

## Leading career development services into an uncertain future: Ensuring access, integration and innovation

### Country paper: Chile [Insert country name]

In advance of the symposium all attending countries are asked to produce a country paper setting out the key issues for their countries in relation to the key themes of the conference.

Please use this template to enter your information. You should aim to be concise. Use bullet points and links rather than providing a lot of local detail. **The paper should be no more than 10 pages in length.**

How to submit:

- Download the Country Paper Template, save this on your computer.
- Prepare the country paper based on consultation within the country team and preferably with relevant national authorities and information sources.
- Submit the Country Paper by sending it to [jmc@iccdpp.org](mailto:jmc@iccdpp.org) (John Mc Carthy, director ICCDPP)
- Deadline: **31<sup>st</sup> of January**

If you have questions concerning the country paper, please contact John Mc Carthy ([jmc@iccdpp.org](mailto:jmc@iccdpp.org))

### Background information

1. List all of the members of your country team with their organisation.

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2. What are the key aims your country has for participating in this symposium?

The principal goal of our participation in this symposium is to continue with our implementation plan that was designed for the 2017 Symposium, which focused on expanding the relevance of guidance for career development because in Chile the dominant focus is limited to a vocational approach. We also want to gain knowledge and experience from other countries to continuing the promotion of an integrated national strategy in regard to career development and guidance.



### Theme #1 - Context and challenges for career development policy.

In your country...

3. Is the level of policy interest in career development:

- Growing?
- Shrinking?
- Staying about the same?

Comment

The activity described as career development and guidance in this report is also known in Chile as “orientación profesional”, “orientación laboral”, and “desarrollo de carrera”, meaning the same approach.

4. What are the key political, social, economic and technological issues that are likely to have an impact on people’s lives and careers in your country?

Give up to five of the most important issues as you see them.

1	Social inequity and segregation structures: Chile is a fragmented society. This is not new, it is part of its national structure and a legacy that dates back to colonial times (when Chile belonged to the Spanish crown). Despite different political efforts during its history, Chile still shows significant social inequity. This inequity is defined by huge differences in the distribution of incomes, resources, positions, and opportunities of human development among social classes (PNUD, 2017). Nowadays, the school system reflects this inequality. Public schools are free and receive the poorest families, while private schools are expensive and geared toward a wealthy minority. As a result, citizens no longer believe the promise of equal opportunities for human development nor that there is hope for a better future or social mobility. This scenario creates a complex context for career development programmes.
2	Complex and unequal labour market dynamic (CNP, 2018; OECD, 2018): the labour market in Chile is characterized by the stagnating labour productivity, the increase of the unemployment rate, weak and slowing trend productivity growth, and a growing deterioration in the quality of employment. Other aspects that characterize the Chilean

	labour market are the existing wage gaps by gender and social class and a high youth unemployment rate (in fact, 18% of young people between 15 and 29 neither work or study). In addition, in Chile -as in other contexts (Tholen, Brown, Power & Allouch, 2013)- the access to the best jobs is mediated by historical relations of social exclusion (surnames, schools, and neighbourhoods operate as class marks). Success in the labour market is achieved not only through academic achievement, but also through the development of networks and participation in selective opportunities, to which not everyone has access (Gallardo & Vergara, 2015).
3	Geographical and cultural concentration as a problematic phenomenon: Even though Chile is an extensive country (4300 kilometres long), the country's population, wealth, and educational opportunities are concentrated in three geographical regions. This situation negatively impacts the development of the country, affecting the lives and career opportunities of people. This is a problematic phenomenon that is not considered a priority for current public policy. The geographical concentration of wealth and culture determines the development capacity of a territory (Rock, Rojas, Puentes & Durán, 2013).
4	Technology is changing the labour conditions of workers: the increase in automation, robotics, and the increasing use of digital technologies have generated a change in the business models of companies, generating modifications in the competencies demanded by the labour force, and changes in working conditions. The accelerated dynamic of the creation and destruction of working positions -stimulated in part by fast technological changes- has develop new scenarios for some professions and occupations, where uncertainty and precarity tends to predominate. Additionally, the value of a professional degree is falling. Most people can study in Chile now, but the market needs less workers than before. The growing incorporation of technology usually is accompanied by the elimination of working positions.
5	Inequality in social treatment in the workplace: In Chile, according to United Nations Development Programme studies, the work place is where people suffer more mistreatment and discrimination, especially people who belong to the middle- and working-class (PNUD, 2017). This situation is related to significant class divisions, especially when considering the organization of the labour world in Chile and the fragility and precarity of contracts (Stecher & Godoy, 2014). Social mobility in this context is scarce.

5. What roles do career development programmes and services play in addressing these political, social, economic and technological challenges?

The role of career development programmes and services is relevant but limited and highly focused on supporting job placement. These programmes lack the guidance dimension and mainly offer information and job vacancies, usually for occupations that require little or no qualifications. In the public sector, the most expanded career service structure is the "Municipal Labour Information Offices" (OMIL system), available at the local city halls. As a result, the role is not substantial. There is no national strategy or equivalent to address the topic in particular. However, Chile is facing structural challenges to improve their career development services and programmes. Considering the context, we propose that the career development programmes and services must try to take, in the short-term, the following roles: (1) functional role: as the catalyser of diverse initiatives and policies (in different levels, sectors, and actors) who may contribute to the preparation of individuals, families, and communities for the development of positive academic and work careers;

(2) normative role: as a referential approach needed to protect the role of autonomy, empowerment, and agency as key aspects for the preparation of individuals, families, and communities for active life and positive transitions during their lives; (3) field role: each career programme and service should be aware of the relevance of configuring a professionally recognized field in order to increase its influence in public policy discussions and instruments at micro, meso, and macro levels, as a key aspect for the preparation of individuals, families, and communities, contributing to Chilean human development.



## Theme #2 - Aims for, and access to, career development

In your country...

6. What are the key policy aims for career development programmes and services?

The dominant approach shows two dissociated sides: 1) the “job placement” system at the Ministry of Labour and Social Security (MINTRAB), which mainly comprises information, job placement service, and other localized supports (OMIL system); and 2) the vocational guidance informative support at the Ministry of Education (MINEDUC), which is centred on information and guidance for dropouts' decision making regarding higher education programs and providers. Additionally, there is currently an emerging trend in Chile related to the promotion of innovation and entrepreneurship (self-employment). In this context, individuals are told to mobilize resources and self-manage, yet they do not have enough career development and guidance support.

7. What groups of people can access career development programmes and services and what groups are excluded?

There are different modalities and types of career programs and services in which people receive guidance throughout their lives in Chile. (1) In the school system and related organizations there are spaces for educational and vocational guidance; (2) local government services offer job placement services and professional guidance for adults through the OMIL system; (3) other emerging initiatives, such as career development and guidance services, are offered by higher education providers; and (4) actions and programs developed by civil society mainly oriented to primary and secondary students and workers with low incomes from disadvantaged environments. Accordingly,

the target groups of the career development programmes and services in Chile are mainly the low- and medium-skilled individuals, the general disadvantaged population, higher education students, and secondary students. As there is not a national strategy in this regard, there are no provisional services or programmes designed for all sectors of society, meaning that other groups such as the indigenous population, elderly people, higher education graduates, and highly specialised professionals are overlooked.

8. How are the opinions of citizens and service users heard and incorporated into policy and practice?

As there is no career development, guidance system, or policy in place, citizens' opinions on this particular topic is not specifically addressed.

9. Is there a framework for ethical practice in career development? How does this framework balance the interests of the individual with the demands of policy and signals from the labour market?

There are some professional organizations that oversee the practice of vocational guidance; however, at the level of professional guidance (career development), the situation is precarious. There are no particular initiatives to ensure the relevance of career practitioners.



### Theme #3 – Integrating career development into wider society.

In your country...

10. Which ministries or jurisdictions are responsible for career development programmes and services? Clarify what programmes and services each ministry or jurisdiction has responsibility for.

The country does not have a career development, guidance policy or equivalent. The existing related aspects are part of more general policies and practices not articulated in a macro-level strategic plan integrating the efforts that are made by different actors. However, under the scope of The Ministry of Labour and Social Security (MINTRAB), through the National Service of Training and Employment

(SENCE), the country is developing several initiatives to improve information and service systems to support job placement and also professional guidance. An example of the above are the following projects maintained by external entities to support reforms to improve the Information Labour System as well as the public policies related to employment intermediation: (a) “Programme on Public Policy on Employment and Training” financed and supported by the United Nations Development Programme (UNDP); (b) “Support to Labour policy and competency-based training system in Chile (CH-T1189)”, and (c) “Program to Strengthen the Labour Intermediation System in Chile (CH-L1135) both funded by Inter-American Development Bank (IDB).

MINTRAB administrates two main national information resources about labour market and employment: (1) The Information System (SIL), an online resource ([www.sil.mintrab.gob.cl](http://www.sil.mintrab.gob.cl)) that offers information on the labour market (characteristics of workers, salary, economics sectors, companies, employment rates, accident rates by sector); and (2) The National Labour Portal (BNE), an online resource ([www.bne.cl](http://www.bne.cl)) for job offerings, placement, intermediation, and guidance.

The major focus of SENCE has been and still is skills and competence development, that is, training for jobs. In that context, one of its areas of action is the promotion and coordination of career development activities to citizens inside targeted initiatives (such as the +Capable programme) and also in the scope of broader programmes such as the OMIL system. This endeavour is highly relevant due to the fact that it offers opportunities for job placement and reinsertion into the work world. “The OMIL system is a bridge that articulates supply and demand in the work world, establishing links between people and the work world. It has a role of great value for the development of the communes of the country” (SENCE, n/d).

Since recent years, and based in the international experience regarding methodologies for identifying skills demand and supply, SENCE has created a new office, named National Labour Observatory, with the partnership of IDB. With qualified teams all along the country (16 regions), Labour Observatories are collecting primary information from employers and regional stakeholders regarding their skill needs in a context of profound economic transformations. Additionally, the central office is generating information on occupations (skills, income, career paths, experience, among others) and their future prospect, based on econometric and statistical models. Consequently, this resource is aimed to improve the employability of workers and the productivity in the country by providing information to support the coherence and content of programs of training and qualification (<http://observatorionacional.cl>).

Another decentralized agency that works in combination with the Ministry of Labour and Social Security is ChileValora, derived from the System of Certification of Labour Competencies. ChileValora operates with a National Framework of Qualifications for Labour Certification and Training, a Catalog of Transversal Skills, a set of Training-Work Paths for various occupational sectors, and a Catalog of Occupational Profiles ([www.chilevalora.cl](http://www.chilevalora.cl)).

The Ministry of Economy, Development, and Tourism is hosting initiatives oriented to promoting innovation and entrepreneurship through two services: Service of Technical Cooperation (SERCOTEC) for micro and small enterprises and entrepreneurs of the country, and Corporation for the Promotion of Production (CORFO) for companies of various sizes and entrepreneurs from Chile and abroad.

In the Ministry of Education's scope, for primary, secondary, and tertiary education, there are no explicit goals nor guidelines of public policy related to career guidance. In higher education, the National Qualifications Framework for Higher Education was announced in Law No. 21.091 in 2018 as a way to support career development. The design process must consider the participation of formal and informal educational and training providers, as well as representatives of the public and productive sectors, workers, and experts, and it must be ready by 2021.

The Higher Education Division of the Ministry of Education (DIVESUP) has an online open resource "Mi Futuro" ([www.mifuturo.cl](http://www.mifuturo.cl)) that provides information on the salary and occupational status of graduates that is reported by their study programmes and institutions, as well as information on the employment status and condition of the graduates.

The National Council of Education (CNED) offers the major explicit approach to guidance -in general- through the online platform named "Elige Carrera" ([www.eligecarrera.cl](http://www.eligecarrera.cl)), offering information and interactive guidance resources to school leavers with the aim of supporting the decision-making process during the transition from secondary to higher education. The source additionally targets higher education prospects in general, as well as their families, and seeks to strengthen links with relevant educational and guidance actors.

Private organizations and foundations related to developmental initiatives on education and training are highly relevant in the Chilean context. In this regard, NGO Fundación Chile provides programmes on human development.

11. What leadership, co-ordination and collaboration approaches exist within the career development system to ensure collaboration across different sectors and different types of clients. For example, how are career development systems within the education system connected to those within employment, health and youth work?

There is no career development system in Chile and there is a lack of coordination between the different government sectors that are involved in related initiatives. Currently, Chile is working on the development of a national policy for labour intermediation to strengthen the coordination between the public and private sectors for the delivery and management of labour intermediation services (BID, 2017). In the governmental sphere, the leadership uses the SENCE framework, which conducts initiatives to improve the OMIL system and well as to develop an integrated information system in the labour market. "It becomes absolutely essential to have a labour intermediation public policy that has a decentralized and participatory management system for the regions and municipalities throughout Chile in which people and their talents are the centre of its construction" (Borojevic, 2017). The dominant approach still is on job placement and information. Guidance is part but not a policy issue on its own. However, the guidance dimension of the information and labour intermediation systems is part of the improvement challenges acknowledged by SENCE, being part of the reform of the system as well as part of new developments planned for the future. The strategic focus declared by SENCE for the period 2015-2018 includes improving the employability of employed workers, unemployed and inactive persons, with a special focus on the most vulnerable throughout their working lives, through coordinated management and quality guidance, training and

labour intermediation, in order to contribute to the productivity of Chile and its regions (SENCE, 2017).

In general, the approach from the majority of NGOs related to employment and career support are also focuses on job placement, information, and training. The value added is that they include groups with specific needs, complementing the government support for disadvantaged populations (Fundación Wazu, Fundación, Oportunidad Mayor, Fundación Avanzar Juntos, among others).

The first organization exclusively centred on career development and guidance in Chile was established in 2018 as an NGO called “OCIDES Foundation for Career Devolvement and Lifelong Guidance”. After 10 years of inter-institutional collaboration and promotion of career development and guidance, the OCIDES Foundation was formalized by taking on an approach of capacity building and collaboration to advance in the configuration of a national career development strategy. Another NGO involve in career development and guidance services is “Fundación Emplea”. This foundation is actively engaged in promoting the inclusion of people in the labour market through the development of personal, social, and job skills, linking them to jobs in the labour market. Its target audiences are inactive and unemployed people in situations of poverty and social exclusion. These people are trained in transversal skills and trades, and build bridges of intermediation with companies to form work networks.

12. What are the main challenges to leadership in the field and the main obstacles to effective collaboration?

The main challenges are: (1) to install career development and guidance that provide an organic response to the economic, social and cultural, developments of the country. This is particularly important with regard to the needs to adapt the national policy and mechanisms to increase the potential and capacity of individuals, families, and communities to prepare them for the current changing work dynamics related to the IV Industrial Revolution that we are experiencing. (2) A formal integration of career development and guidance in the educational curricula is needed. Guidance has existed in the educational sector since the beginning of the XX century under the figure of the “orientador”, an educational professional with responsibilities related to educational and vocational guidance of primary and secondary students. Currently, the national curricula guidelines include a module called “guidance” from the primary up to the secondary level. Nevertheless, the module content does not establish explicit initiatives on career education and/or guidance and also is the module with the least time assigned per week. Thus, the existence of the module does not guarantee career development. Guidance inside the schools does not have general guidelines or standardized protocols. Consequently, it is possible to point out that the entire school population in Chile receives some type of instruction that could be aligned with career development (even though it is preferably a vocational orientation), with emphasis on self-knowledge, self-projection, and basic management and labour market transition tools and techniques. Although it is feasible to assume differences in the pertinence and quality of instructional proposals among the different modalities of schools in Chile (socioeconomically segregated as a function of cost and sustainability), no studies have been carried out so far. Universities, on the other hand, are developing professional development centres, despite their limited impact in relation to the great



majority of workers and professionals in the country, preferentially oriented to their students as they prepare to graduate. (3) Integration and articulation among the actors/sectors involved such as governmental agencies, labour market representatives, workers' unions, students' unions, and civil sector related organizations are needed. This integration and articulation should involve discussions about the situation, relevance and impact of career development, and guidance in Chile establishing common views and challenges as well as identify possible synergies and networks of collaboration that can be created and/or stimulated to pass from the dominant limited focus on labour placement into the broader approach on career development and guidance. Key governmental actors are MINTRAB, SENCE, MINEDUC, and CNED.

13. What kind of cooperation (if any) is there between the career development services and stakeholders like employers, trade unions, the media, NGOs, professional organisations etc?

One of the most common and massive initiatives that includes cooperation and participation of stakeholders are the job fairs organized SENCE and by local government entities (municipalidades). These initiatives are informative, rather than guiding, but still offer useful information and job opportunities. In addition, other kinds of job fairs are organized by the private sector. Also career services of higher education institutions organize job fairs for students and graduates in collaboration with employers, the media, and other stakeholders. Job fairs can be virtual, face-to-face, or a combination of both. In the higher education sector, career development and guidance have been acquiring increasing visibility over the last five years. The OCIDES Foundation is mainly responsible for this, through the promotion and organization of academic and training activities. These activities are located in the Biennale Encounter of Higher Education Framework and the World of Work (BIESTRA Project). In fact, between 2013 and 2019, the OCIDES Foundation contributed to the collaborative organization of four conferences, two seminars and a workshop about career development in higher education among other related activities. In the same vein, the Universidad de Chile is advancing in this area through the activities of Centro de Aprendizaje Campus Sur (CeACS) that organize the International Congress of Guidance for learning in Higher Education (OAES).

14. How is the professionalism of career development workers developed and maintained whilst working with other professionals?

Since career development and guidance in Chile is an emerging professional sector and is not part of a specific national system or policy, there is no information regarding strategic directions for professionalism and occupational profiles definitions. However, as consequence of the improvement projects leaded under SENCE, Chile is advancing in the identification of good practices through the preparation of supporting documents and resources aimed at improving services. Some of the initiatives that are being assessed are: (a) the development of a System of Labour Intermediation (Sistema de Intermediación Laboral) that includes the national open informative resource called Observatory of Employment of Chile, also the National Employment Portal (Bolsa Nacional de Empleo), and the Municipal Offices of Labour Intermediation (OMIL), previously mentioned in the report; (b) the +Capable program that introduced career guidance aspects in the programmes' design and related recommendations from international agencies such as the OECD; (c) A process of

strengthening the national system of Municipal Labour Intermediation Offices (OMIL) that operates in the country through the city halls, offering information for career and training, job placement, and guidance services; (d) the implementation of guidance and employability centres which will depend directly on SENCE and will have the mission of guiding and accompanying the career development of people and companies.

15. Do other types of professionals (e.g. teachers and social workers) deliver career development? How is a professional service ensured?

The professionals involved in career development and guidance practice are mainly psychologists, teachers, social workers, and education psychologists, as well as other professionals from the social sciences and humanities. There is a clear dominant approach in vocational guidance that requires more visibility, resources and, involvement from other professional practices. The vocational guidance approach can be observed in schools, on official online platforms from the Ministry of Education ([www.mifuturo.cl](http://www.mifuturo.cl)) and the National Council of Education ([www.eligecarrera.cl](http://www.eligecarrera.cl)) but also in other resources created and administrated by NGOs focused on vocational guidance such as: Fundación por Una Carrera (online informative resources) and Fundación BelénEduca (Book Guidance for Growing up: Guidance Programme from Preschool to Secondary Education). In fact, guidance in Chile tends to be referred to as the equivalent to vocational guidance because the notion of professional guidance (or career development) is part of an emerging process that urgently needs to be distinguished by vocational-related initiatives and to be integrated as a logical and highly needed complement. Higher education is where career development and guidance is acquiring specialization and a clear differentiated approach. Around 90% of Chilean higher education providers offer career-related services that include career development and guidance activities. In 2018, a national study surveyed 34 universities regarding career services in universities and identified that around 30% of them use a theoretical approach to career development and guidance. Furthermore, the staff involved in these services were psychologists specialized in professional guidance through practice (Orellana & Cuneo, s/f).



#### Theme #4 - Leading innovative change for the future.

In your country...

16. What are the key innovations or ways that career development programmes and services have changed over the last 10 years? This could include changes relating to technology, practice, management and governance and the use of new theories and evidence.

The dominant approach to supporting citizens in regard to career transitions and job searching has been focused on job placement, from an informative rather than a guiding point of view.

Nevertheless, as was mentioned before in the report, Chile (from MINTRAB and SENCE) is notably advancing in the improvement of programmes and services. The guidance dimension is being

included more explicitly and strategically in the most recent initiatives related to the development of a national policy for labour market intermediation. Change management and governance includes the internal and external evaluation of services and programmes that contributes to the optimization of institutional arrangements for a better articulated management. MINTRAB and SENCE have internal research and self-evaluation mechanisms that are complemented with external consultancy and collaboration to configure a broad and complete view of their own strengths, opportunities, challenges, and weakness. Hence, the will and means to build a national policy for labour market intermediation, including career development and guidance, seems to be highly significant currently. Changes in technology include the modernization and improvement of public information systems about the labour market, which are currently operating as online platforms. Changes in practice include research and self-evaluations for the creation of guidelines and a handbook for management and better practices that will establish standards for practice and evaluation across the country. Additionally, the understanding of professional development as something that happens in an integrated way with personal development and from early stages, has made the practice of career service extend not only to transition periods but also to those that precede it.

17. How do national policies and initiatives, where they exist, ensure and support the development of innovation in career development services provision?

As mentioned previously, MINTRAB and SENCE are launching several initiatives and programmes aimed at developing a national policy for labour intermediation. This process responds to the evaluation, reformulation, and expansion of focuses, mechanisms, and approaches, in the context of a formal political will to improve the national labour intermediation system. We think that these endeavours guarantee the development of innovation in career development services provision. On the other hand, the reforms on education that Chile is facing also create a positive scenario in regard to visibility and awareness of career development and guidance as relevant aspects to improve the transition and experience of graduates in the labour market. In this regard, the National Council of Education (CNED) is a key actor to overcoming the limited approach to vocational guidance, through the integration of professional and life-long educational guidance (career development) in their current guidance initiatives.

18. What new, innovative and promising interventions in career development programmes and services is your country planning for the future? How are such innovations making the most of open data initiatives, online technologies, artificial intelligence and other forms of innovation?

Considering that career development guidance programmes and services in Chile are in their early stages, the most relevant expected innovation is the national integrated information system in the labour market because it would allow to better inform guidance practices. The second is the creation of Guidance and Employability Centres across the country by SENCE. In addition, the CNED's increase in collaborative alliances with regional universities to improve access to digital resources with their online platform ([www.eligecarrera.cl](http://www.eligecarrera.cl)) for vocational and educational guidance is also important. This service also includes some aspects of career development, for students, teachers, and counselors.

The OCIDES Foundation looks to design an online platform with evidence-based resources for practitioners and all citizens, and to develop a digital application of career development tools.

19. How is the training and continuing professional development (CPD) of careers professionals encouraging innovation and taking account of new evidence as well as changes in technology and the labour market?

The specialization and professional development of those kinds of professionals is something that happens spontaneously by understanding the experience of career development and guidance as an occupational task, not as a professionalization intentionally or strategically designed jet. Only one graduate degree related was identified, "Educational, Vocational and Labour Guidance" at Pontificia Universidad Católica de Valparaíso, which was designed to improve, update, and complement the personal conditions and professional skills of those who work or have an interest in working in educational units or other institutions, as a conductor of the process of multidimensional training of people, in a collaborative way with the whole community.

### Final reflections

20. Is there anything else that you could like to address through participating in this symposium?

On behalf of the OCIDES Foundation, we would like to thank to all the people and organizations that contributed with information and feedback to this report as well as the country team. In particular to the National Council of Education, Subsecretaría del Trabajo at Ministry of Labour and Social Security, Pontificia Universidad Católica de Chile, Coodinación Académica de Programas de Inglés at Universidad Diego Portales and Universidad de Valparaíso.

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Country paper