receiving support from a social worker, claiming benefits or are engaged with the criminal justice system; and
- where they live, with different services being available in different localities.

The criteria for accessing services described above are interpreted in a variety of different ways across the components that make up Scotland's career ecosystem. Each component, and in many cases each organisation within those components, will shape its access requirements in response to funding, regulation, the availability of resources and their rationale for delivering career services. We will explore these in more detail in Chapter 4.

In practice services are delivered by and accessed through the following organisations, programmes and institutions.

- | | |
|--|------------------------------------|
| - Charities and NGOs | - Local authorities |
| - Colleges | - NHS |
| - Community justice provision | - PACE provision for redundancy |
| - Community learning and development partnerships | - Parental employability fund |
| - Developing the Young Workforce partnerships | - Primary schools |
| - Employability Fund | - Prisons |
| - Fair Start Scotland | - Secondary schools |
| - Jobcentre plus and associated DWP programmes (e.g. Job Finding Support and Job entry targeted support) | - Skills Development Scotland |
| | - Training providers |
| | - Universities |
| | - Other higher education providers |

This list highlights some of the challenges in gaining an overview of provision within Scotland's career system. Some of the items in the list above are organisations, others are programmes or funding streams and many overlap and interact with each other. So, a local charity or NGO might be involved in delivering career services on behalf of a local authority and receiving funding from the Employability Fund (currently

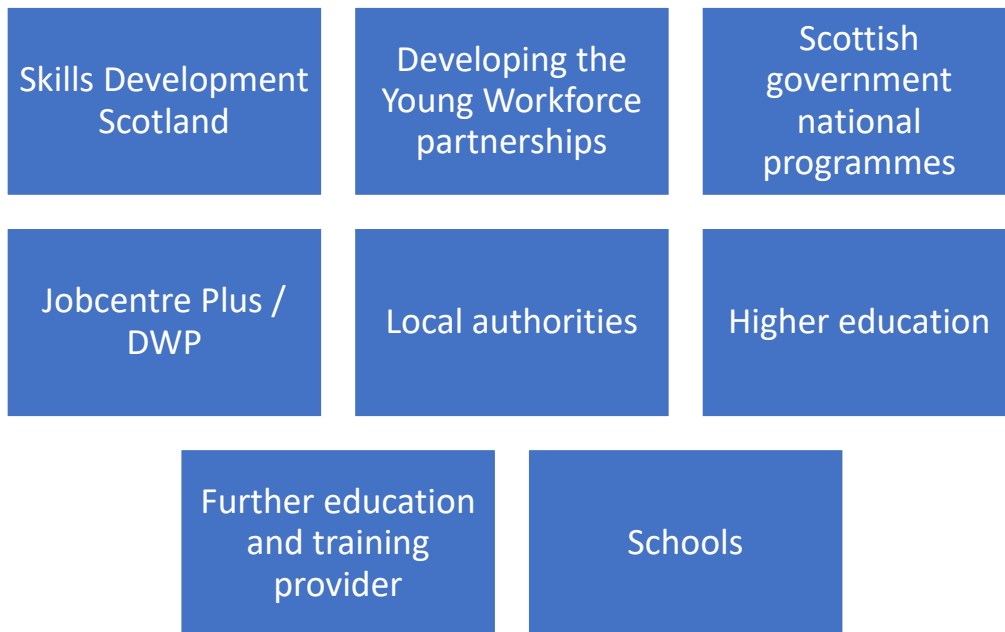
⁶⁰ UCAS. (2021). *Where next? What influences the choices school leavers make?*
<https://www.ucas.com/file/435551/download?token=VUdIDVFh>

managed by SDS), Fair Start Scotland and the Job entry targeted support scheme (managed by DWP) and potentially be involved in other activities. This complexity can make the commissioning of services complex with a lack of clarity for both commissioners and bidding organisations about the scope of the market and some organisations (notably local authorities) simultaneously commissioning and bidding for services.

Within these kinds of quasi market arrangement there are possibilities for extreme levels of fragmentation with providers of services in competition with each other, and with larger national organisations being required to engage with multiple different local authorities and partnerships. On the other hand, where a delivery organisation holds multiple contracts they may be able to join up policies on the ground that appear fragmented at the national level. Both fragmentation and local co-ordination are in evidence in Scotland’s career system. In general, national policy is relatively fragmented with much of the work of creating a joined-up system left to the local level. This inevitably leads to local variations in the level of coherence of career services.

To organise this complex picture we have identified eight components that collectively comprise Scotland’s career system. It is possible to group most of the provision under these eight components and to do it in a way that allows use to separate out overlaps and avoid double counting funding. In some areas this is easier than others, so for example higher education largely exists as a self-contained system, while there are strong links and overlaps between national and local government provision that we have had to analyse carefully to ensure that they are distinct. Figure 3.6 sets out the eight components.

Figure 3.6. The eight components of the Scottish career system



The first three components (SDS, DYW and Scottish Government national programmes) are all ultimately funded by Scottish Government. Some of these programmes have been established as permanent institutions by Scottish Government (e.g. SDS) while others are time limited programmes designed to meet particular needs (e.g. Fair Start Scotland). The Jobcentre is funded by UK government and local authorities are drawing on a mixture of funding sources, with European funding having been an

important source in the past. The final three are education and training providers who have career services embedded within their provision and funding. In addition to the services provided by schools and FE, both components will also draw on support from SDS and DYW. There are also a range of other inter-connections between the components. We will go on to discuss each of these components and their relationship with each other in more detail in the next chapter.

Both the third sector and private providers of career services are important to the delivery of provision across all of these components. In many cases the components outlined above are funding streams rather than organisations, meaning that all delivery is tendered out to be delivered by other organisations. These are typically in the third sector, but also include some private providers and local authorities. Even in a component like schools where most of the delivery is either done by the school, SDS or DYW, some schools will commission third sector or private providers to deliver specialist provision.

Co-operation and co-ordination

In addition to the core delivery of services, Scotland also has some structures to improve co-operation and co-ordination across these different services. As discussed in chapter 1, investment in co-operation and co-ordination of services is critical in part because career services are so frequently serving multiple policy aims, funders and government departments. As we have seen, this kind of fragmentation is clearly an issue in Scotland. Thinking about the design of effective career support systems strongly emphasises the importance of attending to and developing structures that create and maintain quality, enable co-operation, organise funding and simplify access to services for the customer.

There are two primary coordination structures working at different levels. The first is local coordination facilitated through Community Planning Partnerships and Local Employability Partnerships. The requirement on Local Authorities to develop localised plans delivering against key national indicators is a means by which consistency across regions in terms of outcomes is supported, but with flexibility in delivery mechanisms allowed depending on the needs and resources of a local authority area (and smaller localities). Partnerships bring together partners and allow for the planning and delivery of joint projects, as well as for networking and information sharing on a local basis. Data, including the annual participation measures, are important for guiding the process of planning. A typical initiative that emerges from these kinds of partnerships is the creation of local websites and documents outlining the range of services available in the local area.⁶¹

The second is the coordination of specific career and employability activities supported by SDS and DYW. The creation of school employer partnerships (supported by DYW) and partnership agreements between SDS and schools, job centres, colleges and other partners are key coordination mechanisms. Partnership agreements are a means of sharing information, discussing priorities, and identifying activities of different providers (including joint activities). Information sharing in partnership agreements is further reinforced by data sharing between SDS and schools, which allows for individuals with particular needs to be identified, and this is confirmed through the validation process which is undertaken by SDS with schools. The existence of well networked organisations like SDS and the DYW partnerships is important in

⁶¹ Employability in Scotland. (2021). Local employability information.
<http://www.employabilityinscotland.com/partnership/local-employability-support/>

brokering relationships between schools and other stakeholders and creating a structure through which these relationships can be managed.

Skills Development Scotland is also critical in providing an underpinning infrastructure for much of Scotland's career ecosystem. Central to this is the MyWoW website which provides high quality career information and advice to individuals and to all the other components in the system.⁶² SDS data shows that MyWoW is well used, reporting over 2 million users a year. Of these almost 300,000 users are registered with a MyWoW account, most of whom are school pupils who have been introduced to the site through an SDS session in their school. In addition, SDS is critical in the provision of labour market information in useable formats for the rest of the system and in providing some research, evaluation and resource development capability. LMI provided by SDS includes the provision of occupation and training information for individuals through MyWoW as well as more technical information designed to support local economic planning such as the Regional Skills Assessment Data Matrix.⁶³ It is worth noting that MyWoW is not the only source of career information and LMI used by career services in Scotland. In the Higher Education sector, for example, universities often report using their own bespoke resources, and other web-based resources including the prospects and targetjobs websites. Other resources noted in survey responses included resources provided by private organisations, not-for-profit organisations and websites for specific local areas.

We found less evidence for effective coordination systems at a national level. This is about the co-ordination of delivery, but also about how delivery and impact are monitored and measured. SDS activities are reported internally within SDS, and Local Authority and DYW activities are reported back to Scottish Government. A lack of clarity on funding streams, and high diversity in the localised activities of LEPs and others potentially creates a challenge for devising effective forms of national collaboration, but it is still important to note the absence of these collaboration mechanisms.

Jobcentre Plus and the Department for Work and Pensions are in the process of setting up a series of youth hubs across Scotland which bring together DWP services with other career and employability services.⁶⁴ These are designed to provide a 'one-stop shop' for young people seeking to access the labour market, but there is still a lack of clarity about exactly how the youth hubs will work and whether it will overlap with existing SDS provision.⁶⁵

Finally, it is worth mentioning the Regional Improvement Collaboratives (RICs) which bring local authorities together, alongside Education Scotland, to collaborate at a regional level to improve the education system and increase its contribution to equity.⁶⁶ The RICs offer a mid-level coordinating

⁶² MyWoW is available from <https://www.myworldofwork.co.uk/>

⁶³ Skills Development Scotland. (2019). *New data tool offers easy access to Labour Market Information*. <https://www.skillsdevelopmentscotland.co.uk/news-events/2019/august/new-data-tool-offers-easy-access-to-labour-market-information/>

⁶⁴ UK Government. (2021). *Help to find work for Universal Credit claimants aged 18 to 24*. <https://www.gov.uk/guidance/help-to-find-work-for-universal-credit-claimants-aged-18-to-24#dwp-youth-hubs>

⁶⁵ DWP. (n.d.). *DWP youth offer*. http://data.parliament.uk/DepositedPapers/Files/DEP2021-0349/177_Youth_Offer_V1_0.pdf

⁶⁶ Scottish Government. (2018). *Regional Improvement Collaboratives (RICs): Interim review*. Edinburgh: Scottish Government. <https://www.gov.scot/binaries/content/documents/govscot/publications/research-and->

structure between the national government and local authorities, which could prove useful in coordinating Scotland's career ecosystem. However, at present the RICs have a very limited level of engagement in career services.

4. The eight components of the Scottish careers system

This section sets out detailed commentary on the provision offered by the eight main components of the Scottish careers system. Each section explores the provision that the different components offer and considers the policy drivers, funding and users of those services. More detailed commentary on the funding of each of the components can be found in Appendix A.

We will also provide a brief commentary on the impacts that each of the components are able to provide evidence for. We have developed this account of the impact of each component based on the document review and respondent's survey returns. Impact is described using the framework set out in figure 4.1. It asks what levels of impact organisations can demonstrate.

Figure 4.1. A framework for the impact of career services⁶⁷

0. Funding has been spent
1. Career services have been delivered
2. Participants rated the services that they received positively
3. Participants have increased knowledge and skills
4. Participants behaved differently after receiving our services
5. Participants have improved life outcomes
6. The services have a positive impact on the community and society
7. There is a positive financial return on investment for our services

In the survey, organisations were asked to indicate the levels of impact that they could demonstrate. While we have analysed responses critically and checked the claims with some participants, this remains essentially self-reported data and so should be interpreted cautiously. A full review of the evidence base on Scotland's career services was beyond the scope of this review.

We have also sought to illustrate what the key policy agendas each of components is aiming to contribute to drawing on Scotland's National Performance Framework (already introduced in chapter 3 in figure 3.2 and 3.3).

As well as the impacts levels highlighted above we will also be reporting key services using the typology set out in figure 2.1 (Information (I), Advice (A), Guidance (G), Education (Ed), Employability programmes (Em) and Brokerage (B) and experiential career learning) and the policy aims set out in figure 3.2 (A. Education, B. Jobs, C. Poverty, D. Business, E. Economy and F. Potential).

⁶⁷ This approach draws on and extends the work of Kirkpatrick, D.L. (1994). *Evaluating training programs: The four levels*. San Francisco: Berrett-Koehler. It is further expanded in Dodd, V. & Hooley, T. (2016): *Evaluation of the Legacy Careers Project*. Derby: International Centre for Guidance Studies, University of Derby and Hooley, T. (2017). Moving beyond 'what works': Using the evidence base in lifelong guidance to inform policy making. In Schroder, K. and Langer, J. *Wirksamkeit der Beratung in Bildung, Beruf und Beschäftigung* (The Effectiveness of Counselling in Education and Employment). Bielefeld: WBV.

Skills Development Scotland⁶⁸

Total value p.a.	£62 million
Funding	Scottish Government
Key services	I, A, G, Ed, Em
Level of career professionalisation	High
Key policy contribution	A, B, C, F
Impact monitoring	0, 1, 2, 3, 5
Approximate young people supported p.a.	c. 230k
Customers	Open to all citizens with a strong focus on young people

Skills Development Scotland is Scotland’s strategic skills agency and national career service. Its policy mandate has recently been renewed through the publication of Scotland’s careers strategy. With key aims being to develop career management skills and support people to make informed choices in school, in their transition to post-secondary learning and work, and to thrive in the labour market throughout life.⁶⁹ The service combines both asset-based and needs based approaches in service of its main policy goals as it simultaneously provides a universal service (e.g. in schools) focused on raising the skill level of Scotland and a targeted service aimed at re-engaging the socially excluded (including those identified with high need in schools and NEET young people).

Skills Development Scotland is a multifaceted skills agency which is responsible for delivering a range of programmes as set out in the Letter of Guidance issued by Scottish Ministers. Some of these programmes are beyond the scope of this project and deal with the delivery of apprenticeship and vocational skills development.

The organisation has a lifelong focus including a range of services which are focused on adults. However, a substantial amount (more than half) of the organisation’s career services are targeted at young people and so fall within the scope of this project. We estimate that the organisation is responsible for the delivery of around £62 million of career services annually.

Key services delivered by SDS include: the national career information and advice MyWoW website; all age career guidance delivered face-to-face, by telephone and online; career information, advice and guidance within schools (and to a lesser extent, further education colleges) as well as supporting and delivering career education and developing resources and CPD for teaching staff. The services delivered by SDS in schools are a universal offer of MyWoW, Group Work and clinic sessions with further services targeted by need (minimum, medium or maximum⁷⁰) with students assessed as being in greater need (e.g. due to being an asylum seeker, care experienced, having an interrupted education history or a range of other indicators of disadvantage) more likely to receive an intensive service which includes one-to-one guidance.⁷¹

⁶⁸ This account is based on interviews with SDS staff and reviews of published and unpublished documents.

⁶⁹ Skills Development Scotland. (2020). *Delivering Scotland’s career service A focus on career management skills*. Glasgow: Skills Development Scotland.

⁷⁰ Skills Development Scotland. (2021). *Validating the level of need and service offer for school customers*. Unpublished document.

⁷¹ Skills Development Scotland. (2020). *CIAG school service offer 1:1 offer October 2020 – June 21*. Unpublished document.

In schools the universal offer begins with group work offered at the P7 to S1 transition stage. Individual career guidance begins towards the end of BGE and is offered to all pupils as they start to make subject choices (typically in S2 or S3). Throughout the senior phase, pupils are then targeted and supported on an ongoing basis to develop their CMS. Need level is validated with school guidance/pastoral care staff and is monitored and adjusted as appropriate. The intensity of support offered varies depending on identified level of need. Where young people need additional support with their career and transition SDS's school advisers do a 'warm handover' to the SDS post-school team. This may include work coach support where necessary.

SDS also provides access to career information, advice and guidance through community-based career centres and until recently has managed the employability fund which funds a wide range of employability programmes across Scotland. Its post-school services are divided between universal and targeted ('Next Steps') services with the targeted client groups judged to be in more need and receiving more intensive and individual career services.⁷² The targeted group includes unemployed young people aged 15-18.5 (26+ if care experienced) who receive services on a weekly or fortnightly basis depending on what has been agreed with the young person. SDS continue to work with older customers, but also have a partnership agreement in place with DWP to ensure referral between the two organisations. It is common for individual career guidance to be offered by SDS for those claiming benefits at 18+. SDS is also working closely with DWP Youth Hubs at a local level.

Skills Development Scotland has a strongly professionalised workforce with all career advisers employed by the organisation qualified to UK Career Development Institute (CDI) recognised postgraduate level. The organisation also employs Trainee Career Advisers. Career professionals work with and are supported by a wide range of other staff in the organisation with appropriate professional expertise. This includes 'work coaches' who provide support for unemployed young people and who may not be qualified careers professionals. The organisation also has a strong programme of professional development for its staff.

The organisation is strongly invested in monitoring impact. It publishes an annual review of its delivery and has a research department as part of its structure. It can provide evidence that the funding that the organisation receives has been spent, that career services have been delivered to over a quarter of a million young people each year, that participants rated the services that they received positively and that participants have increased knowledge and skills as demonstrated by progress on the career management skills framework.⁷³

⁷² Skills Development Scotland. (2020). *CIAG post school service offer to customers*. Unpublished document.

⁷³ Skills Development Scotland. (2012). *Career management skills framework for Scotland*. Glasgow: Skills Development Scotland.
https://www.skillsdevelopmentscotland.co.uk/media/34749/career_management_skills_framework_scotland.pdf

Developing the Young Workforce partnerships⁷⁴

Total value p.a.	£15 million
Funding	Scottish Government
Key services	I, Ed, B
Level of career professionalisation	Low (but variable across localities)
Key policy contribution	A, B, E
Impact monitoring	0, 1
Approximate young people supported p.a.	c.100k-150k based on survey responses although in theory this programme covers all school students.
Customers	Supporting educational providers to deliver services for young people in education

Established in 2014, Developing the Young Workforce is Scotland's Youth Employment Strategy. A DYW National Group of key senior stakeholders was formed to develop a network of 21 industry led Regional Groups across Scotland. Once the network was established the leadership of the network moved to the industry led DYW Employers' Forum. The 21 Regional Groups are hosted by Chambers of Commerce, Colleges or Local Authorities and aim to harness industry leadership to deliver a permanent improvement in the relationship between employers and education.

DYW Regional Groups work flexibly according to the needs of local young people and local economy. However, the focus is on increasing numbers of employer engagements in schools, and the numbers of young people engaged with employers, as well as the strengthening of school-employer partnerships and processes for employer engagement. DYW supports three key forms of employer engagement with school pupils:

- work experience;
- work inspiration / preparation activities; and
- volunteering activities.

Following recommendations by the Advisory Group on Economic Recovery report and the Enterprise and Skills Strategic Board Sub Group, additional funding has been made available through the *Young Person's Guarantee* to support the introduction of DYW School Coordinators in all secondary schools across Scotland. The overall intended impact of the DYW School Coordinators is to create increased opportunities for and participation in, work-based learning and employer engagement for pupils particularly the senior phase. DYW School Coordinators collaborated to create the New Year, First Career virtual careers fair in January 2021.⁷⁵ However, it worth noting that the recruitment is ongoing and DYW School Coordinators are in place in 19 Regional Groups. Given this it is anticipated that the range variety and quality of DYW activities will increase over the coming years.

⁷⁴ This account is based on interviews with national representatives of DYW, survey responses from the local partnerships, commentary on the operation of the partnership by other stakeholders and the review of key documents.

⁷⁵ Developing the Young Workforce. (2021). *New Year, First Career*.
<https://www.dyw.scot/newyearfirstcareer.html>

The total cost of these services is in the region of £14.8 million. DYW is largely offered as a universal service to all schools and takes an asset-based approach to delivery. The aim is for DYW to be in all of Scotland's schools, although inevitably engagement is variable across the country.

KPIs are in place for both Regional Groups and DYW School Coordinators. Numbers of engagements and pupils engaged with are reported upon, as well as numbers of school-employer partnerships and the existence of partnership agreements and employer engagement plans.

Scottish Government national programmes⁷⁶

Total value	£11-15 million
Funding	Scottish Government
Key services	I, A, Em, B
Level of career professionalisation	Low (variable across providers)
Key policy contribution	A, B, C, F
Impact monitoring	0, 1, 2, 4, 5
Approximate young people supported p.a.	c. 4k-20k
Customers	Varies by programme but typically targeted towards unemployed people.

Scottish Government has invested in a range of different employability and vocational training initiatives including some that deliver career services. Some of these are broader than young people but are available for older young people to access. These initiatives are programme based and so do not create a permanent institution. Rather they create funding pots designed to address discrete policy and economic questions with a range of activity undertaken by providers. The organisations involved in delivering these programmes are varied and include charities, private companies and local authorities and both national and local organisations.

The three main programmes that we identified as relevant to the focus of this research and current within this category are components of the *Young Person's Guarantee* policy, Fair Start Scotland⁷⁷, and the Parental Support Fund. The latter two of these programmes are not specific to young people, but both include young people within their delivery and include elements that relate to the definition of career services that we are using in this research.

Young Person's Guarantee is designed to ensure that young people (16-24) in Scotland should have the opportunity to study; take up an apprenticeship, job or work experience; or participate in formal volunteering based on their own goals and ambitions. It is backed by funding with £60m committed to support implementation of the Guarantee in 2020/21 along with ongoing investment in education, skills and employability. A further £70m has been committed for 2021/22. The package covers a range of schemes and activities, which are mostly out of scope for this study, such as training/retraining schemes and subsidies to employers to help them provide opportunities to young people. However, some activities are likely to be in-scope, such as careers services and key workers working with young people to help them identify and navigate appropriate opportunities. Discussions with local authorities allow an

⁷⁶ This account is based on interviews with representatives of Scottish Government, insights offered by other stakeholders and the review of documents.

⁷⁷ Scottish Government. (2018). *Fair Start Scotland employment support service*.

<https://www.gov.scot/policies/employment-support/fair-start-scotland-employment-support-service/>

estimate of spend on in-scope activities that would be in addition to other funding streams specified in this report. The total amount of additional in-scope spend is estimated at £7m to £10m in the coming year, acknowledging significant uncertainty given the range of activities addressed by the policy.

Fair Start Scotland, our national employment support service, is an all-age service supporting the long term unemployed and others who face the greatest challenges in obtaining and sustaining work. The service offers personalised, one to one support, tailored to individual circumstances. Pre-employment support can last up to 18 months depending on the specific needs of the individual, with a further 12 months of in-work support for individuals and their employers to help sustain employment. The eligibility criteria focuses on those further from the labour market, including people who are long term unemployed (12 months +); disabled people, those with long term health conditions, people with convictions, care experienced young people, ethnic minorities, refugees, lone parents and those living in Scotland's most deprived communities (15% lowest SIMD areas). 64% of people receiving FSS support reported a long-term health condition and 43% were disabled.

The service is now in its fourth year and supported over 32,500 participants in the first three years of delivery (to March 2021). The latest employability statistics⁷⁸ show that this includes 6,687 young people aged 16-24, equivalent to 21% of all starts on the service. Of those aged 16-24 who started on the service, 2,326 participants (38%) have so far moved into work – reported job outcomes are likely to increase over time as participants complete their pre-employment support. If this proportion (21%) is applied to the spend on the service to date, then this amounts to £10.79 million in total over three years of delivery although as younger participants have a higher job start and sustainment rate and are likely to be healthier, the relative cost of their support may be less than older participants.

Fair Start Scotland is delivered nationally across all of Scotland by a mixed economy of public, private and third sector providers. The service has recently been extended by Scottish Ministers for a further two years to end of March 2023, providing stability and continuity for FSS participants and allowing us to manage the anticipated COVID-19 related increase in demand for support from the most disadvantaged in our communities. We are working with local government partners and the public, third and private sector towards our *No One Left Behind* ambitions to develop an employability system that delivers joined up, flexible, responsive, person-centred provision.

The Parental Employability Support Fund (PESF) is a one-to-one tailored employability support service where parents work with a key worker to access training and support. We estimate its budget to be between £0.75 million - £1.5 million. It responds to *No one left behind* and to *Every child, every chance* and seeks to support engagement with learning and work and to support reduce child poverty. It is only open to parents and can be viewed as a targeted, needs-based programme.

These services include a range of employability provision and are unlikely to include career professionals as part of the delivery. Although because the delivery of the projects includes many national and local providers there is likely to be some variation on the level of careers professionalism as well as on the delivery model.

⁷⁸ Scottish Government. (2021). *Scotland's Devolved Employment Services: statistical summary*. <https://www.gov.scot/publications/scotlands-devolved-employment-services-statistical-summary-10/>

The Fair Start Scotland programmes has a strong evaluation which looks at the funding for the programme, its uptake and reception as well its impacts on behaviour and employment outcomes. The Scottish Government are working with our partners to develop a Measurement and Evaluation Framework for the Guarantee that will underpin an understanding of how the Guarantee is working for young people. In July 2021 Scottish Government published Key Performance Indicators (KPIs) as part of the first stage in the Guarantee's Measurement & Evaluation Framework and they will look to evidence the impact of the Guarantee⁷⁹.

Many of the component parts of the Guarantee already have monitoring and evaluation processes in place to impact assess their particular measures. For example Outcome Agreements set out what colleges and universities plan to deliver in return for their funding from the Scottish Government. As part of *No One Left Behind* the Scottish Government is working with partners to develop a Shared Measurement Framework.

Skills Development Scotland will also continue to publish the annual *Participation Measure*⁸⁰, which allows Scottish Government to identify the participation status of the wider 16-19 year old cohort. In February, Skills Development Scotland published its first *Monthly Snapshot of Participation by 16 and 17 Year Olds*.⁸¹

⁷⁹ [Young Person's Guarantee, Key Performance Indicators](#)

⁸⁰ Skills Development Scotland. (2020). *Annual participation measure*.
<https://www.skillsdevelopmentscotland.co.uk/publications-statistics/statistics/annual-participation-measure/?page=1&statisticCategoryId=7&order=date-desc>

⁸¹ Skills Development Scotland. (n.d.). *Monthly participation snapshot for 16 and 17 year olds*.
<https://www.skillsdevelopmentscotland.co.uk/publications-statistics/statistics/monthly-participation-snapshot-for-16-and-17-year-olds/>

Jobcentre Plus / DWP⁸²

Total value p.a.	£11 million
Funding	UK government
Key services	I, A, Em, B
Level of career professionalisation	Low
Key policy contribution	B, C
Impact monitoring	0, 1, 2, 5 (but still unclear as new programmes)
Approximate young people supported p.a.	Unknown
Customers	Unemployed people

Jobcentre Plus and its associated funded programmes (the Job Finding Support (JFS) programme⁸³ and the Job entry targeted support (JETS) programme⁸⁴) are UK wide active labour market programmes run by the Department for Work and Pensions. They are focused on moving unemployed people into work. Jobcentre Plus and its funded programmes can be found across Scotland and deliver services for young people (16-24) as well as adults. Jobcentre Plus works closely with SDS and other Scottish providers on an operational level to ensure the effective delivery of services. This includes some cross-referral and co-location. There is also a strategic level of national engagement at Director level.

The core service provided by Jobcentre work coaches is a career information and advice session. Work coaches receive internal training within DWP and are not generally careers professionals. There are clearly some overlaps in the services delivered by DWP work coaches and SDS careers advisers and work coaches who are focused on labour market participation. The difference in the level of qualification and attendant professionalism between accessing support from a careers professional or from someone with different, lower-level or no qualifications, may not currently be apparent to customers when they first access the service. They focus on helping people to find work. There are several specialist youth work coaches, with some organised through youth hubs that bring together a range of different DWP services with broader services that are available in Scotland but there is still a lack of clarity around how these will operate.

The JFS and JETS programmes build on the information and advice services provided by the Jobcentre to offer additional employability and brokerage services. These programmes are usually contracted out and responses to the survey suggests that these may be delivered by a similar pool of providers to those that are delivering SDS's employability fund and the Scottish Government national programmes.

The ability to access DWP programmes is limited by employment status, with programmes aimed at unemployed people. The programme can be seen as a targeted, needs based programme.

⁸² This account is based on interviews with DWP staff, insights from other stakeholders and the review of documents.

⁸³ Department for Work and Pensions. (2021). *Job finding support provider guidance*. <https://www.gov.uk/government/publications/job-finding-support-provider-guidance/job-finding-support-provider-guidance>

⁸⁴ Department for Work and Pensions. (2021). *Work and Health Programme (COVID-19) including JETS provider guidance*. <https://www.gov.uk/government/publications/work-and-health-programme-covid-19-provider-guidance>

We estimate the value of DWP’s activity with young people to be around £11 million. These are new programmes and so there is limited information currently available about usage and impact. However, DWP has a track record of evaluating programmes and so it is expected that this will emerge.⁸⁵

Local authorities⁸⁶

Total value p.a.	£15-35 million
Funding	A complex mix of sources, incl. local core budget allocation, EU project funds, and Scotland-wide schemes
Key services	I, A, Em, B (variable)
Level of career professionalization	Variable
Key policy contribution	A, B, C
Impact monitoring	0, 1 (variable)
Approximate young people supported p.a.	c. 22,000 ⁸⁷
Customers	Highly varied, but typically focused on unemployed people

There are 32 local authorities in Scotland. Local authorities have a key role in both planning and coordinating local career and employability activities, and as organisations that deliver career and employability activities.

With regards to planning, Local Authorities have a responsibility to engage in Community Planning under the Community Empowerment (Scotland) Act 2015. Community Planning Partnerships (CPPs) bring together representatives from across the public sector. Partnerships are responsible for developing Local Outcomes Improvement Plans (LOIPs) and localities plans (for specific localities within the larger local authority area). These plans identify local outcomes consistent with national outcomes and have a particular focus on reducing inequality, CPPs report against the activities in these plans.

As part of community planning processes, there are local employability partnerships (LEPs) in all areas and these have been recently strengthened to improve functionality and effectiveness with a National Framework agreed for LEPs. Local Employability partnerships are responsible for identifying local employment / employability needs and planning activities to meet these needs. Local employability partnerships feed into community planning partnerships. Career and employability activities planned at local level therefore are discussed at CPPs and at LEPs. In addition, other local partnerships may also consider career and employability provision – for example Community Justice Partnerships, and

⁸⁵ For example, see Riley, R., Bewley, H., Kirby, S., Rincon-Aznar, A. & George, A. (2011). *The introduction of Jobcentre Plus: An evaluation of labour market impacts*. London: Department for Work and Pensions. https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/214567/rrep781.pdf; Kantar Public. (2018). *Evaluation of Jobcentre Plus Support for Schools programme*. London: Department for Work and Pensions. https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/696455/evaluation-of-jobcentre-plus-support-for-schools-programme.pdf

⁸⁶ This account is based on interviews with national representative bodies and local authoring staff, insights from stakeholders, survey responses and document review.

⁸⁷ Based on a total of 43,646 individuals in 2018-19 who participated in a council funded or operated employability activity, 50% of whom were aged 16-24, SLAED indicators report p. 11

Community Learning and Development partnerships. Locally produced Community Learning and Development Plans and Community Justice Plans are also a requirement from Scottish Government.

CPPs and LEPs are key channels for decision making and commissioning of career and employability provision, and particularly guide spend in terms of money that is channelled through Local Authorities for career and employability provision. This role is increasingly important as resources shift from national to local governance arrangements through *No One Left Behind* (which includes the *Young Person's Guarantee*), and from April 2022, the National Employability Fund will end and funding will be channelled through Local Authorities on behalf of LEPs (rather than Skills Development Scotland). Historically the availability of European Funding has meant that many local authority areas developed Employability pipelines – allocating funding and planning activities around the five-stage employability pipeline model which considers need for those at different stages of their employment journey.⁸⁸ The five stage employability pipeline provides a framework for the delivery of employability services as follows : (1) referral, engagement and assessment; (2) needs assessment and barrier removal; (3) vocational activity and accredited training; (4) employer engagement and job matching; (5) in-work support and aftercare. *No One Left Behind* is focused on a sustained shift towards a person-centred needs-based approaches with increased service user engagement in service design.

As well as involvement in planning and commissioning, local authorities also deliver career and employability activities. Local Authorities are key employers for Community Learning and Development practitioners, delivering adult learning, youth work and community development activities. Local Authorities have responsibility for supporting DYW activities in schools, and in some areas, the DYW Regional Groups (see later page) are led by the Local Authority. Local Authorities also may bid for, and run activities as part of national programmes (e.g. delivering Employability Fund programmes). Additional funding sources or budget categories can also complement or contribute to careers services funding, such as green jobs initiatives, poverty/equality initiatives, city/regional deals, growth funds, and the post-pandemic economic recovery plans which are being developed by each LA.

Employability pipelines are a way of understanding and mapping service provision, and programmes available in a local area and provided by different partners including SDS, colleges and Jobcentre Plus. Career information advice and guidance is an important component of provision at each stage of the pipeline, and SDS are the key provider of this service. However, SDS have a particularly important role in stage one (engagement, assessment and referral) when individual's particular needs are identified, and appropriate provision is identified. Pipelines also include coverage of education provision, employability programmes and other activities. Employability fund activities are also connected to strategic skills pipelines.

Additional activities planned through CPPs and LEPs (and delivered by Local Authorities or others) are likely to focus on those furthest from the labour market, addressing particular needs or addressing inequalities. Provision is often in the form of relatively intensive support, including aspects of personal and social support to remove barriers and enable individuals to move towards and into employment. The impacts and outcomes of this provision are monitored through community planning processes. Where Local Authorities are delivering provision as part of national projects the impacts and outcomes of this

⁸⁸ Employability in Scotland. (2021). *The employability pipeline*.
<http://www.employabilityinscotland.com/employability-pipeline/the-employability-pipeline/>

provision are guided by funders' requirements. Many of these services can be viewed as targeted and needs based provision, but the diversity of local authorities as well as their involvement in local economic planning means that there will be a variety of programmes and delivery approaches.

The complexity of funding streams, and the role of local authorities in both commissioning and delivering careers and employability provision makes estimating the total value of the sector difficult to estimate accurately, however we estimate a total value of £15-35 million.

Higher education⁸⁹

Total value p.a.	£30-50 million (incl. teacher/staff time)
Funding	As part of institutional funding
Key services	I, A, G, Ed, B
Level of career professionalisation	High
Key policy contribution	A, B, E
Impact monitoring	0, 1, 2, 3, 4, 5
Approximate young people supported p.a.	c.170k students (although access to career services is variable by institution and individual) ⁹⁰
Customers	Higher education students and graduates

Scottish Universities have well-established career provision and are the major location of career professionals outside of Skills Development Scotland.

Sixteen out of nineteen universities in Scotland are members of the Association of Graduate Careers Advisory Services (AGCAS)⁹¹ which is the expert membership body for higher education student career development and graduate employment professionals in the UK, and which has a Scottish arm, AGCAS Scotland. AGCAS has a membership structure which includes staff working within university career services and other staff working with careers and employability roles across institutions. AGCAS has a quality standard that members are expected to adhere to and provides a range of resources and services to members including CPD and training, conferences and a professional journal.⁹² AGCAS also undertakes research and writes careers information content for the Prospects and TARGETjobs websites (student and graduate information websites).⁹³ AGCAS Scotland has Special Interest Groups covering a wide range of professional sectors, many of which connect with relevant professional bodies and organisations (for example the Law Society for Scotland and Faculty of Advocates sit on the Law Advisers Group in Scotland). AGCAS members in Scotland have also worked together on joint projects, such as a career planning MOOC and the Scottish Graduate Careers Fair.

⁸⁹ This account is based on engagement with the representative body and senior staff in a number of HE careers services, survey responses, stakeholder insights and document review.

⁹⁰ Based on the number of HE students reported in Scottish Funding Council. (2021). Higher education students and qualifiers at Scottish institutions 2019-20.

http://www.sfc.ac.uk/web/FILES/statisticalpublications_sfcst032021/HE_Students_and_Qualifiers_2019-20.pdf

⁹¹ See <https://www.agcas.org.uk/>

⁹² AGCAS. (n.d.). AGCAS membership quality standard. <https://www.agcas.org.uk/AGCAS-Membership-Quality-Standard>

⁹³ See <https://www.prospects.ac.uk/>

Each Scottish university has employability embedded in their learning and teaching strategies and has a set of graduate attributes that they seek to support students to develop. Career support is typically provided through the curriculum, co-curriculum and through university career services. Typically career information, advice and guidance is provided via institutional career services, with additional services such as the provision of placements and more general forms of employer brokerage, employability programmes and education being provided either via career services or embedded into the curriculum and delivered by academics or other members of staff (often with the support of career service staff). Services are designed to support:

- student career and employment choices;
- transitions into the workplace and into postgraduate study;
- skills development;
- networking, and the identification of opportunities;
- work-based learning and securing work placements;
- entrepreneurship and self employment; and
- a range of other activities and outcomes which vary by institution.

Ultimately services seek to contribute to the shaping and development of the human capital that will be critical for the global economy.

There is universal access to career services for all higher education students, although not all will make use of this access. Provision embedded in the curriculum may vary in response to subject of study and institution. Services can generally be understood as asset based, although institutions also typically offer some targeted provision e.g. for non-traditional higher education students.

Career guidance in universities is provided by qualified members of staff, with a sector specific qualification available (and supported by AGCAS) through the University of Warwick (the postgraduate qualification in Career Education Information and Guidance in HE). While the qualification held by staff in higher education is often slightly different to that held by careers advisers in SDS, the qualifications are all of equivalent level and status and broadly cover similar topics. University career services also typically employ other specialist staff, for example in areas such as employer engagement, career information, student development and enterprise. Administrative staff are also commonly employed. Many careers advisers and other career service staff also hold learning and teaching qualifications such as Advance HE fellowship.⁹⁴ Outside of career service staff, universities will employ lecturers and other staff with relevant skills and expertise, for example lecturing staff with industry expertise, staff with a departmental career or employability role, staff with student support roles and so on.

It is difficult to estimate the budgets allocated to career services within higher education both because of the high degree of variety and the way in which funds can be allocated across the institution. However, we have used the survey to establish a working estimate. The budget of university career services identified via the survey for this project ranges from £40k to £1.5 million, varying by size of institution and structure of career provision, suggesting a total budget of approximately £9-12 million for career services in universities. In addition, a substantial amount of activity (including career education) is likely to be provided outside of career services. Based on an assumption informed by survey responses,

⁹⁴ Advance HE. (n.d.). *Fellowship*. <https://www.advance-he.ac.uk/fellowship>

interviews and researchers own experience that 5% of academic teaching and other non-careers teaching time is devoted to the teaching of employability, we estimate this to be an additional £20-40 million of activity. Further commentary on our budget estimations can be found in appendix A.

Funding for careers services in higher education is not specified and is paid for as part of broader institutional funding. University funding is complex, with institutions drawing on a range of sources, but for the purpose of this study it is worth noting that there is no dedicated funding for career services. However, universities have strong incentives both to provide student support as part of a positive student experience and to ensure a successful transition to high skill (graduate jobs). Universities performance in these areas are measured through the National Student Survey⁹⁵ and the Graduate Outcomes Survey⁹⁶ and the results from these are used to compile various rankings and comparison sites that are perceived to be important to the recruitment of new students. This strong institutional driver has contributed to universities engagement in, and willingness to fund, institutional careers services.

Career services at universities are provided to students of all ages, including those over 25, international students, and (in some cases) students based on international campuses. Most universities will also offer additional services to graduates, with the length of time graduates are able to access services varying between universities. The nature of university careers provision therefore is that it serves both a Scottish and an international student base, and considers career pathways within Scotland, the UK and globally. Universities measure impact of services in different ways. Understanding and addressing graduate destinations (measured through the national Graduate Outcomes data) is significant.

College and training providers⁹⁷

Total value p.a.	£14-28 million (incl. teacher/staff time)
Funding	As part of institutional funding
Key services	I, A, Em, B
Level of careers professionalization	Low
Key policy contribution	A, B
Impact monitoring	0, 1, 2
Approximate young people supported p.a.	c. 55k full-time students and 128k part-time students (although access to career services is variable by institution and individual) ⁹⁸
Customers	Further education students

There are 26 colleges in Scotland educating around 260,000 students of all ages.⁹⁹ These colleges are responsible for delivering both FE and around a quarter of all HE in Scotland. Colleges provide a wide range of technical, vocational and professional education and training. Colleges also have strong links and partnerships with schools. Colleges educate a significant number of learners both under 16 years old and between 16 and 18, as well as students over the age of 19.

⁹⁵ See <https://www.thestudentsurvey.com/>

⁹⁶ See <https://www.graduateoutcomes.ac.uk/>

⁹⁷ This account is based on survey responses, stakeholder insights and document review.

⁹⁸ Scottish Funding Council. (2020). College statistics 2018-2019. <http://www.sfc.ac.uk/publications-statistics/statistical-publications/2020/SFCST012020.aspx>

⁹⁹ Colleges Scotland. (2020). *Keyfacts 2020*. <https://collegesscotland.ac.uk/briefings-and-publications/publications/1563-colleges-scotland-keyfacts-2020/file.html>

In addition to these institutions there are many independent training providers providing training courses, apprenticeships and other programmes. Interviews suggested that independent training providers are rarely involved in the delivery of career services, other than where the organisation is delivering for wider programmes e.g. Fair Start Scotland or the DWP's JFS programme.

Colleges are mainly funded by Scottish Government, with around 70% of funding coming from Scottish Funding Council grants (both main and discretionary) with the remaining 30% coming from a range of other funding sources.¹⁰⁰ Colleges are highlighted in almost all policy documents relating to career services and to wider education and employment policy. Many respondents to the survey reported that student support services within their college were engaged with supporting educational and occupational choice making and transitions. But we heard in interviews with a range of different informants that (formally constituted) career services in colleges are rare and that there are few career professionals employed by colleges. We also heard that there does not appear to be any substantial career service provision through independent training providers.

Colleges rarely have a dedicated career service and are more likely to deliver some career information and advice as part of a broader student support service. The vast majority of those who are employed do not have a career-specific remit or a career-specific related job title and are more likely to have a generic advisory role and job title with a broad advisory remit. In many cases the support that they provide is likely to focus on helping people to find a pathway through the college, for example transferring from one course to another, rather than providing a longer-term view on the students' career that extends into the labour market. Colleges typically have a close working relationship with SDS, make use of MyWoW¹⁰¹ and refer more complex and involved career issues to SDS so that students can access guidance. They are also typically part of the Local Employability Partnerships and will collaborate with other providers of career services through these partnerships.

Beyond this kind of information and advice provision, colleges have strong relationships with employers and are providing programmes that are closely connected to the labour market. This does not necessarily translate into a focus on broader career education and provision can often be strongly focused on the vocational, technical and professional areas that students are enrolled on and so falls out of scope of this review. However, we have identified a range of employability and brokerage support within subject areas in colleges, that does fall within the scope of this review. These may include employability units delivered as part of wider qualifications, or dedicated employability courses.¹⁰² Mentoring and access to employer talks and placement opportunities may also be available in some colleges and as part of some programmes.

We estimate that the typical college spends somewhere between £200-250,000 on the provision of career services centrally. This is then supplemented by an average of around 10 FTEs of subject based

¹⁰⁰ Colleges Scotland. (2015). College income – a quick guide. <https://collegesscotland.ac.uk/briefings-and-publications/briefings/312-college-income-a-quick-guide-april-2015/file#:~:text=The%20majority%20of%20college%20funding,the%20SFC%20and%20each%20region.>

¹⁰¹ Out of the 14 FE colleges who responded to the survey, 50% said MyWoW was integrated “a lot” into the services they delivered and a further 7% said it was integrated “all the time”. This is about the same as LA and DYW respondents, lower than secondary schools, and higher than primary schools, universities, and charity respondents.

¹⁰² SQA. (n.d.). Employability and enterprise qualifications. <https://www.sqa.org.uk/sqa/63354.html>

staff time spread across the college (recognising that colleges vary considerably in size). This would lead us to an estimate of around £14-£28 million being spent on career services in colleges across the country. Although as many staff in colleges have multiple responsibilities beyond the provision of career support it can be difficult to be certain about this estimate.

Impact and evaluation of college career services remains limited. Colleges are required to report to Scottish Funding Council as part of their outcome agreements, but these rarely include much of a focus on the provision of career services. Most colleges that participated in the survey reported that they were only really tracking service delivery with a minority also collecting some user feedback.

Schools¹⁰³

Total value p.a.	£38-61 million (primarily teacher/staff time)
Funding	As part of institutional funding
Key services	I, A, Ed, Em, B
Level of career professionalisation	Low
Key policy contribution	A, B, F
Impact monitoring	0, 1, 2, 4, 5
Approximate young people supported p.a.	c. 700k students (although access to career services is variable by institution, age and individual)
Customers	School students

There are over 2000 primary schools, 357 secondary schools and 114 special schools across Scotland.¹⁰⁴ They are funded by Scottish Government and named in most policies related to career services and young people. They are particularly concerned with supporting learning and work choices and transitions and in ensuring that young people feel that they are growing up in a safe and positive environment in which they can explore and realise their potential. This compliments the *Career Education Standard 3 – 18* embedding within Scottish Education since 2015 which outlines the entitlements for learners and expectations on teachers, SDS, parents and employers/industry partners.¹⁰⁵

In primary schools, career services are mainly focused on embedded curriculum delivery and work-related learning in the curriculum in collaboration with teachers/practitioners, parents, and with some involvement of employers and partner organisations supporting as visitors to in the school. Career education across all schools is part of *Curriculum for Excellence*, with the Career Education Standard and *Building the Curriculum* setting out key features of delivery and showing how they link to the wider curriculum.¹⁰⁶ More recently the Curriculum for Excellence has been refreshed with new resources developed to support its implementation.¹⁰⁷ Primary schools are often supported in this work through a

¹⁰³ This account is based on survey responses, stakeholder insights and document review.

¹⁰⁴ Scottish Government. (2021). *Pupil census: supplementary statistics*. <https://www.gov.scot/publications/pupil-census-supplementary-statistics/>

¹⁰⁵ Education Scotland. (2015). *Developing the young workforce: Career education standard (3-18)*. Livingstone: Education Scotland. <https://education.gov.scot/Documents/dyw2-career-education-standard-0915.pdf>

¹⁰⁶ Scottish Government. (2009). Curriculum for Excellence. Building the curriculum 4: Skills for learning, skills for life and skills for work. <https://education.gov.scot/media/tcnk33qn/btc4.pdf>

¹⁰⁷ Education Scotland. (2021). *Resources to support the Refreshed Curriculum for Excellence narrative*. <https://education.gov.scot/improvement/learning-resources/resources-to-support-the-refreshed-curriculum-for-excellence-narrative/>. See also Scotland’s Curriculum for Excellence <https://scotlandscurriculum.scot/>.

range of collaborations including with DYW and SDS as well as employers and secondary and post-secondary learning providers. Most delivery is done by teaching staff as a small fraction of their teaching time.

In secondary schools the focus of delivery is usually career education delivered through the Health and Wellbeing (HWB) or Personal and Social Education (PSE) curriculum.¹⁰⁸ This is frequently supported by relevant resources, partners and by staff and resources from SDS, including MyWoW. Secondary schools are also involved in the provision of a range of other career services including the provision of information, informal advice and the organisation of some employability programmes and employer brokerage (see Education Scotland's guidance on school/employer partnerships ¹⁰⁹). Secondary schools have partnership agreements with SDS which cover the provision of support for career education, career information, advice and guidance and some more intensive support where it is needed. From this year most schools will also have access to a DYW co-ordinators (who in some cases will be a member of school staff) to help to connect the school with employers, support learners realise their future pathways and reach a sustained positive destination as well as work with teachers/practitioners to connect learning and teaching with the world of work.

Schools can also draw on a wide range of external programmes to support learning about careers, emphasising that participation in such programmes varies very widely by schools, based both on the availability of activities in their area and the capacity and enthusiasm of staff within the school to coordinate. Such opportunities include individual employer-led programmes, STEM-focused schemes such as Primary Engineer, ZooLab, Lightlab, and Young Engineers, among others, as well as general work-related schemes like Young Enterprise Scotland services and BITC Scotland, teacher-volunteer matching services such as Inspiring the Future and Speakers for Schools which have volunteers in Scotland, and local organisations such as business chambers or associations which often support volunteering. Universities and colleges also have outreach activities for schools, with some related to understanding progression opportunities into their institutions and others providing more general subject/career learning activities. Although much of this activity might also be supported by and organised through the DYW partnerships.

In special schools the nature of career services is highly variable depending on the nature of the school. However, interviews, survey responses and feedback from Skills Development Scotland suggested that in general the focus on what might broadly be defined as career education is more intensive than in equivalent mainstream primary and secondary schools. This activity is often embedded into the life skills curriculum which cover a range of subjects from independent living to financial management to dealing with support services. In many special schools the intensity of this kind of work increases as students approach their final year in the school (leavers class) and in some cases may become the main focus of school during this period. Career education in this context includes exploring learning and work choices as well other forms of purposeful post-school activities including voluntary work. It is also common for schools to have supported transitions in place e.g. taking students to the college or workplace that they

¹⁰⁸ Scottish Government. (2019). *Review of personal and social education: Preparing Scotland's children and young people for learning, work and life*. Edinburgh: Scottish Government.

¹⁰⁹ Education Scotland. (2015). *Developing the young workforce: School / employer partnerships*. Livingstone: Education Scotland.

https://education.gov.scot/Documents/DYW_GuidanceforSchoolEmployerPartnerships0915.pdf

are going to move to for a day a week as they come to the end of school. Where appropriate and where suitable relationships can be built with employers it is also common to provide a range of work experience and volunteering opportunities for these learners. As with primary and secondary schools, special schools often have a range of partnerships to support the delivery of services including SDS, DYW and the local authority. Many special educational schools also report making good use of MyWoW and other online tools as part of their career education provision.

Almost all resource invested in career services by schools is drawn from teacher time, including guidance teachers, or the time of other school staff. These staff rarely have career specific qualifications but will often work closely with career professionals from SDS and other partners. In addition to the resource allocated by the school itself, schools will also draw on substantial resources in the delivery of career services from SDS and DYW as described in the sections above. Dedicated budget lines within schools for spending on careers activities are typically modest or non-existent. In secondary schools we estimate that 1-2% of teacher time is spent on careers with considerably less time spent in primary schools and double that amount in special schools. This leads us to an overall estimate for the cost of career services in Scotland's schools as being between £38 million and £61 million (with primary c. £1-2 million, secondary c.£35-55 million and special schools c.£1-3 million). For secondary schools, the majority of the spend, the estimates are driven by the 36 survey respondents who collectively identify c.1 FTE of admin / coordinator time for careers and c.2 FTE of teacher time, across the whole school. The range estimate reflects uncertainty in the calculation, in particular how representative the respondent schools are of all schools in Scotland. The vast majority of this financial value is imputed time from staff not dedicated to careers, e.g. a typically small percentage contribution of time from teachers or lecturers incorporating careers-related learning and activity into their curriculum delivery or support from general administrative staff for organising events and activities.

Schools can measure some of the impacts of career services. They are typically able to describe what services have been delivered, what young people have learnt in terms of skills and knowledge and what the destinations of pupils are. All secondary schools track their positive destinations on Insight¹¹⁰ and many use the 16 + Data hub to identify learners preferred pathways and to target support for future destinations.¹¹¹ Some schools also use learner conversations and profiling to ensure the learners are able to articulate their career aspirations, skills development and future aspirations and have a (recorded) narrative of this (eg. MyWoW). However, this data and impact measurement only exists locally and there has been no attempt to aggregate it nationally.

¹¹⁰ See <https://insight.scotxed.net/> for further information on Insight.

¹¹¹ Skills Development Scotland. (n.d.) 16+ Data Hub. <https://www.skillsdevelopmentscotland.co.uk/what-we-do/scotlands-careers-services/16plus-data-hub/>

5. Challenges in building a career service ecosystem

In this chapter we explore some of the issues that have emerged in our review of Scotland's career ecosystem. Scotland provides universal access to career services for all young people through Skills Development Scotland. Access to wider career provision (beyond career guidance and information) is much more variable, with significant disparities between young people engaged in different activities and in different regions.

In chapter 3 we reviewed the Scottish system and then focused in on the eight main components that comprise this system in chapter 4. In this description of the system we have highlighted several challenges that we will discuss in more depth in this chapter. At present we would argue that it is difficult to describe the Scottish career systems as a single or coherent system.

It might be better to view career services in Scotland as an ecosystem in which multiple organisms are engaged in a complex web of interaction. Some of these interactions are co-operative, whilst others are more competitive in nature. And there are also a range of islands or enclaves that are mostly disconnected from the rest of the ecosystem. In chapter 7 we will look at a series of alternative ways to organise the ecosystem. In this chapter we will reflect on some of the main issues that have emerged.

A changing paradigm

Careers services have been involved in managing a shifting paradigm. The nature of work and career is changing and the pandemic has accelerated this change. Career is increasingly seen as a lifelong project rather than a series of decisions that are made in early life or during moments of crisis. Nonetheless the Scottish careers system remains **focused on transition points** both within the education system and beyond it. This is true in SDS's work in schools (despite the focus on career management skills) and in the employability 'pipelines' that have been developing to support work in the labour market. An alternative model might start much earlier, ramping up provision in primary schools, but also make sure that young people do not pass out of contact with career services once they leave education. Starting earlier, and continuing through until the early stages of employment would also have benefits for social inclusion and the equality of outcomes.

Another key paradigmatic question for career services in Scotland is whether to organise services through **a needs-based or asset-based approach**. Currently, there are a variety of approaches, linked to different policies, but the needs-based approach predominates across much of the system. Many providers recognise the value in a more asset-based approach, but policy tends to frame the focus on those most in need. Shifting in a more asset-based direction would have considerably implications for service delivery and may point in a more universal and lifelong direction.

Broadening provision beyond its focus on transition points and moving to a more asset-based paradigm would reassert the value of a developmental and learning focused approach. Scotland has already established a set of career management skills that underpin provision and support curriculum development and learning based approaches. The *Career Education Standard* also outlines a series of "I can" statements to help guide career education in schools. There may be value in revisiting the question of **what learning outcomes should be achieved** through learners' participation in the career ecosystem.

Gaps and unevenness of provision

While many young people can access good career support in Scotland, there are also some young people who have limited access.

One group that have limited access are **young workers**, including those who are engaged in apprenticeships and other training provision through independent training providers. If you are neither in full-time education nor unemployed nor NEET, you can only access career support by using MyWoW or presenting at an SDS centre. In addition there is some targeted support for young people during the first six months that they move into work from SDS work coaches, but this is focused on young people with complex needs and is not available to the general population. This is an important gap to reflect on as young workers frequently have an array of employment, occupational and learning choices to make. The fact that it is difficult to access support during this period of a young person's career is concerning. Increasing career support for young workers has the potential to enhance skills alignment, improve job satisfaction and retention, increase equality of participation and employment quality, pre-emptively address unemployment and disrupt the low-pay-no-pay cycle experienced by many young workers, particularly those with lower-level skills.¹¹²

Young people in the education system can access career support more readily. However, the level of access varies wildly between different elements of the education system. So, the nature of provision in schools, further education and higher education looks different, is provided at different levels of intensity, and is poorly connected across student journeys between institutions.

We will go on to discuss some of these issues of fragmentation in more depth, but for now it is worth highlighting the inequality that exists between higher education and further education. Whilst higher education was generally seen by our informants as being one of the stronger components of the ecosystem, further education was generally seen as being one of the weakest. **Further education students** are likely to find it difficult to access high quality career provision and to find that their institution has only invested in limited support for them.

These gaps and inequalities are exacerbated by the **uneven distribution of career professionals** across Scotland. In some ways Scotland has a highly professionalised careers workforce, with large numbers of well-trained career professionals working in the country. But these professionals are strongly concentrated in SDS and higher education and most of the other components, including some areas of high need like programmes aimed at the more choices more chances group of young people, have few or no career professionals (e.g. Fair Start Scotland the DWP's JFS and JETS programmes).

Career professionals are particularly important in providing access to expert one-to-one career support (guidance), but their training and expertise also has a role to play in the delivery of other career services. This is not to suggest that all career support should be provided by postgraduate qualified career

¹¹² Barnett, B.R. & Bradley, L. (2007). The impact of organisational support for career development on career satisfaction. *Career Development International*, 12(7): 617-636; Canadian Research Working Group on Evidence-Based Practice in Career Development (CRWGDR) (2010). *Meeting workplace skills: The career development contribution*. CRWGDR; Guthu, L., Engh, L.W. & Gravås T.F. (2012). *Karriereveiledning Viser Veil* [Career Guidance for Change]. Oslo: Vox; Hooley, T., Devins, D., Watts, A. G., Hutchinson, J., Marriott, J., & Walton, F. (2012). *Tackling unemployment, supporting business and developing careers*. London: UK Commission for Employment and Skills.

professionals, nor to diminish the other forms of professionalism that are important to the delivery of career services e.g. teachers, community learning and development workers (including youth workers), social workers, trainers and those working at the interface of health and mental health services. But simply to note that career professionals have a role in shaping and delivering high quality career services and recognising that this role is patchy across Scotland's system.

The distinction between the labour market focused (employability) components of the system (notably Jobcentre Plus, Scottish Government national programmes and much local authority provision) and education focused (careers) components (schools, FE, HE, and SDS) exacerbates the unevenness of professionalism across the system. Those in education are far more likely to have ready access to professional career support than those in the labour market, although SDS does provide a lot of one-to-one professional guidance through its Next Steps service. However, most other providers of services to unemployed young people will not employ career professionals.

There is also a case to be made that spreading professional resource more widely across the system would also strengthen the professionalism of the whole system and the knowledge exchange around it. Career professionals are likely to pursue their whole careers within SDS and HE. It is also worth noting that career professionals who qualify in higher education typically take a different qualification from those who qualify while working for SDS. This serves to reduce movement between HE and SDS. If there was more cross-sectoral dialogue and movement it would create more opportunities for cross-sectoral learning and bring the whole system together more closely.

Duplication and overlaps

The flip side of the gaps and unevenness described above are numerous places where there are duplication and overlaps in provision. This issue is most evident when we look at the services that are available for young people who are not in education, employment, or training or who are unemployed.

More choices, more chances young people and those who are unemployed may access services via Jobcentre Plus or through a Skills Development Scotland centre. Once they have accessed some services, they are likely to be referred onto **employability programmes** run through the Employability Fund, Scottish Government national programmes, the local authority or through DWP funded programmes. The criteria for accessing all of these programmes is likely to be slightly different and the programmes are likely to have varying methodologies and desired outcomes. It is not at all clear that the process of identification, referral, self-referral and acceptance onto these programmes is ultimately resulting in the best fit for young people. It is, however, clear that the landscape of employability programmes is a confusing one which simultaneously involves multiple levels of government in pursuit of different aims and with little strategic attention to the experience of the user. This is exacerbated by different terminology, differences between localities, and existence of project funded opportunities (resulting in high levels of change). This potentially makes it difficult for staff and young people to stay on top of what is offered where.

A second area of duplication relates to **the relationship between schools, DYW partnerships and SDS**. At present both SDS and DYW are developing relationships with schools and delivering overlapping services designed to support career learning by schools' pupils. These relationships are all governed by partnership agreements and ,where this works well, strong local co-operation, but inevitably there is

some variation in the effectiveness of these local arrangements. These issues were previously highlighted in the review of the Career Education Standard and there may still be value in seeking to strengthen co-operation or bring these services more closely together.¹¹³

It is important to clarify that the existence of duplication and overlaps does not mean that provision is being wasted. In many cases there is sufficient demand for all these services, but there is also a duplication of administrative resource and a lack of clarity for the end user. Addressing these issues may help to increase the clarity of the system and identify some wasted resources.

Fragmentation

The gaps and overlaps described above are part of a bigger problem of fragmentation. Putting it simply, the overall system is little more than the sum of its parts. Yet given the volume of provision, the shared interests, and the fact that Scotland is a small state with considerable investment in, and infrastructure for career guidance, it would be possible for the whole system to be simplified, for gaps to be eliminated, overlaps to be minimised, and greater synergies to be identified.

The issue of **user information** emerged repeatedly in the interviews. Huge amounts of information about users' needs are collected across the career services of Scotland. The development of the 16+ data hub is an important attempt to address these issues and improve data sharing, but there is a need to improve this further.¹¹⁴ This would enable both improvement of the service that individual young people are able to access and provide a more strategic overview of need across Scotland. For example, there is limited ability to pass on information about a young person's career needs from school to further education or college and no opportunity to look systematically at the differing needs between different components within the system. Ideally information has to move beyond the recording of 'participation' and include broader information about young people's progress through the system and career development needs.

Strongly related to concerns about user information are problems in achieving good and useful **integration between local, national and international data** on the education and employment system. For examples, LEPs have a lot of information about local needs and activities, education providers collect information on their students, most notably Higher Education providers who gather both information on the destinations of graduates and wider career and labour market information relating to Scotland and further afield, SDS are also collecting a lot of labour market data and Scottish Government, UK government and a range of other sources also have information and intelligence to bring to bear. Yet, there can be challenges in bringing these data sources together.

We have already described how we view the measurement of impact in Chapter 4. Figure 5.1 sets out the level of impact that each of the main components are seeking to measure. It demonstrates that the level of impact measurement across Scotland's career service is quite variable and that there is limited ability to provide higher levels of evidence.

¹¹³ Education Scotland. (2017). *Review of the implementation of the Career Education Standard (3-18), the Work Placement Standard and Guidance on School/Employer Partnerships*. <https://education.gov.scot/Documents/ces-implementation-review0517.pdf>

¹¹⁴ Skills Development Scotland. (n.d.). 16+ data hub. <https://www.skillsdevelopmentscotland.co.uk/what-we-do/scotlands-careers-services/16plus-data-hub/>

Figure 5.1. The level of impact that key components in the career system state they can demonstrate

Return on investment								
Community impact						■		
Improved life outcomes	■		■	■		■		■
Behavioural impact			■			■		■
Knowledge and skills	■		■			■		
Positive rating	■		■	■		■	■	■
Services have been delivered	■	■	■	■	■	■	■	■
Funding has been spent	■	■	■	■	■	■	■	■
	SDS	DYW	Scottish Gov	JCP/DWP	LA	HE	FE	Schools

The patchy impact measurement across the system interacts with data sharing issues to reduce the possibility of building **system wide evaluations**. This is compounded by a **lack of agreement about what the aims of different services should be**. For example, SDS measure impact using progress in CMS reported by clients, while HE services may refer to graduate attributes. Recognising and evaluating against sector appropriate metrics is good practice *if* these different metrics represent conceptually different ideas about what the service is trying to achieve. If, on the other hand they are conceptually similar, but expressed differently, there might be value in trying to align the relevant frameworks and outcomes.

A **lack of understanding** is reported across the interviews, variously of people not understanding SDS services and SDS not understanding other people’s services. Currently partnership agreements are used between SDS and some other partners (colleges, DWP), but there are also areas where partnership is patchy, poorly defined or non-existent. Figure 5.2 report findings from the survey showing the co-operation that is commonly occurring.

Figure 5.2. Which components are collaborating? (based on responses to the survey)

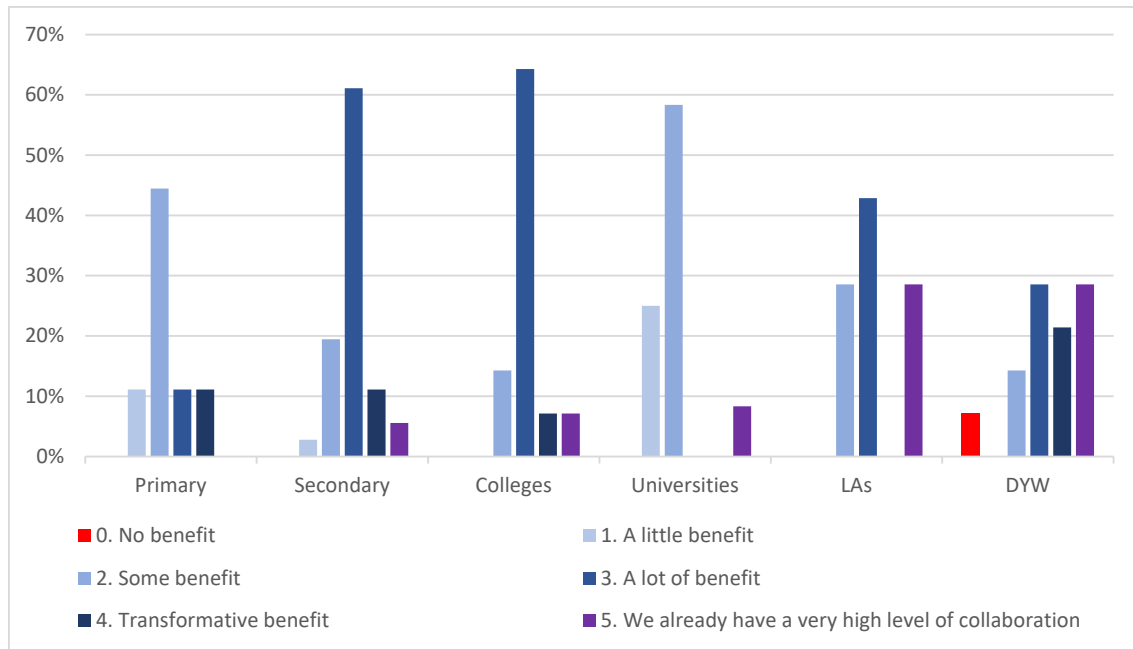
Organisation	• <i>Working with...</i>
SDS	• DYW / LAs / Schools / Colleges / DWP
Developing the Young Workforce	• SDS / LAs / Schools / Colleges
Local authorities	• SDS / Jobcentre Plus / Schools / Colleges
Primary schools	• DYW / SDS
Secondary schools	• SDS / DYW / Schools / Colleges / Universities
Colleges	• SDS / DYW / Schools / Colleges / Universities
Universities	• Universities

There is also fragmentation along **jurisdictional levels** with local, regional, national and international programmes and policies viewing career development in different ways. At present there is a movement towards further localisation e.g., with the Employability Fund which used to be managed by SDS and is now being redirected through local government. It is also the case that some regional initiatives do not necessarily follow local authority boundaries e.g. City Deals, enterprise regions and so on, and this compounds some of the jurisdictional issues further.

At present the devolution of much responsibility to localities is not accompanied by co-operative structures to support the localities to work effectively with national and UK-wide programmes. This is particularly problematic in an era when digital services are allowing at least some services to be accessed in a way which is blind to localities. It also causes challenges for large national providers who are increasingly required to work with multiple local authorities rather than single national contacts.

In general, informants were interested in seeing the level of co-operation between the different elements of the Scottish career system increase. Respondents to the survey from secondary schools, colleges, local authorities and Developing the Young Workforce reported that increased co-operation would lead to benefits for learners while there was less appetite for co-operation from primary schools and higher education (see figure 5.3).

Figure 5.3. Anticipated benefit for learners from increased co-operation



6. Exploring international comparators

This chapter presents the findings of six international case studies that were collected as part of the Mapping Scotland's Career Services project. Detailed case studies are presented in Appendix B, while this chapter focuses on synthesising some of the main findings and considering what they mean for Scotland.

In discussion with Skills Development Scotland, we identified the following countries as case studies. They were chosen for diversity to offer a range of different experiences that Scotland can learn from and because each of the countries has a well-developed careers system.

- Austria
- Canada (Newfoundland)
- Estonia
- Finland
- New Zealand
- Singapore

Case studies were gathered by identifying a contact or number of contacts within the country and sending them a list of questions about the provision in their country. One question was what documents we should review to gain further insights into the situation in their country. Following their response and reviewing relevant documents we either sent follow up questions or arranged for a further video conference interview. In the cases where multiple responses were received these were then synthesised into a narrative. The narrative was then sent to informants for review.

The six case studies present a series of brief overviews of the career services provided in each of these countries and highlight some of the key approaches to co-operation and co-ordination that are in use.

While we should be sceptical of the idea that policies can easily be uprooted and replanted in a different context, there is still a lot of food for thought here. The next section will draw out a series of features from these systems that align well with the current Scottish approach. It is important to recognise what works, as well as what needs to change. Following that we will present a series of ideas drawn from international case studies about how the Scottish ecosystem could evolve.

Confirmatory findings

All six of the case studies presented describe well established career systems which are functioning as well as any anywhere in the world. It is useful to notice some of the main features of these systems.

- All of the case study countries **publicly fund career services** and seek to use career services to meet a range of different policy aims. In most countries this results in more than one government department having an interest in the careers system.
- All of the countries utilise **a range of different delivery approaches** which are designed to make use of existing institutions which citizens are already engaged with (notably the education system and the public employment system).
- Because of the range of policy aims, funding mechanism and delivery approaches many countries report there are **challenges in ensuring the coherence** of career development services. The issues that have prompted Scotland to undertake its career review are not unique. These are issues that everyone is dealing with.

- Many countries actively respond to the challenges to coherence by investing in a range of mechanisms to support **co-ordination and co-operation** between the different elements of their system. A key component of this is having clear strategic and operational leadership for the career system.
- There are a range of elements of **underpinning infrastructure** on which successful career guidance systems are built. These include the provision of national databases of labour market and learning information and national websites and information services.
- All countries are interested in **professionalising careers services** as part of a strategy to enhance quality and increase the flow of information between different element of the career system.

While the picture presented above is suggestive of several challenges, it presents the reality of a system in which career services are well embedded. Career development is necessarily a transversal activity that operates across and between multiple policy and practice domains. They are about helping individuals to manage their careers across the life course, including managing transitions. Because careers inevitably move people between different social and policy systems (e.g. education and employment) careers services are strongly engaged with helping people to manage these complex and often fragmentary systems.

Our international review suggests that where countries do this effectively, they fund career services, embed them into multiple systems (notably into the education system, employment system and wider social welfare systems), and provide additional interventions to plug gaps where they emerge. They also recognise and actively manage this complexity by putting co-ordination and co-operation structures in place, building underpinning infrastructure and strengthening the profession that makes the whole system work.

In many ways Scotland can be seen as an exemplar of many of these system features. As we have shown in the earlier chapters of this report, careers services in Scotland are pre-dominantly publicly funded and connected to a range of different policy aims. While delivery is fragmented in some ways, the existence of Skills Development Scotland provides a strong central coherence to the system and offers the opportunity for more co-ordination. Scotland has invested in strong labour and learning market data, online careers provision through MyWoW and the development of other resources. Scotland also has a strongly professionalised component to its careers workforce, although there are questions as to whether professionalisation could be further broadened.

In summary there is good reason to believe that the career development system in Scotland is as good as what exists in any of our six international case studies. Nonetheless, there are also a range of findings from the case studies that are suggestive of further areas for development.

Case study findings

Key ideas highlighted in the case studies which may be useful in informing future development in Scotland include the following.

Increasing access to career services. Finland defines access to career support services as a core entitlement for citizens. The articulation of this entitlement creates a climate in which politicians seek to ensure access for all and to address uneven access to provision. Such an entitlement draws together diverse services conceptually in the minds of citizens and encourages policy makers to focus on what

services are available rather than on what is funded. If Scotland were to develop and publicise a clearer entitlement for citizens to access career services it may also have a positive longer-term influence on the provision and coherence of career services as it would increase understanding and discussion about what career services are for and what young people are looking for from them.

Linked to this, but more discrete in nature are Estonia and Finland's decisions to formalise and strengthen the position of career education within the school curriculum. This typically involves starting career education early, including it in the national curriculum and ensuring that schools devote substantial amounts of time to it as a subject in its own right. Another example of how access is ensured is through the identification of a required maximum ratio between career professionals and students as in Finland (also discussed in the New Zealand case study). These mandatory approaches serve to extend the entitlement of young people to access career support.

Designing and managing integrated policy. Career policy is likely to involve multiple ministries, government agencies and funding sources. Some countries have focused on creating strong strategic policy co-ordination and alignment. The development of a career strategy designed to identify the different strands and pull them together is one element of this. The identification of a co-ordinating agency (as in Singapore or New Zealand) or the development of a cross-ministerial co-ordination structure (as in Estonia's Education and Youth Board and its National Forum for Career Guidance) provides an important additional element designed to ensure that strategies are implemented and evaluated.

Building links with social partners. The core focus of this study has been to map the Scottish career ecosystem and to examine how international comparators organise their systems. The Austrian case study reminds us of the importance of building broader forms of co-ordination beyond the career development system. The involvement of employers and trade unions, education providers and other relevant bodies in both the governance of and the delivery of career development services is critical. This raises the question as to whether there is a need for career policy makers and practitioners in Scotland to build a more fundamental form of engagement with employers, workers organisations and other key stakeholders as part of rethinking the career ecosystem in Scotland. SDS and many of the other providers are already working closely with employers but this rarely builds employers and other social partners into the governance of the career system as is the case in some other countries.

Creating institutions for co-operation and co-ordination. Each country manages the co-operation and co-ordination of operational practice differently. But a common feature is the creation of representative stakeholder bodies like Newfoundland and Labrador's Community Employment Collaboration, the Estonian National Forum for Career Guidance or the Finnish National Lifelong Guidance Working Group. Finland has also created regional co-ordinating structures for careers services which have some similarities with Scotland's Local Employability Partnerships (LEPs). This raises the question as to whether Scotland needs to both develop national co-ordination structure and develop the existing local structures to improve the functioning of the ecosystem.

Professionalisation. Historically career development has been a weakly professionalised area.¹¹⁵ However, there is wide recognition in all of the case study countries that increasing the professionalisation of the careers workforce is linked to an improvement in quality and an increase in cross-sectoral co-operation. There are a range of initiatives outlined in the different case studies including investing in training, developing quality standards, standardising job titles and building a community of practice.

Scotland already has many of these elements in place and has also been investing in the creation of an apprenticeship pathway for the profession¹¹⁶, but as the research in earlier chapters has shown, professionalism is confined to relatively small segments of the system. There may also be value in considering issues of professionalism more broadly, as many of the other countries do, and considering how to professionalise the wider roles (e.g. teacher, youth worker) who are involved in the provision of career services. One useful approach would be to adopt the kind of broadly framed community of practice approach that has been developed in Newfoundland and Labrador. This has sought to form the disparate workforce into a single profession through a range of developmental interventions including training, mentoring and information sharing. The development of the Kaiarahi (Careers leader) model in New Zealand offers an alternative approach for this kind of capacity building initiative.

One-stop shops. Finland has developed one-stop guidance centres to support the joining up of local practice and services. In many ways the plan by DWP to create Youth Hubs speaks to a similar ambition to create a coherent experience for young people. However, these are still emerging as an idea in the UK and it would be valuable to look to Finland where it has been successfully piloted.

Summary

Figure 6.1 summarises the findings from the international review and draws out both where practice in Scotland aligns with what we have seen in the international case studies and where there are ideas that merit further consideration as the Scottish system moves forward.

Figure 6.1. Learning for Scotland from the international case studies

Scotland aligns with international practice	Scotland could learn from international practice
Like Scotland, all high functioning career systems are based around publicly funded career services.	Some systems have established more effective permanent structures for managing public funding across multiple government departments.
While none of the international case studies have a fully realised lifelong guidance system, this remains the objective that most, including Scotland, are aiming towards	Some countries have moved further towards guaranteeing universal access to a broader career service offer than is currently the case in Scotland.
All countries employ a similar set of approaches to delivering career services to Scotland. While there are examples of good practice and innovative ways to combine services, the basic pallet of services as set out in the typology in chapter 2 is common to all systems.	Some countries have built a more effective set of structures to foster co-operation and collaboration at an operational level. These include both local and national structures.

¹¹⁵ Organisation for Economic Co-operation and Development (OECD). (2004). *Career guidance and public policy. Bridging the gap*. Paris: OECD.

¹¹⁶ Career Development Institute. (n.d.) Career development progression pathway. <https://www.thecdi.net/Career-Development-Sector-Progression-Pathway>

<p>In many of these countries a key element of the delivery of career services is the engagement of employers in working closely with the education system to inform young people's aspiration and understanding of the labour market.</p>	<p>Some countries have built deeper levels of engagement with employers, engaging them at a strategic level as well as at the level of delivery.</p>
<p>Most countries have made similar investments in the underpinning infrastructure needed for effective career services. These include the provision of digital services, high quality labour market information and a publicly available website.</p>	<p>In addition to the underpinning infrastructure of digital and information services some countries have been able to build stronger public facing infrastructure (such as Finland's one-stop shops) that help to increase the integration and coherence of career services.</p>
<p>Professionalism is important to all countries, with many seeking to achieve the level of professionalisation that exists in SDS and Scotland's HE career services.</p>	<p>Some countries are engaged in a project to further increase the level of professionalism in their system and to professionalise a greater proportion of their career service workforce. This has often included revising and updating training and increasing the level of understanding of the career professional's role.</p>

7. Options for moving forward

This report has mapped Scotland's career services and explored how far services are part of an integrated and coherent whole. We have also looked at six parallel systems from overseas and examined how they organise their career services.

The study concludes that there is much to recommend in career services in Scotland. Young people across a wide range of learning and community settings can access career services and gain help with their career. However, there is also room for development as services are variable, fragmented and at times patchy. Not everyone can access the same level of help, and even those who can get help may find that its nature and quality varies as their circumstances change.

The review of international practice tells us that there is no country that has solved all the challenge of fragmentation and the diverse policy interest in career development. As we have argued earlier it is common for career services to be commissioned for different government departments and levels of government and to be asked to pursue different policy aims. The fact that career services are a tool that can be used for multiple aims is a strength, rather than a weakness of the activity, but it can, at times, result in confusion and inconsistency. So, while the international case studies do not solve this perennial problem they do provide lots of inspiration about how things might be organised differently. When we combine these with our discussion of the wider evidence and the evidence that we have collected from Scotland this provides insights about how to move forwards.

Effective career services

At the start of this report we introduced ten evidence based principles for the design of career systems drawn from international research by the European Lifelong Guidance Policy Network. In figure 7.1 we reflect on how provision in Scotland measures up against each of these principles.

Figure 7.1. Principles of effective career provision and delivery in Scotland

Career services are effective when they...	In Scotland...
are lifelong and progressive.	there is high quality provision across the life course (with some gaps), but the fragmentation of services means that users are likely to encounter new approaches and paradigms as they move through the system, rather than view career learning as a progressive process.
connect meaningfully to the wider experience and lives of the individuals who participate in them.	the level of integration between career services and wider education and support services is often good, with many services strongly embedded and others making effective use of referral. However, there is considerable variation across the system and where partnerships fail there is a danger that services and providers become disconnected from one another. Strengthening co-ordination and co-operation structures could further improve this further.
recognise the diversity of individuals and relate services to individual needs.	Many career services in Scotland report an engagement with diversity and a concern about inclusion of learners and customers from diverse backgrounds. Services are often targeted according to need in ways that attend to demographic and geographic diversity.
combine a range of interventions together into a coherent programme of career development.	there is a variety of different provision as described by the typology that we present in chapter 2. The way that these different elements of provision are understood and combined varies across the different components of the system. Decisions about the best approach to combine interventions and achieve coherence (e.g. what blend of the I A G Ed Em B model should be used) are largely taken at the institutional or local level. This inevitably leads to variations in the nature and quality of services provided.
support the acquisition of career management skills.	the concept of career management skills is well understood in some parts of the Scottish system (along with similar, and at times competing concepts like graduate attributes or metaskills). However, other elements of the system are not strongly invested in the idea of learning outcomes as central to careers provision (see figure 5.1 on levels of impact that can be measured). Furthermore, the diversity of frameworks probably hampers much growth of understanding in this concept amongst users and stakeholders.
are holistic and well-integrated into other support services.	there is a clear recognition of the value of integrated public service provision for young people in numerous policy documents. Partnership agreements exist between many agencies to ensure that this is working effectively. The local nature of these relationships means that there is some variability in their effectiveness and in the extent to which wider public partnerships designed to support young people include the provision of career services.
involve employers and working people, and provide active experiences of workplaces.	understanding is growing that employer engagement and experiential learning are critical to the delivery of effective career services. This is a core focus of DYW partnerships and potentially of a range of other components of the system. However, this activity remains emergent and there may be value in exploring how employer engagement can be started earlier, be more deeply embedded, its volume increased, and its integration with other career services improved.

Career services are effective when they...	In Scotland...
are delivered by trained professionals.	there is a highly professionalised career workforce, but as already discussed, this is concentrated within SDS and HE rather than spread across the whole system. The careers profession and careers professionalism are also narrowly defined in ways that do not recognise the need to professionalise the full range of roles involved in the provision of career services.
draw on good-quality, accurate and up to date career information.	career information (including labour market information and information about the education and training system) is of a high quality with appropriate information being collected and made available through online services like MyWoW. There are also other important information sources including those specific to particular components. So, MyWoW is infrequently used in higher education, but HE services argue that they have alternative and more sector-specific information sources. As already discussed, there are improvements to be made in the sharing of and use of information across different components and jurisdictional levels.
are quality assured and evaluated to ensure their effectiveness and support continuous improvement.	quality assurance is patchy and often embedded within wider processes rather than specific to career services.

Changing the shape of the ecosystem

The development of scenarios begins with us considering what are the main factors that shape the overall operation of career systems. Clearly there are a wide range of different possibilities that may influence the shape of the overall system. Some important issues that the Board may wish to discuss include the following.

- **Scotland offers universal access to career services, but not all access is equal.** Different users, in different institutions receive different services. But there are questions about whether the right level and ease of access is available to the right people.
- **Career services are embedded in a wide range of different policies, but policy does not manage them as a national ecosystem.** We have highlighted the distinction between needs-based policies and asset-based policies as well as the divide between education and labour market policies. What could be done to increase policy coherence?
- **The overwhelming majority of career services are funded by public money. But there is limited management of this investment.** The design of the system will vary depending on the resourcing that is available. Through this research we have built up a detailed picture of what is being spent and the relative funding available to different elements of the system. The fact that no one has a strategic overview of all of this funding is an issue in itself, with many of our figures relying on estimates. Given that the overwhelming majority of this funding is public money it should be possible to gain a clearer overview of it for strategic planning purposes. In addition, there is the question as to whether resourcing is sufficient. Many participants discussed challenges of resourcing as important limiters on the services that they could provide. This could be addressed either by increasing the overall size of the funding envelope or by changing the allocation of funding between the different components as funding changes.
- **Multiple stakeholders are involved in the career ecosystem, but there is a need to more clearly define who they are and what their roles should be.** Career services are of interest to a wide range of different stakeholders. Who are viewed as the key stakeholders and how far should these stakeholders be actively built into the design and delivery of the system? For example, should employers be involved in the governance of the system and/or actively involved in the delivery of career services through the further investment, beyond that already described, in brokerage and employer engagement activities designed to help young people to understand work and careers whilst they are in the education system. If so, what would be the right vehicle for delivering this brokerage? At present DYW has primary responsibility for this, but its focus is on the compulsory education system.
- **Some elements of the ecosystem listen carefully to the voices of users, but users are rarely asked to comment on the ecosystem as a whole.** How important is it to involve young people in the design, delivery and evaluation of the service? For example, should there be formal user representation in the governance of key organisations and of the ecosystem as a whole.

Scenarios

This report seeks to provide underpinning evidence that can inform Scotland's Career Review.

Consequently, we are not going to make recommendations, as it is for the review board to determine the

future direction. Instead, we will conclude this report by providing a series of scenarios which can serve as a menu of options for the Board to consider.

Firstly, we argue that Scotland has a choice to make between moving towards a coherent national quality assurance system for career services and endorsing diverse approaches to quality which support the development of distinctive services across the system. Attending to quality is an important element of building effective career services, but there are many different approaches that can be taken to quality assurance.¹¹⁷ At one end national approaches to quality assurance, which potentially include requirements around consistent professionalism, processes, organisations and outcomes can exert pressure on a system to become more coherent and to exhibit greater fidelity to policy. At the other end institutions and sectors can be encouraged to develop their own approaches to quality which recognise and emphasise their distinctive contribution.

Secondly, we argue that Scotland has a decision to make about the level of inter-organisational integration and co-operation that characterise the system. At one end is a system comprised of a series of independent organisations and sectors which have little to do with each other. At the other end the various organisations delivering career services are tightly connected together through shared policies and accountabilities. In the middle of these two extremes is an increase in voluntary collaboration between actors, without the requirement for formal structures.

Currently we can identify element within the Scottish system pulling in all of these directions. On one hand the existence of SDS as a national skills and careers agency pushes the system towards greater integration and coherence. On the other hand, the burgeoning localised and marketised employability provision suggests a system comprised of independent and distinctive actors. There may be value in taking a more over-arching national position on this.

These two axes provide us with six possible ecosystems through within which career services in Scotland could exist. The forest is probably closest to the current situation in Scotland.

¹¹⁷ Hooley, T., & Rice, S. (2018). Ensuring quality in career guidance: a critical review. *British Journal of Guidance & Counselling*, 47(4), 472-486. <https://doi.org/10.1080/03069885.2018.1480012>

Figure 7.2. Possible career services ecosystems



Jungle

In the jungle the different providers of career services are left to their own devices to deliver what they choose.

At its best such a system could allow a thousand flowers to bloom and provide local partners with choices about what services to commission and young people with distinctive choices about what services to access. At its worst it could become an inconsistent mess with little clarity about what young people are entitled to or guarantee of quality.

Policies that support the jungle: Marketisation of services with limited central regulation of delivery; devolved budgets (ring-fenced or otherwise) with freedom to purchase different types of services within a broad careers/employability umbrella. The benefits of marketisation require regular and sufficient spend to motivate innovation, diversity of provision and spare capacity; as such devolved budgets may need to be larger than the equivalent budgets in more managed systems; localisation and sector-specific initiatives e.g. increasing local control over service design and delivery would also contribute to increased independence and distinctiveness.

Forest

The second scenario is more benign than the jungle. In the forest organisations still roam free, but they have the opportunity to collaborate where it is helpful, and many frequently do. The forest preserves the value of having diverse and distinctive services but sets in place structures to support connection and collaboration. This scenario is probably the closest to the current situation in Scotland.

At its best such a solution would offer the best of both worlds, simultaneously allowing for innovative and distinctive provision but providing a range of support to strengthen the connective tissue between the

different organisations participating in the system. At its worst collaboration could be voluntaristic, episodic and inconsistent and have limited impact on the fragmentation of the system.

Policies that support the forest: The development of formal mechanisms for collaboration and co-operation including national and local co-ordination structures; the creation of national and local communities of practice; and requirements for co-operation in government contracts. The forest could also include wider forms of connection to employers and post-secondary learning providers. Such an approach would have no formal overarching accountability to a central body outside of individual requirements in specific contracts.

Safari park

The Safari Park moves towards a more controlled and systemic organisation of career services in Scotland. While the Safari Park preserves the existence of multiple delivery organisations it anticipates that these would be drawn together more closely into an integrated system.

At its best this could create a well organised public system with a clearly communicated entitlement for users and reduce friction across the system. At its worst it could create a new bureaucracy and stifle innovation and flexibility.

Policies that support the Safari Park: Inter-departmental alignment of policy aims; data sharing agreements; support for organisational mergers and partnerships; shared budget for marketing and communications; formal accountability to a central body for at least some key activities/indicators.

Reserve

The reserve would see a system that is still characterised by diverse organisations pursuing different aims, but in which there is a common approach to quality assurance. In this model organisations would have a lot of autonomy as long as they meet minimum national standards as set out in quality frameworks and professional standards.

At its best this raises the floor standard for provision across Scotland leading to a more professional and high quality approach whilst preserving innovation and autonomy. At its worst this creates a series of box ticking exercises that are layered on top of organisations without any noticeable impact on practice.

Policies that support the reserve: Agreement of national quality assurance approach, alignment of existing quality assurance approaches in different sectors, agreement of minimum professional standards and a standard career structure, common evaluation approaches and benchmarks.

Reef

The reef is a highly co-operative ecosystem. In the reef the Scottish system developing stronger structures for professionalism and quality assurance alongside close collaboration between the various actors. This is likely to include strong sector representation in the development of quality and professional standards, perhaps overseen by a cross sector body.

At its best this could see the emergence of an integrated system underpinned by shared values and practice. At its worst it could see the construction of an elaborate set of structures, with an associated price tag, that are remote from delivery.

Policies that support the reef: Development of national and local structures for co-operation, sector involvement in the development of new quality and professional standards, funding for the development of cooperation and a cross-organisation community of practice.

Zoo

The zoo is the most controlled of the scenarios. It sees the career system in Scotland coming together into a single system with common accountability, management and quality and professional standards. The number of players involved in the system is reduced and their aims and objectives aligned. All elements of the system are connected and have a common quality approach and career structure.

At its best this approach would see the emergence of a coherent single careers system in Scotland. At its worst it would disrupt existing provision and replace it with a centralised and less flexible approach that does not deliver tailored services to different groups (e.g. students in different levels of education), resulting in lower quality provision.

Policies that support the zoo: Closer inter-ministerial collaboration, building a common infrastructure for the system (e.g. training, marketing and evaluation), using funding and other levers to bring existing services closer together and reduce the complexity of the system.

Summary

The six ecosystems presented above are designed to offer a starting point for discussion. In figure 7.3 we summarise the key policies that might contribute to each of the scenario.

Figure 7.3. Key policies for each of the six ecosystems.

Policies	Jungle	Forest	Safari Park	Reserve	Reef	Zoo
Marketisation						
Localisation						
Local fora						
National fora						
Co-operation requirements in contracts						
Funding for co-operation						
Merger of the components						
Shared marketing budget						
Strengthened national accountability						
National quality assurance approach						
Agreement of professional standards						
Common evaluation approaches						

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Appendix A: Detailed resourcing estimates

This appendix sets out the estimated resource supporting the stated young people's careers service in each category of provider. Numbered subsections follow the summary table to provide the evidence and calculations behind the key resource estimates related to those numbered parts of the table. The main estimation techniques are: budget line item review from published government data, internal management information from SDS, estimates provided directly by interviewees, previous research, and extrapolation from survey responses. The most suitable technique varies by category.

For government funding and project funding in particular, spend can vary significantly from year to year. Where respondents were able to differentiate, we focused the estimates on the current year or the most recent financial year. Several respondents commented that the volatility generated by time-limited policies or programmatic funding led to inefficiencies, staffing changes, and loss of knowledge. In some areas, economic recovery funds and education recovery funds are increasing the level of resource, but there is concern over what this might mean for future plans and discontinuities in delivery.

The level of confidence and the range of uncertainty for each estimate varies by category. In many cases, there is a significant level of uncertainty in the estimates provided by interviewees or sourced from the survey responses. Many respondents working in diversified organisations found it hard to isolate resource allocated specifically to young people or on the specific types of careers services in scope. Care has been taken to exclude double-counting, e.g. where LA activity is funded by a national government fund the resource is identified at the national level. However, some respondents were uncertain about the ultimate sources of funds (e.g. where their funders/contract managers sourced the resource from). Education providers highlighted that aspects of careers services are embedded in curricular, co-curricular or extra-curricular activities, making it hard to capture the full amount of resource supporting careers. In some areas, such as independent training providers or special schools, we have very little hard evidence on the size of the market and rely on a small number of interviews. Nonetheless, the least certain estimates are typically for categories of provider whose provision is widely understood to be a small proportion of overall spend, such that a large level of uncertainty within those categories would not materially change the overall resource envelope.

By setting out the calculations transparently, readers and stakeholders with access to different figures or different perspectives on likely estimates can revise the assumptions and identify the implications directly.

Figure A1. Key costing estimates

Institution	No. of institutions	Career related staff	Resources p.a. (£s)
(i) Skills Development Scotland CIAG		600	£42.8 million
Skills Development Scotland MyWoW	1	20.7	£1.8 million
SDS call centre	1	1.5	£0.1 million
SDS employability fund	70		£17.1 million
(ii) Jobcentre Plus	18 youth hubs	172	£10.6 million
(iii) Developing the young workforce	21	200	£14.8 million
(iv) Young persons' guarantee	n/a	n/a	£7-£10m
Fair Start Scotland	5 prime contractors		£3.6 million
Parental employability fund	n/a	n/a	£0.8-£1.5 million
(v) Local authority provision	32	100-200	£15-35 million
(vi) Primary schools	2004	Tiny	Total: £1-3m <i>Dedicated budget: n/a</i> <i>Teaching time: £1-3 million</i>
(vii) Secondary schools	357	Around 800-1150 FTE (incl. teacher capacity)	Total: £35-55m <i>Dedicated budget: £1-2m</i> <i>Teaching time: £25-40 million</i> <i>Careers staff/admin time: £10-15m</i>
(viii) Special school	114	Unknown	£1.5-£3m (mostly non-dedicated staff time)
(ix) Colleges	27	Around 350-500 FTE	Total: £15-30m <i>Dedicated team/budget: £5m-£10m</i> <i>Teaching time: £10-20 million</i>

Institution	No. of institutions	Career related staff	Resources p.a. (£s)
Training providers	Unknown	Unknown	Mostly subcontract from a budget specified elsewhere
(x) Universities/higher education institutions.	19	550-900 FTE	Total: £30-50m <i>Dedicated team/budget: £9m-£12m</i> <i>Teaching time: £20-40 million</i> (treated as government-backed funding)
(xi) NGOs and charities (other)	Unknown	50-250	£2-5 million (charitable fundraising; excluding public funding)

(i) Skills Development Scotland

We were provided access to Skills Development Scotland's data to build an understanding of the total value of the career services that it delivers to young people. The basic methodology was to identify which services could be classified as career services and then to ascertain the proportion of these services which were utilised by young people (under 25) rather than adult users. This picture was built up through a mixture of analysis of SDS data sources and interviews, asking key SDS experts to make estimates where clear figures did not exist.

There are four main areas of career service delivery that we were able to cost in SDS.

- **SDS CIAG delivery.** This included delivery in schools and colleges as well as dedicated delivery in SDS careers centres. The total budget for CIAG delivery was £46 million for all users. Data provided by SDS suggests 93% of users are young people giving us an estimated spend of £42.78 million on young people. This also includes some delivery by telephone and webchat through the CIAG and PACE helplines.
- **MyWoW.** This included all annual costs for maintaining SDS's career website (c.2.19 million). SDS estimate that 82% of the sites users are young people and that the cost of delivering the site to young people is therefore £1.8 million.
- **SDS call centre.** Mainly manages enquiries for wider SDS programmes. Most delivery of telephone guidance is included within the CIAG delivery discussed above. However, a small amount of career information and advice is delivered by the service. The manager of this area estimated that this had a notional budget of £0.08 million.
- **SDS employability fund.** This is a fund maintained by SDS to deliver employability provision to young people. Based on the details provided in the funding rules it seems like all of this activity would fall within our definition of careers services.¹¹⁸ This is a total of £17.1 million.

Taken together this means that SDS funding totals approximately £62 million annually, while noting this can change from year to year in line with changing policy and programmatic funding priorities.

(ii) UK Government

FTE estimates are based on the proportion of all UK work coaches that are likely to be operating in Scotland, assuming distribution in line with population to arrive at 862 coaches. Approximately 20% of the overall work coach effort is likely to be focused on young people in line with an assumption that 20% of the users of such services are between 19-25 as advised by Tony Wilson of the Institute of Employment Studies. The spend estimate is based on interview insights and a population-based estimate of the proportion of UK funding is going to Scotland. This figure includes both staffing costs for work coaches and funding for the Job Finding Support Scheme and the Job Entry Targeted Support scheme.

(iii) Developing the Young Workforce

The c.200 in-scope FTE from Developing the Young Workforce is based on 0.5 School Co-ordinators per secondary school, with c. 357 secondary schools¹¹⁹, combined with 21 area based co-ordinators. The

¹¹⁸ Skills Development Scotland. (2021). *Employability fund rules*. Glasgow: SDS.

¹¹⁹ BESA. (2019). Key UK educational statistics. <https://www.besa.org.uk/key-uk-education-statistics/#:~:text=There%20are%205%2C046%20schools%20in,schools%20and%2014%20independent%20schools>

spend estimate was reported by Kenny MacDiermid in interview, made up of £4.1 million for the area based groups plus £8.2 million for the school leads. Additional funding is allocated to DYW to support enhanced in school provision bringing the total investment to £14.8m.

(iv) Scottish Government programmes

Young Person's Guarantee is a policy to ensure young people have the opportunity to study; take up an apprenticeship, job or work experience; or participate in formal volunteering based on their own goals and ambitions. It is backed by funding, with £60m committed to support implementation of the Guarantee in 2020/21 along with ongoing investment in education, skills and employability. A further £70m has been committed for 2021/22.¹²⁰ The package covers a range of schemes and activities, which are mostly out of scope for this study, such as training/retraining schemes, support to recruit and retain apprentices, and subsidies to employers to help them provide opportunities to the beneficiaries of the policy. Discussions with local authorities estimate a proportion of the amount that would be in addition to other funding streams specified in this report and address in-scope activities such as careers services and key workers to work with young people in touch with the scheme to help them identify and navigate appropriate opportunities. The total amount of additional in-scope spend is estimated at £7m to £10m in the coming year, acknowledging significant uncertainty given the range of activities addressed by the policy.

The scale of Fair Start Scotland is based on reports from the Year 2 Overview from Scottish Government.¹²¹ The number of FTE focused on in-scope activities derives from the overall reported number multiplied by the proportion of users 16-24. The budget spend is then extrapolated based on an average per user spend, itself calculated from overall funding divided by planned number of users to give a per-user spend of about £2,500.

The Parental Employability Support Fund is advertised to potential clients as one-to-one tailored employability support with a key worker, including support to access training. The PESF was intended to be £12m of the overall Child Poverty Fund, to be spent over two fiscal years 2019-22, due to be delivered by LAs who submit proposals to central government. In the 2021-22 budget, £9.7m was allocated to it (up from £7m in 2020-21, being £5m core funding + £2m for disabled beneficiaries). In 2021-22, there is a £700k boost for young parents. It covers both in-work progression and access to work, with the latter being mostly in scope for this project. Parents under 25 years old is one of their six categories of support. Distributing funds evenly over the categories, we estimate 5%-15% of the core money supports careers services for the under 25. Combined with the boost for young parents in 2021-22, the full estimate is c. £750k-£1.5m.

(v) Local Authority Provision

Interviews suggest that local authorities vary widely in the core budget they make available for careers services and the extent to which they seek to and are successful in bidding for third party funding.

¹²⁰ <https://www.gov.scot/news/gbp-100-million-for-employment-support-and-training/>
<https://www.gov.scot/news/growing-the-young-persons-guarantee/>

¹²¹ Scottish Government. (2020). *Fair Start Scotland evaluation report 3: Overview of year 2* (November 2020). Edinburgh: Scottish Government.

We triangulate estimates for LA spend, drawing on both SLAED and SDS survey data. The SLAED-led data is top-down based on the total number of staff working in employability/skills, adjusted using survey data insights to identify an appropriate total in-scope budget. The SDS survey-led data provides a bottom up estimates, extrapolating national spend from LAs who felt able to report a specific spend in the survey. Using wide estimate bands across these different techniques arrives at £10m-£40m, with a central estimate range of £15m-£35m. These estimates reflect just the additional spending contributed to young persons' careers services in Scotland secured by LAs, i.e. European or core LA budgets leveraged for those activities, as opposed to national government budget lines that are counted elsewhere.

LAs reported a total of 524 staff working in employability/skills in 2018/19 (Table 7, SLAED Indicators Framework Report 2018-2019), being 40% out of a total of c. 1,300 FTE in economic delivery as a whole, being broadly stable in recent years and aligning only approximately to population distribution. Following an average Local Government salary of £25k (Total Jobs) and a 20% uplift for on-costs results in £30k core cost per staffing, or £16m in total. However, not all of the employability/skills FTE is focused on young people. Based on responses from five councils to the survey and one follow-up interview, we estimate 40%-85% of the 524 staff to be working in in scope areas for this report, i.e. £6m-£14m per year on core staff spend. Responses from three councils suggest that the staffing share of overall spend is 50%-80% (other respondents felt unable to comment), arriving at a total budget of £8m-£28m. Finally, we exclude the 5%-45% of spend that survey respondents reported as coming from national government (as opposed to LA core budgets or third party bid funding, such as European Social Fund projects). The full range estimate from this method arrives at £5m-£25m, with a central range estimate of c.£10-£20m.

This method is triangulated via the two councils in the survey who provided a specific annual budget figure, both of which were consistent to their population share. Extrapolating to the national spend would suggest £24m-£25m, with both identifying somewhat more than a third of the spend being resourced from the Scottish Government (e.g. Young Person's Guarantee funding) and one highlighting that their spend was likely higher than other local authorities on a comparable basis. Adjusting for these two aspects suggests a range of £10m to £15m. The number of young people supported is identified as 22,000 in LA submissions to SLAED¹²², with a range estimate applied to reflect the uncertainty conveyed in interviews over in-scope activities. Extrapolations from the number of FTE working in the relevant area from five councils, with adjustments as above for the proportion of total spend on staff and exclusions for national government funds, results in a range of £15m to £35m.

It is also important to recognise the importance of Community Learning and Development (CLD) as an element of LAs provision. There are around 2000 CLD practitioners in LAs. Much of this work will overlap with the employability work that we have costed above, but there may also be more career services being delivered as part of CLD work, particularly because CLD guidance emphasises the importance of employment and employability. Given this, it is possible that a more detailed exploration of CLD provision would identify further resource being allocated to career services within LAs. Looking across the estimates and allowing for some uplift from CLD produces a central estimate range of £15m to £35m, acknowledging significant uncertainty such that the true value might fall between £10m and £40m.

¹²² Scottish Local Authorities Economic Development Group (SLAED). (2019). *Indicators framework report 2018-19*. Livingstone: SLAED.

(vi) Primary schools

Nine primary schools responded to the survey, with none identifying a dedicated internal budget for career-related activities, suggesting no recurrent spend. Five explicitly said they had no budget beyond internal staff capacity; one mentioned small amounts of charitable support and a second mentioned some employer support. None identified dedicated FTE for careers services, beyond qualified career advisers that had retrained and now worked as teachers in the school. Nonetheless, most respondents described some level of episodic career-related activities. Considering the frequency of activities discussed, an upper limit is probably a few hours per week of time spent on these activities, mostly spread informally across a set of teachers with some coordination work for occasional events. Other schools may do less, considering survey respondents are likely to be interested in the topic. At £40k for an example salary with on-costs, we might identify a typical range of £0k-£2k of institutional investment per primary school per year. Across 2k primary schools in Scotland, this resource may be worth c. £1-3m p.a., emphasising that this is a distributed level of staff capacity resource rather than an allocatable budget.

(vii) Secondary schools

36 secondary schools responded to the survey, but many identified the resource-related questions as hard to answer. The key challenges were identifying careers-services as an element of other roles/teams (e.g. teaching in general, the Pupil Support Team, Skills & Achievement team, ad hoc admin support throughout the year etc.) and achieving clarity on which roles were paid for by the school's budget, as opposed to working closely in the school but paid for by third parties, such as SDS advisers.

Most schools stated that they have no budget or only limited budget in-house, because the SDS relationship covers the careers adviser costs or because activities are paid by other groups with the school as a partner. Five schools did specify a non-zero budget, with most being in the £10k-£30k range per year and a fifth identifying a PEF programme funded by the Scottish Government based on activities/users with a £140k budget, seeing 1,300 young people a year including NEETs. Collectively this suggests that additional budget contributions to careers service from school-devolved budgets is very modest, perhaps an average of £3k-£5k per school and c. £1m-£2m across Scotland, but it could be less if the majority of non-respondent schools have zero budgets.

Secondary schools described a significant contribution to careers services through staff capacity, spanning admin, careers-dedicated staff, and teacher capacity. There was an average of 0.4 FTE non-qualified advisers across schools (range 0-3), 0.2 FTE employer engagement support (range 0-1, excl. 10 FTE in one school that is unexplained), and 0.3 FE of admin/support time (range 0- excl. 4+ FTE in three schools that are unexplained and likely refer to all support staff time not the amount dedicated to careers), i.e. a total of c. 1 FTE of time dedicated to careers outside of teacher time on average across schools. Excluding the schools that appear to have included all teachers, responses suggest there may be c. 2 FTE of staff time on average across a whole school that supports careers work, noting that there is likely to be significant uncertainty in this component along with variation across subject type and teaching style. With approximately 40k secondary school registered teachers in Scotland, this roughly equates to 1%-3% of teacher time spent on careers-related activities. With example average salaries of

£30k for the non-teaching staff and £45k for teachers in Scotland (adding 20% for on-costs)¹²³ and 357 eligible secondary schools in Scotland at the time of analysis, this suggests £10m-£15m of non-teacher time per year and £25m-£40m of teacher time per year. A central range estimate across all these categories of spend is £35m to £55m.

(viii) Special school

One interviewee advised that special schools spent significantly more on careers services on a per pupil basis than mainstream schools, in line with the overall distribution of resource and reflecting the smaller scale of the schools, the personalised nature of the support, and the emphasis on supporting transitions into community living. The pupil census¹²⁴ identified c.7.3k students across 114 special schools, describing an average school size a thirteenth of mainstream secondary. With the mainstream secondary school estimate identifying £100-£200 per pupil, we might apply £200-£400 per pupil spending in special schools, giving £1.5m-£3m p.a.

(ix) Colleges

14 FE colleges responded to the survey, although many faced the same estimation difficulties as secondary school respondents. Colleges described a variety of delivery structures for careers services. Some have a dedicated careers service, whereas others mention having separate roles but no single coordinating function (e.g. work placement advisers, course I&A embedded in student services).

The size of the core careers team (qualified advisers, other I&A staff, employer engagement) varied from 0 to 19 FTEs across the 13 FECs responding to the FTE questions (average of 6). Most had no qualified advisers, but a few had 1-4. About half had no employer engagement, with the rest having 1-6. The majority of the teams were made up of unqualified “career and employment information and advice staff”. Average of 0.5 FTE in support. At £25k for support and £30k for careers staff plus 20% in on-costs, this suggests c. £200-250k in FTE spend per year on core staff or £4-8m across the sector. The vast majority of core spend is on salaries as part of core budgets. A few respondents mentioned minority contributions from local government, the EU, charity, employers, or direct payment. Some uplift for project based funding outside of staff time would allow for £5m-£10m in dedicated spend.

FEC’s struggled to comment on how much time staff/lecturers put into careers as part of their teaching, with several including all their lecturers as part of their careers delivery. Others described it as “embedded” in their work or noted that ‘their role is to deliver education, however a large part of it is getting students ready for employment and some courses are more academic than others so practical courses would have more input around employer engagement, career planning, etc.’. Some specified a handful of trainers and teachers/lecturers FTE, e.g. 0.5 – 20 FTE, dedicated to careers. In some cases this could be employability lecturers who are delivering on national programmes like the Employability Fund. One estimate is 5% of all teaching capacity being dedicated to careers, noting that college staff dedicate a significantly larger proportion of time to careers than mainstream secondary schools as a whole, reflecting their students’ age range and institutional priorities. We think that this is a conservative estimate and that it is possible that a greater proportion of teaching and other staff resource is invested

¹²³ SSTA. (n.d.) Salary Scales 2018-2021. <https://ssta.org.uk/draft-salary-scales-2018-2020/>

¹²⁴ Scottish Government. (2021). *Pupil census: supplementary statistics*. <https://www.gov.scot/publications/pupil-census-supplementary-statistics/>

in career services with colleges. With c. 5.5k teaching staff across the sector (Colleges Scotland Key Facts June 2016), this suggests c.10 FTE of teaching time focused on careers per college, aligning with the estimates that some respondents felt able to provide in the survey. At £40k-£50k for salaries including on-costs and allowing for a range of uncertainty, we arrive at c. £10m-£20m per year as a contribution to careers support as part of lecturer/teacher capacity.

(x) Universities/higher education institutions

12 HEIs responded, commenting with respect to their institution, and nine felt able to comment on “approximately how much income/funding/budget (in £s) do you receive each year to provide careers services to young people under 25 in Scotland?”: answers ranged from £40k to £1.4m, averaging £0.5m. With 19 institutions across Scotland¹²⁵, this suggests a total core budget of about £10m. Nearly all of the money is spent on staff, with some explicitly stating that overheads were not included in the budget. Nearly all the money is described as coming from the university budgets, with some saying it comes from the Scottish Government, with three describing minority (5%-20%) contributions from employers. However, this amount excludes most contributions to careers services outside of the core team. Several institutions remarked on the complexity of the funding estimates. Some took the core budget of the career service and multiplied by the proportion of students under 25. Others noted how much the budget varies from year to year, given changes in employer input, performance relative to Outcome Agreements, and widening access funds.

A similar estimate value is derived from examining FTE responses, which all 12 responded to, focusing again on the core careers service. All institutions reported some qualified advisers, from c.2 to c.16, averaging 5.5 FTE. Nearly all also reported some non-qualified advisers (avg 2.6), employer engagement team (avg 2.6), and support staff (1.7). Average FTE across all roles is c.14/15 per institution, suggesting c.250-300 across Scotland. At £35k to £40k for salary and on-costs, we arrive at £9m-£12m p.a.

As with other education sector providers, the challenge in HE is estimating the contribution of non-careers staff. Applying the same 5% estimate and range of uncertainty as with FE colleges, and assuming that 75% of academic staff effort is in-scope (i.e. excluding research, students aged 25 and over) we arrive at 300-600 FTE supporting careers services.¹²⁶ Applying an example average academic salary plus on-costs of £60k (THE UK University salary data), the total contribution of teaching staff time can be estimated at £20m-£40m. Combined with the core service budget, an initial estimate for total resourcing is £30m - £50m.

(xi) Charities and third sector providers

21 out of 25 charities and third sector providers responding to the survey felt able to comment on the budget question. Answers ranged from £0 to £750k, totalling c. £3m, noting some uncertainty in the respondents’ numbers. Of this budget, around 35% is likely to represent additional funding to the government sources already identified. The weighted average of responses identifies c. 60% is from government (c. 25% Scotland, c. 20% EU, c. 15% Local gvnt, which is likely to be counted elsewhere), with the remainder from charities, foundations and employers, but likely to include some non-financial match

¹²⁵ See list of AGCAS members at <https://www.agcas.org.uk/Scotland/Members>.

¹²⁶ Universities Scotland has described around 40,000 total people employed in Scottish HEIs, which benchmarks from individual universities suggest would relate to c. 20,000 academic staff and c. 12,000 academic FTEs.

funding. Named sources (not comprehensive) from the respondents are: DWP KickStart Jobs, ScotGov CJS jobs, sale of public-donated goods, donations, fundraising, Scottish Funding Council, Erasmus, ESF, Fair Start Scotland, and Big Lottery Funds. Given this there is considerable overlap with the components discussed above and with Community Learning and Development. As a result we have taken the decision not to view charities as a component in their own right, but rather to recognise charity funding as a small, but important funding source and the third sector as an important delivery mechanism for many of the career services discussed in this report, but usually under the umbrella of one of the main eight components.

Following discussion with SDS, we estimate that survey respondents might reflect 20% to 40% of the total charity sector in Scotland by spend on youth careers services. These estimates result in £2m-£5m of additional money for youth careers services by charitable fundraising. Applying a similar logic to FTE, we arrive at 50-250 FTE, with significant uncertainty given the range of salaries and working practices across the sector.

Appendix B: International case studies

Austria¹²⁷

Austria is a central European state with around 9 million people.¹²⁸ It is a wealthy country with a strong vocational education system.¹²⁹ The country operates the 'dual system' which means that many young people are trained through apprenticeships which combine work and learning. Due to the involvement of both education providers and employers the apprenticeship system is overseen by both the Ministry of Economics and the Ministry of Education.¹³⁰

Careers services in Austria are linked to several wider social and political aims including increasing skills levels, building a knowledge society, the shift to the digital and green economy and addressing the changing gender and age composition of the workforce.¹³¹ Key goals for careers services are set out in the country's *National Lifelong Guidance Strategy* which is part of the *National Strategy for Lifelong Learning*.¹³²

Austria guarantees near universal access to career services, although this is delivered through an array of different institutions and funding arrangements. Career services are positioned to unlock potential and increase national capacity through the development and alignment of skills.

Delivery

The provision of career services in Austria is essentially divided between those services which are provided through the education system and those that are provided through the employment system, particularly through the public employment service. These services are underpinned by the provision of national labour market information and online career support resources provided by both government and the Austrian Chamber of Commerce.

For young people career services are most commonly accessed within the education system. Career guidance in schools is based on three pillars (1) careers education classes, (2) career counselling, and (3) real life-encounters including work placements and conversations with employers and employees. This work seeks to develop young people's career management skills and support them to make successful transition. Career services in schools are led by teachers with additional qualifications and training in career guidance.

¹²⁷ Thank you to Monika Petermandl (Academic Program Managers, at the Center for Professional Competence and Organisational Development, Donau-Universität Krems) for providing the information and documents for the Austrian case study.

¹²⁸ CIA. (2021). Austria. <https://www.cia.gov/the-world-factbook/countries/austria/>

¹²⁹ OECD. (2010). *Vocational education and training in Austria*. <https://www.oecd.org/education/skills-beyond-school/45409220.pdf>

¹³⁰ Federal Ministry for Digital and Economic Affairs. (2020). *Apprenticeship system: The dual system of vocational education and training in Austria*. Vienna: Federal Ministry for Digital and Economic Affairs. <https://www.bmdw.gv.at/en/Topics/Vocational-Training-and-Skills/Apprenticeshipsandvocationaltraining.html>

¹³¹ Heinrich, K., Petermandl, M., Aschenberger, F.K. (2021). *Connecting career counselling and human resource development in enterprises for higher education and training in practice (CONNECT!): National report Austria*. Krems: Danube University Krems.

¹³² Euroguidance. (2020). *Guidance system in Austria*. <https://www.euroguidance.eu/guidance-system-in-austria>

The country hosts several large careers fairs which provide a focal point for careers services for young people. The opportunity to bring together a large number of providers and key support services provides a clear and public access point for gaining career support.

Higher education services provide career services for both prospective students and for those studying at university. Higher education careers services are generally not professionalised and are often led by students through their representative structures.

Young people who do not follow a higher education pathway are usually undertaking an apprenticeship. The apprenticeship system is central to Austria's skills system and requires close cooperation between employers (through Chambers of Commerce), employees (through Chambers of Labour) and education providers. The Chambers of Commerce and Labour are an important part of Austrian society. Membership is compulsory and they have the role of acting as the legal representatives for Austrian employers and employees respectively. Young people interested in apprenticeships or in other forms of vocational training can access career guidance through the Chamber of Commerce or the Chamber of Labour.

For adults and older young people who have completed their education, career guidance is accessed through the public employment service. This takes the form of information provision, one-to-one counselling, workshops and events. There is also a parallel service which provides advice for adults seeking to make career changes and to re-enter the education and training system which is delivered through institutes of adult education and services funded by local and regional government.

Professionalism

A key aim of the *National Lifelong Guidance Strategy* is to increase the professionalisation of the country's career system. While the training and qualifications of careers professionals are not formally regulated there are a wide range of training options available. However, there is recognition that the Austrian guidance system is insufficiently professionalised and the country is attempting to expand the proportion of practitioners who are training through a higher education route and who can mobilise the latest theory and evidence in their practice.

Co-operation and co-ordination

Austria has very strong and well-established apprenticeship provision which is based on the 'dual system' whereby individuals receive training from both employers and in the education system. Employer's involvement in training also extends to the provision of some career services for those young people on apprenticeship as well as to strong employer involvement in the wider careers system often through the Chambers of Commerce.

While the Austrian education and training system is characterised by strong tripartite co-operation (employers, labour and government/education system), there is limited specific co-operation for career guidance. In general this is not found to be a problem as there is a good level of entitlement to access services in each of the main sectors. Individuals are usually able to find their way to appropriate services within this landscape and local cooperation and networks ensures effective referral when people arrive at the wrong place.

Future focus

Austria's key area of focus in the future is to continue the process of professionalisation of career workers. The country is hoping to move to a situation where professional skills and capability have been enhanced and there are more formal requirements governing who can be a career practitioner and what standard of provision they should deliver.

Key areas for consideration by Scotland's Career Review

- The existence of the *National Lifelong Guidance Strategy* as an important central document is like the approach taken in *Scotland's Careers Strategy*.¹³³ Is there a need to embed this strategy further into a wider policy framework as has been done in Austria?
- The engagement of the Chambers of Commerce and Labour in the career development system has very deep roots in Austria as part of the dual system. Is there a need for career policy makers and practitioners in Scotland to build a more fundamental form of engagement with employers and workers organisations?

Canada (Newfoundland)¹³⁴

Canada is a large North American state with a population of around 38 million people.¹³⁵ It is a high-income country with a multi-faceted economy. It is comprised of ten provinces and three territories. These jurisdictions are responsible for the bulk of education and employment policy, meaning that Canada cannot be thought of as having a single career development system. The main remaining federal areas of interest in career development relate to services for indigenous Canadians, individuals with disabilities and some youth focused projects.

Despite the strongly provincial nature of Canada's career development provision there are a range of national initiatives and institutions as well as a longstanding history of career development services and a national community of practice, that means that both policies and practices can be transferred across the country.¹³⁶ Initial discussions with Sareena Hopkins of the Canadian Career Development Foundation resulted in the identification of Newfoundland and Labrador as the key case study largely due to the existence of the Community Employment Collaboration discussed below which provides a unique approach to collaboration and co-operation.

Newfoundland and Labrador is a largely rural province which is home to around half a million people.¹³⁷ Its economy is focused on service industries, tourism and extractive industries (mining, oil, fishing) and

¹³³ Scottish Government. (2020). *Scotland's careers strategy: Moving forwards*. Edinburgh: Scottish Government.

¹³⁴ Thank you to Sareena Hopkins (Executive Director, Canadian Career Development Foundation) and Elayne Greeley (Partnership Broker, Community Employment Collaboration, Newfoundland) for providing the information and references for the Canadian case study.

¹³⁵ CIA. (2021). Canada. <https://www.cia.gov/the-world-factbook/countries/canada/>.

¹³⁶ Berry et al. (2019). *Canada country paper for the ICCDPP international symposium*. <https://www.kompetans norge.no/globalassets/iccdpp/iccdpp2019-canada-country-paper-.pdf>; Canadian Career Development Foundation. (2021). *Policy solutions & advocacy*. <https://ccdf.ca/policy-solutions-advocacy/>; Hooley, T. (2013). *Career development in Canada*. Derby: International Centre for Guidance Studies, University of Derby;

¹³⁷ Wikipedia. (2021). Newfoundland and Labrador. https://en.wikipedia.org/wiki/Newfoundland_and_Labrador

the province has been subject to periods of recession and economic restructuring, particularly since the decline of the cod industry in the 1990s.

Most people are able to access career services through the education system. Outside of this access to services tends to be targeted and driven through a needs-based paradigm.

Delivery

The funding and delivery of careers services in Newfoundland and Labrador is complex with multiple, often temporary funding streams underpinning a range of career development providers. This often results in uneven provision and a lack of clarity about what services are available.

Schools have a responsibility to deliver career development learning to all pupils, but in practice this is inconsistently implemented, in part because of a lack of qualified professionals. Post-secondary institutions typically provide careers services for their own students, but again the level of provision is variable. Career services within higher education are limited with most services linked to co-ops (formal work placements integrated into higher education courses).

For adults, provision of careers services is delivered through public employment service and linked to, and funded from, work-related unemployment benefits, with only those on certain benefits eligible to receive services. Outside of this there are a range of smaller community-based services available which serve both adults and young people outside of the education system. These community-based services provide a range of different career development services including STEM-engagement programmes for girls, career development for women in construction trades, social enterprise focused employability programmes, and pre-employment programmes.

There are also a range of online and digital tools that are in common usage. The level of engagement in digital provision has increased during the pandemic, but it remains an open question as to whether this will lead to a more permanent adoption of digital and integrated delivery methods or whether there will be a drift back to face-to-face provision.

Professionalism

Canada has a range of different pathways into becoming a career development professional.¹³⁸ The variety of routes are echoed in different forms of training and professional qualification held by career development practitioners. These ranging from no qualifications to masters and doctoral level qualifications in career development. This complex professional landscape has led to the development of the *Canadian Standards and Guidelines for Career Development Practitioners* which seeks to provide a coherent national picture of what a career development professional looks like and should be able to do.¹³⁹ The professional landscape in Newfoundland and Labrador broadly echoes the national picture, although the Community Employment Collaboration (described below) is a major addition to the continuing professional development of practitioners in the province.

¹³⁸ Bezanson, L., O'Reilly, E. & Magnusson, K. (2010). *Pan-Canadian mapping of the career development sector*. Ottawa: Canadian Career Development Foundation.

¹³⁹ Canadian Career Development Foundation. (n.d.). *Canadian Standards and Guidelines for Career Development Practitioners*. <https://career-dev-guidelines.org/>

The province has also sought to increase consistency in the terminology used by professionals and to settle on the common job title of 'career development practitioner' rather than the various alternatives that are strongly associated with particular traditions and training routes within the field.

Co-operation and co-ordination

Newfoundland and Labrador has developed the Community Employment Collaboration as a mechanism for coordinating career development services across the province. The approach began as an informal collaboration between eight community not-for -profits. Since 2009 it has evolved into a cross-sector collaboration between government and community with some limited funding from the provincial government to support the collaboration (c.£80,000 annually). It supports both managers and directors to share information across different services and sectors and has also contributed to the growth of community-based research and evidence.

The Community Employment Collaboration's central activities are focused on the development of a cross-province community of practice for career development professionals. The community of practice has developed a range of continuing professional development opportunities including mentorship and operational, informal and formal learning opportunities. This means that career development practitioners who work for providers with little or no training resources can access the same training as larger and more resourced partners.

Collaboration and the sharing of training and professional expertise has been further extended during 2020 as it has encouraged organisations to find ways to deliver professional learning opportunities online. This has extended the geographical reach of the Community Employment Collaboration.

The province wide focus on mutual support and equitable access to CDP training has built trust and engagement over the years and led to the position where there is now a largely self-sustaining community of practice.

Future focus

The shift to online services during the pandemic has created an opportunity for Newfoundland and Labrador to rethink the way in which it delivers services. There would be value in developing a coherent blended guidance system which combined aspects of face-to-face services with online and digital provision. The pandemic has shown that digital services can engage different sections of the population and allow access to groups that would have previously found it difficult to engage due to caring responsibilities, lack of transport, illness, and geographical remoteness. But, the shift to a blended or integrated guidance system will require some investment that has yet to be agreed.

Key areas for consideration by Scotland's Career Review

- Is there a need to develop a structure for co-operation and co-ordination similar to Newfoundland and Labrador's Community Employment Collaboration?
- What can be done to foster inter-organisational and inter-sectoral collaboration between providers of careers services around the development of the career workforce?
- Is there a need to try and standardise the language and job titles used by various career services as part of creating a more coherent national ecosystem?

Estonia¹⁴⁰

Estonia is a Baltic state which is home to 1.3 million people.¹⁴¹ It is part of the European Union and is a high-income country and has a strong information technology sector. E-government is at the heart of Estonia's national strategy and this is reflected in education and employment policy as well as in career guidance.

Estonia has a national strategy within which skills and the labour market are one of the main five strands. Career guidance is part of this strand and is understood to be a key part of delivering on the country's aspirations around skills agenda. Estonia offers near universal access to career services. Services are largely conceived as part of a project to increase national capability, but there are also some needs based services which are targeted towards those with particular kinds of disadvantage.

The requirement to provide career guidance is built into the Education Act in the country. Career guidance in Estonia is based on three pillars: career education; career counselling; and career information provision and is provided through both the education and employment systems.¹⁴²

Delivery

Career education is integrated in curricula at various education levels and is a long-standing tradition. Within schools this is delivered through a specified career education subject within the curriculum. It is one of the main eight themes in the Estonian education system. Schools work closely with the public employment system (PES) to provide careers services to young people. The approach to delivery varies across schools, but many include a range of study and work visits as part of their programmes. A recent initiative is the 'Get to work' campaign (Tööle kaasa), where employers offer the opportunity for employees' children to get to know their parents' work and the world of work more broadly. Schools also often provide entrepreneurship and business education programmes.

From 2019 career counselling and career information have been primarily provided by the public employment service (PES) under the Ministry of Social Affairs. There are also strong programmes of career learning within vocational education and training (VET) and higher education (HE) and a growing private sector for careers provision. There are strong links between employers and VET, HE and PES and this informs career guidance provision in these contexts.

There are also careers and employment services for NEET young people outside of education. These are delivered as part of the youth guarantee and through an initiative from the Ministry of Education and Research. There are also more specific projects aimed at re-engaging vulnerable and marginalized young people into the education and employment system.

The country has invested in the provision of digital careers services. This has included the development of a national database of educational opportunities and a national resource providing LMI and trend data, with a particular focus on new opportunities in tech. There are also a wide range of resources including innovative approaches using multi-media and virtual reality.

¹⁴⁰ Thank you to Margit Rammo (Euroguidance Manager, Estonian Agency for Erasmus+ and European Solidarity Corps) for providing the information and documents for the Estonian case study.

¹⁴¹ CIA. (2021). *Estonia*. <https://www.cia.gov/the-world-factbook/countries/estonia/>

¹⁴² Puulmann, A. & Rammo, M. (2021). *Lifelong guidance in Estonia 2021*. Tallinn: Erasmus+ and European Solidarity Corps Agency.

Professionalism

Careers professionals are mostly trained 'on-the-job' with their training then accredited through an occupational standard to level 6 or 7. Key areas of competence required for careers professionals include their ability to promote careers services, network, develop services, run training, provide career counselling and use careers information. There is a current project looking at how to update existing careers professional training to improve engagement with globalisation, digitalisation and entrepreneurship.

The ability to use a range of digital services is frequently incorporated into the training of careers practitioners. For example, there have been various training programmes on e-counselling and more advanced digital training provided by using European funding to access international expertise. In general, careers practitioners are engaged with tech and encouraged to innovate and make use of a variety of different technologies.

Co-operation and co-ordination

The government has recently created the Education and Youth Board which is a policy level initiative designed to bring all government services related to young people under one strategic body. This includes career guidance as a key component. Alongside this is the National Forum for Career Guidance which supports more operational co-operation.

National Forum for Career Guidance include representation from the Ministry of Education and Research, Ministry of Social Affairs, Association of Estonian Career Counsellors, the Estonian Youth Work Centre, Estonian Schools Heads Association, Estonian Students Union, Estonian Chamber of Commerce and Industry, the Education and Youth Board and Euroguidance. The main task of the Forum is to agree on and monitor the career services development goals, also to propose further actions necessary to widen the access to and increase the quality of career guidance. During 2021, there are four meetings planned focusing on cooperation between schools and businesses, use of digital solutions in the provision of career services, capacity building of career specialists and teachers, career education in schools, evaluation and monitoring in the field of career guidance.

Future focus

In Estonia the key area of focus for the future is refreshing and updating the professional standards that underpin the training and development of career professionals in the country. A recent survey of professionals revealed several weaknesses in the training and professional development landscape in the country¹⁴³ which the country hopes to address through updating the professional standard to include a greater focus on globalisation and the international labour market and digitalisation.

There is also interest in bringing career education into closer alignment with entrepreneurship education. This involves rethinking career management skills to include entrepreneurship and other future focused skills.

¹⁴³ Euroguidance. (2020). *Karjääriteenuste valdkonna kutseüsteemi fookusgruppüuring [Professionalising career services: A focus group study]*. Tallin: Euroguidance.

Key areas for consideration by Scotland's Career Review

- Is there a need to strengthen career education in the Scottish school curriculum, perhaps by identifying careers education as a dedicated subject with identified curriculum time?
- Is there a need to improve the digital skills of careers professionals within Scotland? Is this best addressed in initial training, as part of CPD or both?
- How can policy co-ordination be improved? Like Newfoundland and Labrador, Estonia has developed a framework for collaboration. However, in Estonia this is more clearly focused on achieving policy alignment (through the Education and Youth Board) and organisational co-ordination (through the Estonian National Forum for Career Guidance) rather than on professional development as in Newfoundland and Labrador?

Finland¹⁴⁴

Finland is a Nordic country with a population of around 5.5 million people.¹⁴⁵ It is a high-income country in the European Union. It has strong extractive, manufacturing and digital industries.

In Finland, career information, guidance and counselling is a citizens' entitlement identified in national legislation. The services are provided mainly by two established, publicly funded systems. Namely, the Ministry of Education and Culture and the Ministry of Economic Affairs and Employment. The current government has strengthened career guidance as part of a series of national reforms on lifelong learning.

The conception of access to career guidance as an entitlement for citizens serves to provide a strong policy rationale for the provision of career guidance services and mitigates against patchy and uneven provision developing. Finland offers universal access to career guidance services and conceives of services as part of a project to develop national capability.

Delivery

Schools have the key responsibility for the delivery of careers education and guidance for young people.¹⁴⁶ Career management skills are explicitly included as part of the transversal learning outcomes in the national core curricula. Schools are mandated to deliver careers, including 76 hours of compulsory careers education whilst young people are in grades 7-9 (the higher grades in comprehensive school/middle school) and in upper secondary (from age 16-19). In addition to the 76 hours allocated for career education, all other subjects have to include content that link the subjects to career management skills and to the labour market.

Schools are expected to have a careers professional for every 250 students. Comprehensive schools will also provide a compulsory two-week work experience placement, typically with one week in grade 8 and one week in grade 9. More intensive career support is also provided for young people in grades 8 and 9

¹⁴⁴ Thank you to Raimo Vuorinen (Adjunct associate professor, University of Jyväskylä), Jaana Kettunen (Vice-director of the Finnish Institute for Educational Research, University of Jyväskylä), Mira Kalalahti (Collegium Researcher, University of Turku) and Janne Varjo (Associate Professor, University of Helsinki) for providing the information and documents for the Finnish case study.

¹⁴⁵ CIA. (2021). *Finland*. <https://www.cia.gov/the-world-factbook/countries/finland/>.

¹⁴⁶ Finnish National Agency for Education. (2021). *Lifelong guidance in Finland*. <https://www.oph.fi/en/services/lifelong-guidance-finland>.

who are at risk of unsuccessful transitions at the end of comprehensive school. Schools are expected to screen these potential needs as part of their mainstream delivery.

There is also a compulsory requirement for careers education to be included in all vocational qualifications. In this context career education is allocated one ECVET point¹⁴⁷ which gives it a formal place within the curriculum. Careers provision in higher education is more patchy with provision less clearly regulated by government.

Outside of the education system career guidance is mainly delivered by the public employment service (PES). These offer careers services for both employed and unemployed adults. For young people who are NEET there are a range of additional services designed to support them into education and work. In addition, Finland has established around 70 cross-sectoral one-stop guidance centres. These are single locations which bring together multiple different services to support young people to find education and work.¹⁴⁸

Finland is increasingly making use of digital technologies in the delivery of career guidance. There are national online databases of training provision, an online portfolio system and a range of other online tools. There is a national cross-ministerial working group currently working on the development of integrated online career services.

Professionalism

Career guidance in Finland is strongly professionalised with all career professionals qualified to masters level. Professionalisation is strongest in the schools where career professionals are usually qualified teachers with a post-graduate specialism in career development. Professionalism can be more patchy in other contexts. Most careers professionals undertake a work-based qualification with accreditation from one of Finland's universities.¹⁴⁹ There is also a masters qualification available which is required for those who want to work as a vocational psychologist in PES.

Co-operation and co-ordination

Finland has established the National Lifelong Guidance Working Group as a co-ordinating body for guidance across the lifecourse. It is co-chaired by the Finnish Ministry of Education and Culture and the Finnish Ministry of Economic affairs and Employment. It draws together multiple national, regional and local stakeholders, aims to promote access to lifelong guidance, support career management skills' development, strengthen guidance practitioners' competencies, develop a quality assurance system and create a coherent and holistic lifelong guidance system.

There are also strong local/regional structures that guide the development of career guidance in localities. Each region has a lifelong guidance forum which oversee and inform guidance provision within the region.

¹⁴⁷ For more on the European Credit system for Vocational Education and Training (ECVET) system see https://ec.europa.eu/education/resources-and-tools/the-european-credit-system-for-vocational-education-and-training-ecvet_en

¹⁴⁸ Kettunen, J. & Felt, T. (2020). One-stop guidance service centres in Finland. In E.H. Haug, T. Hooley, J. Kettunen, & R. Thomsen. (Eds.). *Career and career guidance in the Nordic countries* (pp.293-306). Leiden: Brill | Sense.

¹⁴⁹ Euroguidance. (2020). *Guidance system in Finland*. <https://www.euroguidance.eu/guidance-system-in-finland>.

Future focus

Finland has a (relatively) new reforming government that is developing a range of new policies. In particular the extension of the compulsory school leaving age raises a range of issue for career services and may require the development of new services.¹⁵⁰ One of the key challenges for career services are to link with these wider reforms and ensure that the value of career services is understood as part of larger reform initiatives such as the reform of continuous learning.¹⁵¹

Key areas for consideration by Scotland's Career Review

- Would there be value in Scotland more clearly conceiving of access to career support services as a core entitlement for citizens. This could perhaps be supported by greater clarity about the typical ratios of students to careers professionals that are expected in education system. The articulation of this entitlement creates a climate in which politicians seek to ensure access for all and to address uneven access to provision.
- Like Estonia, Finland has formalised the position of careers education within the school curriculum. Would there be value in Scotland considering how careers education provision in schools could be strengthened further.
- As with the examples from Newfoundland and Labrador and Estonia, Finland's experience suggests that there is value in having a permanent stakeholder body which works to help co-ordinate career guidance policy and practice.
- The provision of regional co-ordinating structures for careers services is also an important initiative. The closest that exists in Scotland is the Local Employability Partnerships. This raises the question as to whether these structures could be strengthened and tasked with the governance of local provision.
- Finally, the development of the one-stop guidance centres is one of the most important innovations in Finland's career guidance provision in recent years. In many ways the plan by DWP to create Youth Hubs speaks to a similar ambition to create a coherent experience for young people. However, these are still emerging as an idea in the UK and it would be valuable to look to Finland where it has been successfully piloted.

New Zealand¹⁵²

New Zealand is a nation state in the South Pacific Ocean with a population of around five million people.¹⁵³ It is a high-income country with a mix of agricultural and industrial sectors at the heart of its economy. The country launched a *Child and Youth Wellbeing Strategy* in 2019 and has updated that with a *Youth Plan* and a *Youth Employment Action Plan* during Covid. This highlights career services as an important part of the delivery of the government's aims.

¹⁵⁰ Ministry of Education and Culture. (2021). *Extension of compulsory education*. <https://minedu.fi/en/extension-of-compulsory-education>

¹⁵¹ Ministry of Education and Culture. (2019). *Reforming continuous learning*. <https://minedu.fi/en/continuous-learning-reform>

¹⁵² Thank you to Leigh Gray (Kaiarahi, Ministry of Education Network of Expertise) and Dr Val O'Reilly and Julie Thomas (The Career Development Company) for providing for providing the information and documents for the New Zealand case study.

¹⁵³ CIA. (2021). *New Zealand*. <https://www.cia.gov/the-world-factbook/countries/new-zealand/>

New Zealand has been through an extended period of reform of its career services. It previously had a national agency (Careers New Zealand) which had many parallels to Skills Development Scotland that was responsible for both strategy and delivery in the country.¹⁵⁴ However, the role of Careers New Zealand has progressively been eroded with responsibility for secondary career education delivery moving back to schools and a resulting lack of national strategy. The Tertiary Education Commission is responsible for the *Inspiring Futures* programme in primary schools and the for career development of individuals outside the 12-19 (secondary school) system.¹⁵⁵

In recent years there has been an interest in reinvigorating career services and providing new strategy as part of wider educational reform initiatives undertaken by the current government. In April 2021, a two-month period of consultation commenced on simplifying qualification design for all New Zealand certificates and diplomas on the NZ Qualifications Framework.¹⁵⁶ The aim is to have fewer components with qualifications, skills standards and micro-credentials as the main components. An expected outcome is that it will be easier for learners and employers to navigate the credentials landscape.

Access to career services in New Zealand is patchy with provision stronger for those inside the education system than those outside of it. Many services are allocated on the basis of need rather than guaranteed as a universal service.

Delivery

The Tertiary Education Commission owns and maintains careers.govt.nz and continues to offer a national free to access website and phone line for all New Zealanders.¹⁵⁷ There is a statutory duty for the Tertiary Education Commission (government agency) to provide an accessible online database of occupational and educational and training information. There are currently plans to redevelop and improve this digital offer and to create a personalised and targeted system, integrating Te reo Māori, to support all New Zealanders to build a fulfilling career. From mid-2021 'Tiro Whetū' will replace careers.govt.nz. *Tiro Whētū* references the Pacific navigators who used wayfinding and celestial navigation to reach NZ, and can be loosely translated as 'to look to the stars'.

There is a statutory duty for schools to provide careers education and guidance from year 7. Career education and guidance is delivered in schools by career advisers who are employed by the school. This will typically include both careers education lessons and one-to-one guidance interviews. The overarching framework for careers provision in schools is the Career Development Benchmarks which set out a self-assessment framework for careers provision in the country's schools and tertiary education providers.¹⁵⁸ However, engagement with the benchmarks is voluntary and if schools judge themselves to be 'ineffective' there are no sanctions.¹⁵⁹

¹⁵⁴ Watts, A. G. (2010). National all-age career guidance services: Evidence and issues. *British Journal of Guidance & Counselling*, 38(1), 31-44.

¹⁵⁵ Tertiary Education Commission. (2020). *Inspiring the Future*. <https://www.tec.govt.nz/focus/our-focus/inspiring-the-future/>.

¹⁵⁶ NZQA. (2021). *Simplifying New Zealand qualifications and other credentials*.

<https://www.nzqa.govt.nz/about-us/news/simplifying-new-zealand-qualifications-and-other-credentials/>

¹⁵⁷ See <https://www.careers.govt.nz/>

¹⁵⁸ Careers New Zealand. (2018). *Career development benchmarks*.

<https://www.careers.govt.nz/resources/planning/career-development-benchmarks/>

¹⁵⁹ Careers New Zealand. (2019). *Secondary benchmarks FAQs*.

<https://www.careers.govt.nz/resources/planning/career-development-benchmarks/secondary/faqs/>

Despite the lack of regulation of schools' career provision, most schools will provide career support as part of their core offer, although the amount of resourcing available to this activity varies. The country is aiming to ensure that it can provide one careers professional for every 700 students, but the reality is more like 1 to 1500.

Most post-secondary vocational education providers will have a careers adviser or small careers department, but again the lack of regulation means that the resourcing is variable. Provision will typically involve access to career guidance, workshops and employer brokerage. Access to professional career support is much weaker for apprentices. Higher education providers will also typically have institutional careers provision. Again this will typically involve access to career guidance, workshops and employer brokerage.

Provision for young people who are NEET is organised locally with under the direction of the Ministry of Social Development. This provision will typically include a mix of career support and basic skills and vocational training.

Professionalism

Careers professionals are regulated through the two main professional associations, the Career Development Association of New Zealand (CDANZ) and to a lesser extent the Careers and Transition Education Association (CATE). The title 'Career Development Professional' is not legally prescribed, although CDANZ requires professional members to hold a postgraduate qualification¹⁶⁰ and the Career Development Benchmarks in schools highlight a Level 7 career-specific qualification as one characteristic of a highly effective career development.¹⁶¹

Co-operation and co-ordination

The Tertiary Education Commission has a statutory duty to facilitate and strengthen the connections between schools, employers and tertiary education organisations and to ensure students are better prepared for employment and further education and training, or both. This means that there is a clear line of responsibility into government for ensuring co-ordination.

The role of Kaiārahi (Careers leader) has recently been created, albeit as a temporary position, to work with schools to increase professionalisation and co-operation between schools. Through a collaboration between the Ministry of Education and CATE, the role is designed to build capacity within schools.

However, despite these co-operation initiatives there is an ongoing challenge with a range of different ministries including the Ministry of Education, Ministry of Social Development and the Tertiary Education Commission working in this space, and the funding of multiple projects. Without an overriding career strategy this can often result in a confusing picture.

Future focus

There is an ongoing need to continue to increase the coherence of career services in New Zealand and ensure that career development is embedded in broader national policies.

¹⁶⁰ CDANZ. (n.d.). Membership types and fees. <https://www.cdanz.org.nz/join-cdanz/membership-types>

¹⁶¹ Careers New Zealand. (2016). *Secondary career development benchmarks*. Wellington: Careers New Zealand. <https://www.careers.govt.nz/assets/Benchmarks/Career-Development-Benchmarks-Secondary.pdf>

Key areas for consideration by Scotland's Career Review

- Unlike Estonia where there is a cross-departmental structure for policy co-ordination, New Zealand has tasked a single government agency with achieving this co-operation. In a Scottish context this role might fall to Skills Development Scotland. This raises the question as to what the best model and approach for is delivering effective policy co-ordination around career development issues.
- The Finnish case study has already highlighted the value of identifying a clear ratio between careers professionals and learners within the education system. This is also discussed in New Zealand, although there is no formal regulation of this. Again this raises the issue as to whether this is an approach that could be identified in Scotland to aid equity between providers.
- As with Newfoundland and Labrador there is a focus on building professional capacity within New Zealand. The role of the Kaiarahi (Careers leader) as an advance professional who can work between institutions to transfer professional learning and building professional capacity offers another way in which this can be achieved. This raises the question as to whether Scotland should have a stronger infrastructure for building professional capacity in schools and other organisations.

Singapore¹⁶²

Singapore is a state in south east Asia with a population of around six million people.¹⁶³ It is a high-income country with a strong specialist manufacturing sector. Singapore has a universal access to career development provided through seven public careers centres, online provision and provision in the education system. Career development is viewed as a key component of the country's human capital strategy which is in turn at the heart of its economic strategy.

Access to career services in Singapore is near universal, with provision underpinned by the rationale that career services can increase national capacity.

Covid has created several challenges for the Singapore economy. This has strengthened the rationale for the provision of career development services and increased the demand for these services in the country.

Delivery

Young people can access careers education and guidance through careers centres and professional career guidance that can be found in all schools and educational providers. All colleges and universities have a careers centre and provide careers services as part of their core delivery. Most educational providers have strong links with employers and involve them in the delivery of careers services. This can often include the provision of employer talks, work experience and mentorship.

Outside of the education system young people can access career guidance through freely accessible government careers centres. These are run by Workforce Singapore (a government agency) and the National Trade Union Congress and provide access to careers information and guidance.

¹⁶² Thank you to Sing Chee Wong (President, People and Career Development Association (PCDA) Singapore) for providing for providing the information and documents for the Singapore case study.

¹⁶³ CIA. (2021). *Singapore*. <https://www.cia.gov/the-world-factbook/countries/singapore/>

The government has also invested in developing the digital infrastructure by launching a career assessment tool¹⁶⁴ and careers portal.¹⁶⁵

Professionalism

Workforce Singapore led the development of the *National Career Development Framework*¹⁶⁶ for career advisors and practitioners. It also manages the credentialing of career practitioners to ensure that they have the necessary competencies to perform their work. Workforce Singapore has developed the curriculum and conducts training programmes for Career Advisors, Career Coaches, Supervisors and Centre Managers with further training available from higher education providers.

Co-operation and co-ordination

Workforce Singapore is charged with ensuring co-ordination of careers services at both a policy and practice level. Within the education ministry there is a department for Education and Career Guidance which oversees careers provision within schools and the vocational education system. All of these co-ordination mechanisms feed into Singapore's Economic Development Board which provides the link to national level policy goals.

Future focus

Singapore anticipates that Covid-19 will accelerate the pace of change within the labour market and that this will in turn lead to an increased demand for career services. This increased demand needs to be accompanied with investment in the profession (both in terms of initial training and professional development and an increased focus on the evidence base. The aim is to improve the impact of the Singapore career system by increasing professional capacity, clarifying what work and providing evidence to support future investment.

Key areas for consideration by Scotland's Career Review

- Like New Zealand, Singapore has a structure for overseeing policy co-ordination. Unlike Estonia this is not based on a cross-ministerial structure. As discussed already these offer different model for managing policy alignment.

¹⁶⁴ See My Skills Future <https://www.myskillsfuture.gov.sg/content/portal/en/index.html>

¹⁶⁵ My Careers Future <https://www.mycareersfuture.gov.sg/>

¹⁶⁶ Workforce Singapore. (2020). *Career Development Framework (CDF) Credential*. <https://www.wsg.gov.sg/programmes-and-initiatives/cdf-credential.html>